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Masters Research Report

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DOES E-GOVERNANCE IMPROVE TRANSPARENCY?

A CASE STUDY OF SOUTH AFRICA

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Acronyms

ANC	African National Congress
BKMS	Business Keeper Monitoring System
C2G	Government to Employee
CAFRAD	African Training and Research Centre in Administration
DIRCO	Department of International Relations and Cooperation
DoE	Department of Education
DoH	Department of Health
DST	Department of Science and Technology
DPSA	Department of Public Service and Administration
DTPS	Department of Telecommunications and Postal Services
EGDI	E-government Development Index
EU	European Union
FOI	Freedom of Information (Laws)
G2B	Government to Business
G2C	Government to Citizen
G2G	Government to Government
GDP	Gross Domestic Product
GITOC	Government Information Technology Officers Council
HIV	Human Immunodeficiency Virus
ICASA	Independent Communications Authority of South Africa
ICT	Information and Communications Technology
IRM	Independent Reporting Mechanism
IT	Information Technology

ITAX	Integrated Tax System
KACC	Kenya Anti-Corruption Commission
LED	Local Economic Development
MPCC	Multi-purpose Community Centre
NATO	North Atlantic Treaty Organisation
NDP	National Development Plan
NGO	Non-Governmental Organisation
OGCIO	Office of the Government Chief Information Officer
OGP	Open Government Partnership
PHC	Primary Health Care
PMTCT	Prevention of Mother-to-Child Transmission
PRC	Presidential Review Committee
SARS	South African Revenue Services
SITA	State Information Technology Agency
TB	Tuberculosis
TRA	Tanzania Revenue Authority
UN	United Nations
UNDP	United Nations Development Plan
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNCHR	United Nations Commission on Human Rights
UNWPSR	United Nations World Public Sector Report
VAT	Value Added Tax
WHO	World Health Organisation

Chapter 1: Introduction

Good governance is an integral part of ensuring that the state is operated in accordance with international norms and values and ensures that civil society or state members participate in the decision-making processes. In line with this, is "the concept of good governance in the context of the promotion of sustainable economic development. It comprises efficient government, effective civil society and successful development" (Misuraca 2007, 13). As one of the pillars of good governance, transparency advocates for the inclusion of the public within government's administrative practices and ensures that the government practices governing processes within the confines of the law (Good governance 2016).

In the context of good governance, there needs to be mechanisms put in place to improve transparency. The presence of transparency brings about accountability within the state and it also accounts for government openness, which results in an environment of citizen inclusion within the processes of decision-making and policy formation (Shiang, Lo and Wang 2010). Moreover, transparency creates access as it allows citizens to become a part of governing processes, as well as internal dialogues that lead to policy formulation within the government space; consequently creating a sense of trust between the government and the citizens involved.

As far as good governance is concerned, states can only be regarded as on par with best practices if there are existing mechanisms that allow and advocate for good governing processes. In instances where there are no forms of mechanisms employed, public officials tend to misuse government resources for personal use and neglect public service delivery (Bhatnagar 2003). The existence of mechanisms that create open and honest governing process should be implemented in every state with the aim of deterring corruption. One of such mechanisms is e-governance. E-governance is the use of Information and Communications Technology (ICT) in governance systems to improve transparency. The use of ICT does not only aim to improve governance systems, it allows citizens to have access to government-related information in turn; thus keeping government officials accountable for their actions.

The research being conducted aims at investigating e-governance initiatives and their contribution to the improvement of transparency in the state. The research ultimately aims to explore whether a causal relationship between e-governance and transparency in the state exists. This research report does not dispute the other mechanisms of transparency within a state and neither does it deny the existence of such mechanisms. However, there is a need for more research on the relationship between e-governance and transparency as it is a very important and necessary practice, especially in the context of Africa in creating a relationship of trust and openness between states, organisations and the public.

1.1 Rationale

The research report investigation was brought about due to the emerging usage of Information and Communications Technology (ICT) in the sphere of governance. In many sectors, ICT has been used to improve systems for both users and administrators or service providers and this is so even for governments. Therefore, the positive results that stem from the use of ICT in governance has sparked an interest in whether the incorporation of ICT within the very same systems can improve transparency in governance.

One of the pillars of governance is transparency and the assumption is that the use of ICT in governance could potentially have an influence on the improvement of transparency in states. Since 1994 the South African government has advocated for the establishment of policies and services related to e-governance and has since formulated policies such as the National e-government strategy and roadmap, and the Electronic Communications Act of 2005 to function alongside the Public Services Act of 1994. Through these policies the South African government has established e-governance systems and services to improve public service delivery, administrative functions and the access to information within governing processes.

This research report aims at investigating whether the e-governance systems implemented by the South African government improve transparency. The investigation will involve analysis of four e-governance initiatives, namely the Thusong Service Centres, National e-health projects, e-filing and finally e-education.

1.2 Research objectives & Research questions

The objective of this research paper is to investigate whether e-governance improves transparency. The investigation will be conducted through identifying and analysing four e-governance initiatives implemented by the South African government, namely the Thusong Service Centres, National e-health projects, e-filing and finally e-education. Through the investigation, the research report aims to address the following questions:

I. Does the presence of e-governance improve transparency?
II. How does Information and Communications Technology (ICT) act as a tool of transparency?
III. Are the e-initiatives implemented by the South African government proof that e-governance can improve transparency?

1.2.1 Variables

Independent variable: E-governance. For the purpose of measurement, E-governance will be measured through identifying three e-governance initiatives developed by the South African government. Furthermore, the use of ICT on the initiatives and its promotion of the public's ease of access to information and service delivery will be examined.

Dependent variable: Transparency. For the purpose of measurement, transparency will be measured through: a) Society's participation in decision-making processes b) The public's access to government information c) The relationship between the state and the public.

1.2.2 Variance and causality

This research report will use the method of process tracing to investigate the hypothesis established. Process tracing is a method used in qualitative analysis for within-case studies based on data collection and observation (Collier 2011). George and Bennet describe process tracing as a method which researchers utilise in order to identify the intervening causal process between the independent variable and the dependent variable (George and Bennet 2005).

The documentation that will assist in identifying the causality between the independent variable and the dependent variable will be by the means of documents from primary resources. Firstly, South Africa's National e-government policy framework and strategy which mandates the presence of ICT in government processes will be examined. These are policies and legislative acts formulated by the Department of Public Service and Administration. Secondly, the research report will examine the initiatives that were implemented after formulation of policies; specifically, the open data initiative at both national and provincial level. Thirdly, the international treaties South Africa joined to improve on its implementation of e-governance will be examined; specifically, the Open Government Partnership and the United Nations E-governance index and investigate whether the agreement has advanced and promoted e-governance which in turn promoted transparency.

1.3 Methodology

The research report will embark on the investigation of e-governance as a tool of transparency by utilising the qualitative research methodology. Qualitative research seeks to answer questions though using the process of collecting information from credible sources, analysing the information and producing findings. Qualitative research is also the collection of data and findings that are recorded through descriptive writing in report and article format. This research report will use sources that are qualitative in nature, describing concepts and the phenomena of e-governance and transparency.

The research will rely on both primary and secondary data collection methods. As mentioned above, the research methodology is qualitative. Therefore, the data necessary for the research will be documents and reports from international organisations that are not part and parcel of the state. This research report will utilise sources such as Transparency International, transparency index of 2017 which will assist in understanding the level of transparency that the case studies possess. Secondary data collection will involve the usage of Internet-based research to collect information on scholarly articles and media articles that will provide us with information on the case studies as well as the e-governance initiatives being implemented

by the state governments within the case studies. There is an awareness of the legitimacy of international indices in ranking African states as the criteria can be problematic. Therefore, the research report uses international indices with caution and measurement.

The period around which the research report will be centred is from the time e-governance was introduced as a policy in South Africa, which is from the year 1994. It was in 1994 that the newly elected South African government created the Public Services Act of 1994 which was used as a manual for service delivery to the newly democratic Republic of South Africa. The Public Services Act of 1994 serves as a basis for the development of other policies including those centred on e-governance. In 2001, the South African government formulated a policy framework that advocated for the creation and inclusion of ICT within governing process on the basis of the need for transparency and accountability within the South African governing process. The South African government formulated an e-governance initiative in 2001 and the e-governance vision was stipulated in the document titled *Electronic government, the digital: A public service and IT policy framework*. In addition, this research report will utilise other related policy documents, such as the State of Information Technology Act of 1998 and the Electronic Communications Act No. 36 of 2005. All the policy documents stated above will play a vital role in providing a thorough understanding of the state of e-governance in South Africa as well as an understanding of the rollout of e-governance initiatives in the country.

The investigation will be conducted through the use of a single case study method or otherwise known as within-case analysis. The research report intends to use one case as it intends to perform an in-depth analysis of the implementation of transparency and the usage of e-governance as a tool for implementation. The case study will be South Africa Case selection and is based on the need of enquiry on the technological advances within South Africa that are implemented in governance to improve transparency. There are factors within the state that promote transparency and e-governance is one of those factors. From literature analysis, there is little to no investigation of this topic in African states, therefore, it is important to analyse it in this instance.

South Africa's democracy began in 1994 and since then, the country has been striving to become equal and fair for the benefit of all South African citizens. Since South Africa became a free country, the government has been implementing policies and practices that aim at protecting the democracy of the nation. South Africa is one of the African countries that has been in the forefront of technological implementations within both the private and public space. E-governance is one of the initiatives the South African government implemented with the intention of improving governance as a whole and through this initiative, the government wanted to strengthen and improve on all pillars of governance in South Africa of which transparency is one. These initiatives fall under the mandate brought by the South African e-government

strategy policies and they serve as practical indications of the government's aim to implement ICT in governing processes in the country.

Therefore, South Africa's democratic state on the African continent as well as its state of e-governance in the country has led to it being chosen as a case study in this research report.

1.4 Chapter Outline

This research report comprises of six chapters that provide specific insight into the investigation this research report will proceed to complete on the nature of e-governance and its improvement on the transparency of a state.

Chapter 1: Introduction

Chapter one provides the background of the research report. It is in chapter one of this research report that the investigative questions and background research will be found. Chapter one also contains the research methodology that was used in the research report. The research methodology provides information on the nature that this research study was conducted.

Chapter 2: Conceptual and Theoretical framework

In chapter two, the theoretical and conceptual framework of transparency and governance will be examined. The historic origins of transparency and its translation into a widely accepted international norm by states will be analysed. This chapter will also include the diffusion of an international norm, such as transparency into the context of the state and how states such as South Africa translate transparency into the local context.

Chapter 3: Application of e-governance in a state

In chapter three, the application of e-governance in a state will be discussed. This will be done through bringing in other countries that were able to effectively implement e-governance within their own state in the road to improving overall transparency. In addition to this, chapter three will discuss two specific international organisations, namely United Nations and the Open Government Partnership in the role they play at pushing states such as South Africa in improving transparency and openness on governance through the means of ICT. Finally, this chapter seeks to provide legislative documents that the South African government has created which function as a roadmap of e-governance implementation in South Africa.

Chapter 4: E-governance in South Africa

In chapter four, the overall implementation of e-governance in the context of South Africa will be examined. This chapter will trace the origins of e-governance in the context of South Africa through examining the projects or initiatives that the South African government has implemented as e-governance

initiatives. There are four initiatives, namely the Thusong Service Centres, National e-health Initiative, the South African Revenue Services e-filing initiative and the national e-education initiative.

Chapter 5: Challenges to e-governance

In chapter five, the research report will examine the difficulties that the South African government has come across in the implementation of e-governance initiatives. The challenges that will be highlighted and discussed are challenges related to management, skills capacity, financial costs and lastly the socio-economic standing of the society.

Chapter 6: Contribution to literature report and conclusion

In chapter 6, the research report will conclude by reviewing the research questions proposed and investigate whether these questions were answered. Chapter 6 will investigate whether this research study has contributed to the discussion norm diffusion, transparency and e-governance. Lastly, chapter 6 will discuss the future of debates surrounding transparency and e-governance.

1.5 Theoretical Framework

This section will focus on the theoretical framework used in understanding the emergence of global norms that brought about the acceptance of a global norm such as transparency. This section will firstly discuss the constructivist theory as an overarching theory of norm creation in international relations and why it serves best as a basis of understanding norm creation and acceptance in the global political system. Secondly, this section will provide an understanding of the way in which norms are created within the global international system and how these diffuse into the state to the extent in which they are infused with the state's policies and practices. Lastly, the theoretical framework will discuss the role transparency plays in governance and how this relates to the question of whether e-governance improves transparency.

Constructivism is a theory of international relations that was brought about after the era of the Cold War. Its legitimisation was based on the failure of liberalism and realism in explaining events that took place during, as well as after the Cold War. The theory borrows its origins from sociology and philosophy through the development of concepts such as structuration by the sociologist Anthony Giddens (1984). Structuration analyses the relationship between structures and actors through the identification of the relationship between the individuals and the social forces that act upon us" (Lamsal 2012, 113). Through his theory, Giddens describes behaviour through the effects of existing social structures on individuals and the effects that people have on the structures resulting in them changing or completely being destructed.

Constructivism theory is an empirical approach that uses intersubjectivity of ideas to define the state of behaviour in international relations. It is used by theorists to describe the emergence of shared ideas that transcend into norms within the space of international relations. Constructivism further looks at the

processes through which ideas shape into norms as well as the actors that play a major role in propagating the shape of these ideas into the daily lives of world leaders and their societies. Constructivism is unique in its approach of understanding state interaction and behaviour and is different from the classic theories of liberalism and realism as it looks at the discourse in which identity is shaped.

According to Alexander Wendt, classical theories of international relations do not eloquently and fully describe interaction like war and peace and proposes that constructivism is apter in providing a fitter explanation on state behaviour and interaction. Although constructivists such as Wendt do not accept realism and liberalism, they do not dispel the significance and the role of power, which they believe shapes the behaviour of states in international relations. Instead, constructivists suggest that power is not the reason behind interaction and behaviour but social discourse is the main reason.

International relations theories understand power through materialistic gains and losses which affect power dynamics between states. According to social constructivists, these theories have a very limited scope in this area. Interaction according to social constructivists is more so social than materialistic because it involves human ideas and beliefs which stem from human consciousness. According to Jackson, Sørensen and Møller (2019) the international relations system, is not something 'out there' like the solar system. It does not exist on its own. It exists only as an intersubjective awareness among people; in that sense, the system is constituted by ideas, not by material forces" (Jackson, Sørensen and Møller 2019). Therefore, international relations concepts such as sovereignty and power are mere constructs assembled from ideas from the human consciousness.

➔ Critique of constructivism

Constructivist theory borrows very much from sociological theories and these form the basis of many arguments for constructivism in international relations. Theorists like Wendt use theories and concepts such as symbolic interactionism and parts of Marxism in formulating the crux of what constructivism is (Palan 2000). Symbolic interactionism is a term developed in the field of sociology and it is used to describe what Wendt describes by stating that as a person interacts with the external; they begin formulating ideas and concepts to make sense of one's external world. Concepts of symbolic interactionism are similar to Kantian concepts such as constructivist epistemology which describes a person's interaction with their external world as the continuous and active formation of concepts and ideas informing the external world (Palan 2000).

Constructivism relies on linguistics in the formulation of ideas and concepts that describe the external world. The reliance of constructivism on language and interpretation of objective truth is problematic because it emphasises the importance of subjectivity rather than the objectivity of the external world. Both theoretically and practically, constructivism is critiqued of being an obscurance of the truth in its holistic

and objective form and as an international relations theory. This is problematic as the subjective definition through interaction is different for individuals and communities at large, therefore, finally coming to a similar understanding of international relations phenomena would be difficult.

Constructivists counter this critique by stating that there is a misleading tendency of misunderstanding what constructivism is understood to be. Constructivism in international relations is not based on subjectivity in making sense of the external world, constructivism speaks of the role of internal mechanisms in understanding the already existing truth or the objective and external world. According to the theory of constructivism, objectivity still remains and the theory aims to describe the processes that people use to understand the objective reality through language and ideas. Therefore, constructivism does not speak of constructing one's own world and living in an unrealistic version of the world; constructivism speaks of the ways in which people take in understanding the external world or the objective truth.

➔ Why it applies best to this research

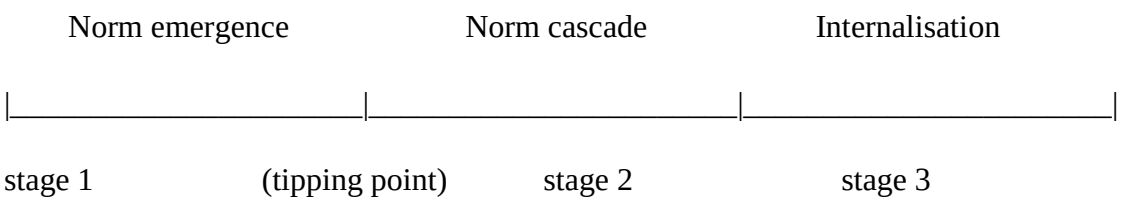
From all of the major theories in international relations, constructivism serves as the most favourable in providing a basis of understanding norm diffusion theory. "A constructivist claim is that these patterns may be the result of social realities-norms and understandings – as well as the material realities emphasised by the dominant paradigms" (Finnemore 1996, 130). Constructivism can assist in understanding the nature of states in their formation of societies and the differences in commonalities that make up the identity of the state. It also provides an understanding of how these commonalities and differences are formed and how these move from being shared ideas to norms that formulate the nature and state of the international relations system.

The way in which constructivism relies on the process of formulating one's understanding of the external world is the reason why it fits well with the norm diffusion theory. Norm diffusion theory was founded upon the very basic ideas of constructivism where societies formulate ideas based on shared values and knowledge and apply them to understand the external world. Shared ideas and knowledge about the external world inform the creation of structures in society that will combine with already existing structures to form a more widely accepted society. According to Finnemore (1996), the international society is comprised of three main foundational and elements, namely bureaucracies, markets and human nature and the three elements stem from normative creation (Finnemore 1996). All the three elements are important in organising the general rule of living and societal structuring in the international society. There is no equilibrium or convergence of shared values in the international society and therefore, there will be a sense of dissent between states and international organisations alike where one state will value specific ideas whilst other states and organisations will value other ideas. The very nature of the nuances of changes in the international society is evidence of the way in which constructivism is fitting as an overarching theory that underpins norm diffusion theory.

The theory of constructivism has brought about an understanding of the emergence of norms and provided a greater understanding of the global context especially as to which actors are important in advocating for the development and acceptance of ideas into norms. Constructivist theory is an alternative to the mainstream international relations theories (Hopf 1998) that base actions on calculations and do not hold into account external factors that may be of importance in the formulation of normative ideas and the diffusion thereof. Normative ideas have always been central in the study of international relations and that of the political sciences and it is through the constructivist theory that international relations as a school has better understanding of the construction of various ideas adapted in the global international system.

The emergence of the constructivist norm diffusion theory came as a result of the realisation that norm creation and internalisation were not just an act of the state or actor. According to Finnemore and Sikkink (1998), the creation of norms is not solely based upon the state as a unitary actor; there are external factors that influence the creation and internalisation of norms through pervasive means (Finnemore and Sikkink 1998). Prior to extrapolating on what norm theory is, it is important that we define what a norm is in order to fully understand and grasp the concept of norm diffusion theory. A norm is defined as "notions that define appropriate behaviour be it by states, individuals or other actors" (Parks and Morgera 2015, 356). A norm is an idea that spreads within a given society to the extent that it prescribes on acceptable and unacceptable behaviours as well as gives rise to the normative beliefs and goals (Andrighetto, Villatoro and Rosaria 2010).

The emergence of norm diffusion theory diverges into two main categories, namely regulative norms, which create order and boundaries and constitutive norms which create new actors (Finnemore and Sikkink 1998). Finnemore and Sikkink (1998) explain the emergence of norms through their research on norm creation called *International Norm Dynamics and Political Change* of 1998. Finnemore and Sikkink (1998) outline and describe the life cycle of a norm through identifying three stages, namely norm emergence, norm acceptance as well as norm internalisation.



Source: Finnemore and Sikkink 1998, 896

Figure 1: Norm Life Cycle

The first stage in the norm life cycle is norm emergence. It is at this stage where the formulation of the norms take place and this is where important actors, labelled "norm entrepreneurs", create awareness of the emerging norms in the international community. Norm entrepreneurs are a critical element for the process of norm emergence as they are responsible for the creation of the agency that enables the norm to be recognised and accepted. Additionally, norm entrepreneurs tend to use organisational platforms in order to persuade a critical mass of states to embrace the issues. According to Finnemore and Sikkink (1998), issues need to be endorsed by a certain amount of states that are highly relevant and influential in order to reach a certain critical mass.

When the norm reaches a critical mass, it reaches what is called a tipping point, triggering the emergence of the second stage called norm cascade. Norm cascade is the second stage of the norm life cycle and is characterised by the vast acceptance of the norm by states that are not regarded as members of the critical mass. The prevalence of the outgrowth of acceptance is partly due to the promotion of the norm by influential states. These states follow norms as an attempt to imitate and conform to the international society's standards.

The third and final stage that follows is internalisation of the norm within local political systems of states. The stage of internalisation takes place when the norm has been officially accepted by states who form a part of the critical mass as well as those that do not. Internalisation is when states translate the international norm into the local context through integrating the norm into policies and legislative frameworks of the state. The translation of the norm can take place in various ways and it is dependent on the extent in which it wants to fully integrate this norm.

Finnemore and Sikkink (1998) provide a good understanding of norms and the process that states around the world employ in order to accept an idea as a norm. Furthermore, the authors provide insight on how the global system and its actors influence the way in which norms are accepted or rejected. Therefore, this research report presents an imagery of a symbiotic relationship between the norm formation process as well as the states because in as much as the process of norm formation relies on states that form a part of the 'critical mass' to become widely accepted, those states also receive a sense of power as they are regarded as leaders in the forefront of normative culture.

Although the Finnemore and Sikkink (1998) article is necessary in understanding the overall process norms go through to become accepted, it fails to highlight and address other areas that have an effect on the manner through which states accept and internalise norms within the local context. These factors are but not limited to the nature of the government, the type of society, the political climate of the state as well as the policies already set in place. Finnemore and Sikkink (1998) failed to address internal factors that influence the way in which international norms are internalised and the authors were therefore unable to

provide a holistic analysis of norm internalisation and this is the reason behind the growth of the second wave of norm diffusion.

The second wave of norm diffusion theories mainly addresses other aspects of norm diffusions and have a specific focus on the way in which norms are internalised. According to Acharya, second wave diffusion theories "engage beyond international prescription and rather stresses on the role of domestic, political, organisational and cultural variables in conditioning the reception of global norms" (Acharya 2004, 243).

Norms that are agreed upon globally do not automatically translate into the local context of states, as there are impeding factors to the localisation phase. According to Eimer, Lűtz and Schűren (2016), there are four forms of localisation that take place within states, namely adoption, accentuation, addition and subversion (Eimer, Lűtz and Schűren 2016). Adoption takes place when international norms are implemented in the local context without any major modifications to the norm itself. When international norms are adopted by states it is seen through the direct transferral of the international norm into the local policies and legislature.

Accentuation is a type of localisation that takes place when international norms are implemented and face changes throughout the implementation process through reinterpretation (Eimer, Lűtz and Schűren 2016). Norms are subject to change based on the nature of the state and change can be carried through the addition and/or the subtraction of certain elements of the norm. Accentuation does not fully reject the norm, it basically changes elements of the norms to fit the context of the state.

The last form of localisation is subversion, which is characterised by the implementation of the international norm conflicts with domestic legislation, which results in extensive contravention with the spirit of the international norm (Eimer, Lűtz and Schűren 2016). Subversion takes place when the international norm clashes and does not converge with the local context of the state and at times this may result in the norm not being accepted into the local state context.

Norm localisation varies in the way in which it is implemented. Norms do not enter a normative vacuum and norm competition is a very important factor to consider when states attempt to localise international norms. When norms enter a local context, localisation takes place through a regressive process and not a static one; meaning that the entrance of international norms reshapes existing local beliefs and practices, as the international norm is a foreign idea. Whether the norm changes extensively through internalisation or shifts in response to the language of the local context, international norms are bound to change the entirety of the local context.

The theory on global norm diffusion is suitable to use to indicate the ways in which transparency can be translated within the state. Finnemore and Sikkink (1998) provide a great understanding of how norms are formed internationally through providing the main actors and influencers that function as promoters of the

norms. When international organisations such as Transparency International began problematising state corruption and lack of openness, countries such as the United States, the United Kingdom, as well as other states that form the core of the critical mass, took heed of the issue and internalised transparency through policies and legislation.

The second wave of norm diffusion theories highlights the importance of understanding how international norms are internalised. There are a number of factors that influence internalisation, such as domestic political structures and culture which essentially influences the degree of internalisation (Checkel 1999). Acharya provides three ways in which norm internalisation takes place as well as and on how the localisation of an international norm fits into the domestic norms expressed through policies and legislations (Acharya 2004). Internalisation of transparency by the critical mass does not necessarily mean that every state will incorporate the international norm as some states face elements of differing cultural practices, religious practices as well as beliefs.

There are no specific mechanisms that are prescribed as most effective in ensuring governments internalise transparency. However, e-governance will be investigated as one of the viable options of implementing transparency as a locally-accepted norm.

Chapter 2: Literature review

This literature review will be based on the two main elements being investigated throughout this research report which are e-governance and transparency. Therefore, this literature review will firstly discuss e-governance by providing its definition as well as the factors that e-governance highlights in its definition and its implementation. The second part of the literature review will discuss transparency by discussing its origins and emergence in the international sphere as well as how it has diffused from an international norm into the local state context.

2.1 E-governance

There are various concepts that are embedded within the term e-governance and it is important to highlight and explain these because of the importance they carry in this research report.

2.1.1 Definition of governance, government and good governance

Firstly, it is necessary to differentiate government, governance and good governance. The United Nations World Public Sector Report broadly defines a government as a public organisation that is set up by the society for the sole purpose of implementing or enforcing demands created by the society (UN World Public Sector Report 2003). The government functions as a body that possesses the authority to create and enforce laws within a civil society (Misuraca 2007). At the national level, a government is in charge of an entire country or state and possesses the responsibility to create local governments at provincial or district level with the role of implementing what the national government has mandated.

The term governance builds on the public institution that is the government. Governance is broadly defined as a government's exercise of administrative, political as well as economical processes at various levels (UNDP 1997). The government is responsible for exercising the authority to manage the country through ensuring that governance processes are implemented effectively. Governance processes include policy creation, decision making and public service delivery and management. In summary, governance refers to the management of internal or state affairs, ensuring government processes are efficient and effective in response to the demands made by society.

Good governance has various characteristics. However, in general good governance promotes transparency and accountability of states through the incorporation of civil society and the private sector by allowing both to be a part of the governance process. Participation of civil society members and the private sector requires both actors to form part of the democratic decision-making process within the government thus promoting a sense of accountability and transparency in government's management of state resources.

The process of ensuring good governance taking place may be difficult to implement because the onus lies on the government to implement transparency mechanisms that are capable of fully allowing citizens and

the private sector to participate in governance processes. External actors are only able to put pressure on the government to implement mechanisms that will ensure citizen participation takes place allowing the civil society to hold government responsible for its actions.

Government transparency is a necessary aspect for good governance and the use of ICT can produce such a state. "Today's world is more and more referred to as being networked due to the advancement of ICT as well as the involvement of non-state or non-governmental actors in policy making either in a consultative way or through the development of new participatory approaches, often enabled or enhanced by the use of ICT" (Misuraca 2007, 32). As stated previously, ICT is a useful and sought-after mechanism within governance processes as it makes for efficient and easier communication between the state and other external actors. Therefore, ICT initiatives have been implemented both at national as well as regional and local government for the effective public administration processes and communication between the state, civil society and the private sector.

2.1.2 Definition of e-governance

When combining ICT and governance, the relationship between the two are many and are also intertwined in that governance supported by ICT can improve communication, civil society interaction and public sector participation and spark necessary debate among actors involved within governing processes (Misuraca 2007). ICT also functions as an overall tool for development and introducing ICT within the government formulates the concept of an electronic government which is essentially the use of ICT in processes within governance.

The definition of e-governance varies in that e-governance encompasses a wide variety of processes within itself. Therefore, it may appear to the average individual that there is no solid understanding of what e-governance is but that is incorrect. The scope of e-governance moves beyond that of e-government in the sense that e-governance does not only refer to just the use of ICT in public administration processes, but it covers a wider range in the relations between the state and the civil society.

Bhatnagar defines e-governance as the usage of ICT by both government and civil society groups to engage in dialogue to promote greater political participation especially in the governance of public institutions (Bhatnagar 2003). Agbesi provides the definition of e-governance as the usage of ICT by government institutions to render quality, effective and efficient public services, decision making and public policy making (Agbesi 2016). UNESCO defines e-governance as "the public sector's use of information and communications 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" (UNESCO 2015). The African Training and Research Centre in Administration developed a working definition of e-governance specifically catered for the African context and defines e-governance

as "the use of ICTs, and especially the Internet, to adopt a new conception and attitude governing and managing where participation and efficiency are required of all the partners linked through a network: e-governance is therefore a new way of coordinating, planning, formulating and implementing decisions and operations related to governance problems" (CAFRAD 2002).

2.1.3 Factors of e-governance

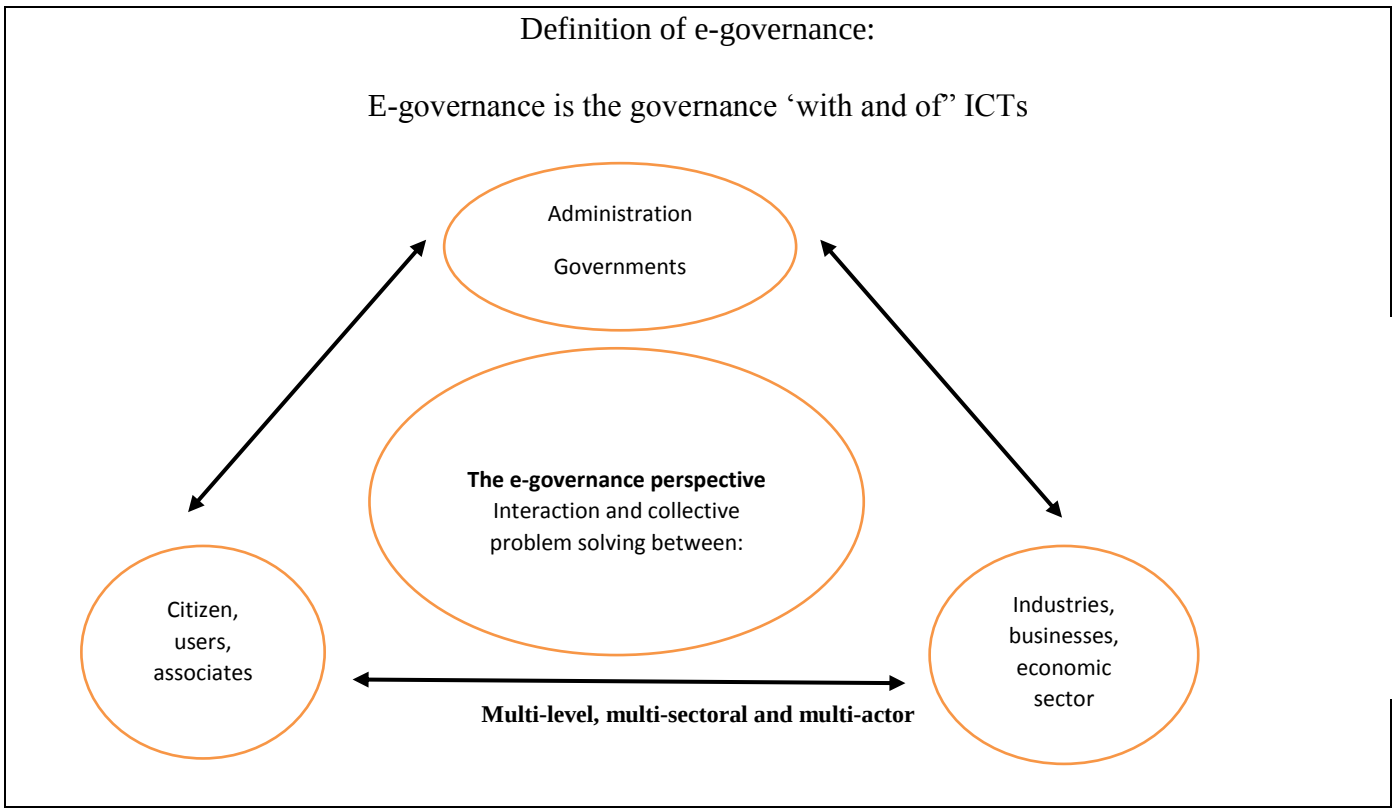


Figure 2: Definition of e-governance

The definitions of e-governance cover a vast and extensive scope of what the term e-governance stands for. In as much as there are various definitions of what e-governance is, there are common aspects or factors that are shared in explaining e-governance which are: (a) Interaction (b) Information and Communications Technology (c) Collective problem solving.

(a) Interaction/E-participation

E-governance involves the participation of more than one actor for the process to fully function effectively and efficiently. The main actors include the state as the public administrator, the civil society as well as the private sector. The role of the state is very important in the e-governance process as it is the actor that will provide governance through ICT. The processes that take place within the state are very important and

affect the civil society as well as the public sector. Therefore, it is important for the state to allow for the public to have access to those processes and eventually have a right to participate within those processes.

The civil society as well as the private sector play similar roles within the e-governance process. They are both actors that are regarded as external to the processes that take place within the state and both rely on the transparency of the state in order to interact with the information provided by the state. The private sector is pertinent in being a part of the interaction process as the sector is where all the financial production takes place. If such a sector such as this is aware of the internal processes that take place, then proactive measures can be taken in order to improve the economic production of the state. The civil society of any state has the right to hold the government accountable and similarly, it is the responsibility of the state to provide civil society with information regarding activities taking place. Therefore, the state should always, without ceasing, release information to the general public so that knowledgeable interaction can take place and so that the civil society can hold the people it appointed accountable.

Many governments have implemented ICT in governing processes but within those processes have failed to include the element allowing participation from the public. The element of interaction between stakeholders or actors involved in decision-making processes within governance is easily neglected by many governments because of the intrusive nature ICT brings in decision making. According to Rose, "e-participation is fundamentally different from the delivery of public services online. It requires governors to pay attention to the political opinions of those they govern. But do governors want to listen?" (Rose 2005, 15). In many instances, governments implement e-governance mechanisms that provide information to citizens and neglect to implement mechanisms that will allow for citizens to give feedback and influence policy and the overall decision-making processes within governing spheres.

(b) Information and Communications Technology

In the context of governance, ICT is regarded as a tool that functions to create better relations between the state, civil society and the private sector resulting in closer relations between the three actors. It also increases the level of trust, transparency and accountability. The incorporation of ICT within governance also ensures that there is a level of approach that can take place between the three actors. Furthermore, the utilisation of ICT allows for external actors to account for the processes in which government officials take part of such, as policy formation - therefore increasing the chances of civil society in keeping the state accountable for its actions.

When ICT was introduced in the governance sphere, the initial thoughts were for e-governance to promote internal governing processes (Kim, Kim and Lee 2009). These processes included public administration procedures and system functions. With time e-governance practitioners were able to see the benefits of e-governance externally as well. The benefits included accountability, citizen participation through feedback

mechanisms and reduction in corruption as well as transparency of government in its entirety. Ultimately, e-governance aims at offering a holistic solution to a complex and multifaceted problem (Andersen 2009).

ICT is also utilised to strengthen institutional democracy in governments. ICT has become a tool which both citizens and governments are using to eradicate issues relating to corrupt practices in government institutions, allowing access for citizens to scrutinise the governing processes and behaviours of public officials (Dobra 2012). Through the use of ICT, the state and the society are able to interact in a more open and transparent manner allowing equal interaction from both sides. The intent of implementing ICT within governing processes is not to disrupt decision making within institutions, it is to ensure that the decisions made include all actors involved including the society at large, as well as strengthen governing processes in order to eradicate corrupt behaviour within government institutions.

(c) Collective problem solving

One of the important reasons behind the incorporation of ICT within governance is to enhance the relations between the state, civil society and the private sector to improve on the potentiality of problem solving and overall communication. E-governance is a multifaceted and multi-actor centred process that necessitates for problems or issues faced by the country to be solved through engaging in discussions and dialogues that focus on solving the issue.

Collective problem solving takes place when there are issues that one can solve through engaging with information sources from the issue faced at hand. In this instance, it is the responsibility of the state to divulge the information necessary in order for the civil society and the private sector to scrutinise and provide the state with feedback, creating reciprocity of information sharing for collective problem solving to take place.

The three aspects above: (a) Interaction, (b) Information and communications technology and (c) Problem solving, highlight the essence of e-governance and provide the reason why many states have chosen e-governance as a mechanism of transparency as opposed to other tools that have been created for the same purposes.

There are a few African states that have been in the forefront with regard to implementation of e-governance projects, namely Egypt, Morocco, Mauritius, Uganda, Zambia, Tunisia, Kenya, Tanzania, Nigeria and South Africa. All the mentioned states have implemented some projects that involve ICT in governance and have some international assistance in doing so (Misuraca 2007). The goal of one of the ICT-enabled initiatives is to create Handheld Computers in the Delivery of Health Services. The project aims at “determining cost-effective ways of enhancing access, sharing and communication of critical health and medical information in a timely and efficient manner for the benefit of health care providers, managers

and planners, in the Ugandan technological and institutional context methodological approach" (Misuraca 2007, 102).

The literature review has provided definitions of the main concepts related to e-governance and transparency. The concepts provided in the literature review have provided the foundation for this research report and therefore enable the research report to move forward and build on the literature further.

This research report adds to the existing literature because it asks the question on whether e-governance improves transparency. Current literature on e-governance investigate largely the role of e-governance in improving governing systems and a portion of that investigates the role of e-governance in improving state relations with the society. There seems to be an existing gap where little research is dedicated to investigating whether e-governance truly improves transparency within a governing state and this research aims to close this gap and by doing so provide more information on whether this hypothesis is true or false.

2.2 Transparency

This chapter will discuss the conceptual and theoretical frameworks relating to transparency. The research report will begin the discussion by examining the origins and emergence of transparency through tracing back to the history of when the term transparency was first used by economists and international relations theorists and how states began adopting this term as a way of behaviour. Secondly, this chapter will discuss how the emergence of transparency became a widely accepted international norm where states began incorporating it into state behaviour and goals. This chapter is important as it provides a theoretical understanding of transparency within the context of the global community.

2.2.1 Origins and emergence of transparency

In the world of international relations, the definition of transparency varies and is dependent on the theories themselves and the aim of the research. Authors Taylor and Kelsey define transparency as the degree that one has in having access to information that allows for evidence on whether a certain event has taken place or not (Taylor and Kelsey 2016). Taylor and Kelsey state that the need for transparency provides individuals with information that has the power to incite change on a micro level in the organisation or in this case on a macro level in the society. The author of Understanding the Complex Dynamics of Transparency, Albert Meijer, defines transparency as "the availability of information about an actor that allows other actors to monitor the workings or performance of the first actor" (Meijer 2013, 430). For the research report, Meijer's definition of transparency is relevant and fitting for this thesis as it highlights three major aspects that play an important role and are therefore spoken about in the research report, namely transparency as an institutional relation between two actors, transparency as information exchange and transparency of working and performance.

Meijer describes transparency as an institutional relation through the interaction of two actors where one is the subject of observation and the other is the observer and "their relation can be analysed in terms of rules, interactions, power and so on" (Meijer 2013, 430). In this instance, the actor being observed is government and the observer is the society the government has governing rule over. Transparency as an information exchange is described as the availability of information on the actions and processes of the observed actor to the observer. The practice of transparency is supposed to create an environment that provides realistic information of the nature and actions of the government to the society. Lastly, transparency of working and performance is defined as the actions, decisions and the outcomes that take place in government. With the presence of transparency in governing practices, the society should be able to scrutinise their legitimacy and relevance to the betterment of the state.

The origination of transparency can be traced back to the 17th and 18th Century where philosophers and thinkers such as Immanuel Kant and Jean Rousseau challenged the nature of politics in the political sphere by questioning the lack of public inclusion in government decision-making processes. "Transparency has been hailed as the key to better governance. Access to information about official rules and activities can empower citizens and journalists, constrain politicians and expose corruption" (Berliner 2014, 479). Kant and Rousseau argued for the riddance of secrecy as it caused exclusion of the public and replacing secrecy with openness and inclusion (Birchall 2011).

It was only during the 20th century that the need for openness was coined as transparency, especially within the sphere of international relations research. At the forefront of the transparency movement was the United States, of which the major propeller of transparency within the country was President Woodrow Wilson. Woodrow Wilson, who served as America's 28th president, advocated for the need for openness through government financial reform and included this need in his world-renowned 14 points which were used as a tool of advocating for peace (Birchall 2011). Through his advocacy, the then former president Wilson insisted on transparent diplomacy as a functional and peaceful route in resolving issues that brought about conflict within the global international relations system.

The persistent advocacy of transparency for peace led to states such as the United States to change the way in which legislation on secrecy stood into promoting openness and public inclusion. Many states began incorporating transparency within governmental processes which then led transparency to become an unofficial norm (Ball 2009) and states began using the term transparency within their foreign policy objectives. In addition to this, states began to assimilate to the expected behaviour though being more open and honest in their foreign policy objectives.

Between the 1980s and 1990s, International Relations and Political Science scholars began investigating the term transparency in depth (Ball 2009) with the attempt to understand what the norm would mean to

the existing global context, which, at that time, was conflict ridden. Scholars within the two fields of International Relations and Political Sciences played a major role in defining transparency as many scholars provided insight on what the term means for states in general. Scholars, furthermore, provided insight on the reasons why states should begin implementing transparent practices both at the international level as well as the local level. According to Ball, International Relations and Political Sciences scholars were able to identify four aspects that came with implementing transparency practices, which were openness, reduction of corruption, increased public disclosure as well as the creation of trust (Ball 2009). Through this definition of transparency, the international community began implementing transparency within practices and state behaviours and this movement allowed for transparency to be accepted as an official international norm.

The diffusion of international norms such as transparency has a long history in the social sciences. International policy analysts label the diffusion of international norms into the local context as 'policy transfer' which has the same underlying meaning as norm translation (Gilardi 2012). This type of diffusion is based on how states translate norms which are embedded in the international organisations who advocate for the transition of these policies to local state policies.

The legitimisation of transparency was brought about by the roles that both international institutions as well as states play in the context of the international system. The movement of transparency from being an idea to a widely accepted norm is due to the role international organisations play in the advocacy for norm acceptation of the term as a behaviour of a good governing democratic state to a policy. The relationships that international institutions and leading states had with the rest of the international community was very important as it would essentially affect the way in which diffusion takes place and the overall translation of the norm into local policy.

It is important to note that the nature of interdependence that the state possesses on the international community plays an important role in the way in which the state translates international norms. According to Gilardi, "international interdependence shape domestic decision making through transnational diffusion processes. In other words, how decisions are implemented in one country influenced by the international context, and especially by the ideas, norms and policies displayed or even promoted by other countries and international organisations" (Gilardi 2012, 453). The state to state interdependence also promotes the pace at which norms are internalised and considering the type of globalised society that exists, norm diffusion takes place faster.

Similar to other norms and values, the origin and acceptance of transparency into the global community was not only because of the movements that were taking place in motivating its acceptance as an international norm, it was the type of international organisations and the type of states that affiliated

themselves with the norm as well. For transparency, the fact that international organisations such as Transparency International and states such as the United States as well as individuals who were pertinent in the movement of transparency as an international governing practice, the acceptance and thereafter diffusion of the norm into local state policy was inevitable.

2.2.2 The critique of transparency

The rise of access to information has been met with optimism especially for societies and governments deemed as democratic. Those who do not advocate for transparency as a practice suggest that the implementation of transparency within a state comes at a cost that many governments cannot and should not incur for the sake of what is now known to be a pillar of good governance.

Theorists such as Taylor and Kelsey warn states to be cautious when in the process of either implementing transparency within governing processes based on these reasons: (i) Access to Information laws are hindering executive decision making, (ii.) Transparency causes unintended harmful shifts in power, (iii.) Transparency encourages dishonest and perverse behaviours, (iv.) Transparency undermines privacy and (v.) Transparency undermines commercial confidentiality.

2.2.3 The role of international organisations and institutions

International organisations have a significant and particular role to play in the legitimisation and acceptance of norms in the international community. According to Finnemore, "norms are diffused throughout the international system and are taught to states via international organisations. International organisations are increasingly viewed as norm diffusers or transmitters within the international realm." (Park 2006, 2). The existence of international organisations tends to pressurise or coerce states, even those with divergent beliefs and behaviour, to accept a singular view and behaviour within the international community. It can be said that international organisations are more influential than states in the push for norm practices, therefore, institutions such as these are highly necessary to create ethical and normative environment in the general international global platform.

International organisations are also responsible for the way in which the diffusion of transparency in the state level takes place. The adoption of international norms and further translation into the local state context can be seen through the advocacy work in which international organisations perform. For example, the diffusion of human rights and spread of human rights norms through various states in Europe by the Council of Europe and the spread and acceptance of transparency transmitted by the European Union (EU), the North Atlantic Treaty Organisation (NATO) (Park 2006).

There are various reasons behind international organisations' need to diffuse norms within the international society. According to Park, norm diffusion by international organisation may be partly due to norm

entrepreneurs who use international organisations as tools for the process of diffusion (Park 2006). Another reason why international organisations promote norm diffusion is that the creation of the norm is central to the values of the international organisation – and this was the case with transparency and its adoption by Transparency International.

The idea of Transparency International came about in the 1990s where Peter Eigen, former bank manager of the World Bank, became uneasy about the way in which the bank was incapable of addressing the presence and rise of corruption (Ball 2009). It was at this point where Eigen and some of his colleagues created an international organisation whose overarching purpose was to eradicate corruption. For long, Transparency International has been considered the major generator and promoter of transparency within the international community and it has done advocacy work with various leading states in the move to creating it into an acceptable norm within the international community. "In 1993, a few individuals decided to take a stance against corruption and created Transparency International. Now present in more than 100 countries, the movement works relentlessly to stir the world's collective conscience and bring about change" (Transparency International 2018). Organisations such as Transparency International aim to create an international standard ensuring that all states adhere to open and honest international relations practices through advocacy work centred on anti-corruption conferences, indices and programmes. As an international organisation, Transparency International has for many years been a true advocate for anti-corrupt behaviour and practice in the global political system.

2.2.4 Diffusion of transparency into local context

The diffusion of transparency from the international context to the local context takes place through the state's processes of translating international standards into the state. All states assimilate international norms and values through introducing them to the local context and finally integrating them into the local rules and regulations. The translation of international norms into the local context is highly dependent on the type of state and the way in which existing rules of law allows for changes. Furthermore, translation is also dependent on the extent of change of which the international norm will affect within the local context of the state.

The pressure to incorporate international norms is partly owed to the laws formulated for the integration of transparency within the local political context. "One of the most prominent policies aimed at increasing transparency are Freedom of Information (FOI) laws, which have been passed by over 80 countries around the world. FOI laws institutionalise transparency by creating legal guarantees of the right to request government information" (Berliner 2014, 479). The FOI laws were introduced in 1966 with the sole purpose of enforcing transparency and accountability within government, through providing citizens with the right to request and receive information pertaining to government activities. The FOI laws are the most

prominent laws formulated to formally institutionalise transparency and provides access not only to the citizens but also to the media and other institutions that require the information.

FOI laws contain three thematic areas which the laws utilise in order to institutionalise transparency. Berliner highlights these as important to note because they provide insight on the way in which the laws creates space for institutionalisation. The first theme within the FOI laws is characterised by the ability to create access (Berliner 2014). The laws provide civil society with access that prior to their existence civil society had no liberty to possess at all. Therefore, the existence of access removes the wall that separates the state and the civil society where with the existence of the laws, the civil society is granted permission to access the government without the wall that previously existed.

The second theme highlights the access of information as a tool used to monitor government activities in states (Berliner 2014). FOI laws have changed the way in which information is used entirely where prior to the implementation of these laws, information was not necessarily used as a tool of monitoring government official activities as access was not granted to the public. The FOI laws have enabled citizens to move from being passive receivers of government information, to utilising such information as a tool for monitoring and investigation.

The third theme within the Freedom of Information Act is characterised by the way in which FOI laws create the need for the institutionalisation of transparency within local rules and procedures (Berliner 2014). This aspect of the FOI laws is very important especially within the context of the state because in as much as laws are held in high regard internationally, it is only when these laws become institutionalised that the laws become practised within the local context of a state.

The FOI laws are the foremost important laws that gave recognition to the need for transparency within states and they furthermore allowed for the public be a part of the local political context in the need to hold government accountable. Many countries have implemented FOI laws and these function as enforcers, ensuring that government stays accountable and responsible, resulting in a more transparent global socio-political and economic system. States have had to create an environment of transparency through formulating laws and regulatory acts that ensured the implementation of transparency within the local context. "FOI laws not only grant members of the public the right to access information, they also institutionalise transparency in rules and procedures that bind future governments to maintain that right" (Berliner 2014, 482).

Some governments did not see the creation of freedom of access for the public as a benefit. In 2008, the ruling party in South Africa, the African National Congress (ANC), attempted to pass a secrecy bill that would overthrow the effectiveness and the commitment to FOI laws in the country – subsequently

removing the public's right to access government information and the government's responsibility to give out information on government activities. This brought an upheaval and condemnation from both local and international figures and organisations, such as Desmond Tutu and Bono who are both well known for their international humanitarian advocacies and the United Nations Commission on Human Rights (UNCHR) who worked to pressurise the former president Jacob Zuma to deny implementation of the Secrecy Bill completely (Berliner 2014). With the kind of traction that transparency has had since its inception and the way it had become a widely accepted norm and pillar of good governance, there was little to no chance that the President of South Africa would have been able to successfully go through with his plans.

The question of whether transparency, in fact, improves on state governance is one that many scholars have been investigating. There is an automated assumption that the implementation of transparency in governance systems will improve the overall governance of the state including public service delivery. In *Full Disclosure: The Perils and Promise of Transparency* (2007), Fung et al. develop four criteria for transparency policies that are successful in inducing public authorities and private companies to improve their products and practices.

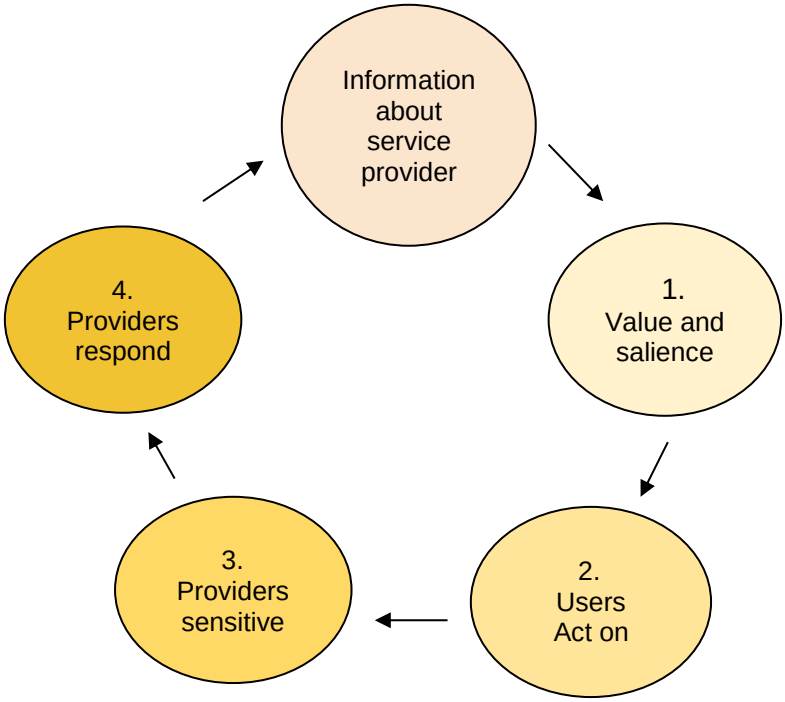


Figure 3: The transparency action cycle

The four elements of the transparency cycle are the value salience to the user, the user's action on information, the provider's sensitivity to the user's action and the provider's constructive response. The transparency cycle highlights the four most important elements that need to be present when implementing transparency programmes and initiatives.

Step 1: Value and salience to user

Transparency initiatives and programmes need to be ones that the users are demanding, daily, as the use of that initiative or programme will be higher and will function to better the life of the user in general. "The first step in the action cycle highlights the importance of demand for improvements in the service the transparency programme seeks to improve. A transparency programme may fail to improve services if users of the service simply do not care about the new information to which transparency gave them access." (Kosack and Fung 2014, 72). In this instance, the more users need the service or programme, the more users will be inclined to use it. This then moves to step two of the cycle.

Step 2: Users act on information

The services and programmes provided as ones to improve on transparency need to be crucial additives to the lives of those who use it. "Users must: (a) Want the service and (b) Be dissatisfied with its current provision. Only then can they be expected to undertake behaviour change" (Kosack and Fung 2014, 72). Many programmes implemented by governments aim to improve transparency. They, however, fail to consider whether the society needs such a service and if the society is dissatisfied with the services that existed before. The consideration of the society is very important and failure to consider this step leads to the expenditure of public finance on programmes that are not a necessity for the society at large.

Step 3: Providers sensitive to user action

"These new actions affect providers in ways that they find salient and consequential" (Kosack and Fung 2014, 71). Depending on the users, the effects of the implemented programme may affect the programme provider positively or negatively. Therefore, providers need to try and fully understand and respect the reasoning behind the consequential effect. In addition to this, providers need to respond constructively in order to accommodate the ways in which the user has responded to the product.

Step 4: Providers respond constructively

When receiving or analysing user response, the worst form of provider action is to ignore user feedback. Therefore, as service providers, there is a need to respond in a constructive manner. "Information about these responses then feeds back as new information about the provider, their responsiveness and willingness to reform, completing the cycle and perhaps triggering follow-up action by citizens" (Kosack and Fung 2014, 71). Scholarly literature has proven that transparency is central to governance, but the question remains whether transparency improves the effectiveness of governance.

The above-mentioned steps are important in assisting the research study in its investigation on whether e-governance as a transparency tool is effective. The role of the four steps provided is important in providing

an understanding on ways in which policy makers and government need to go about in the implementation of e-governance initiatives.

In conclusion, this chapter discussed the conceptual and theoretical framework relating to transparency. This chapter has discussed the origins and emergence of transparency through identifying the main individuals and organisations who were pertinent in the wide usage of the term transparency. Furthermore, the chapter has discussed transparency as an international norm. This was done through discussing the role of international organisations such as Transparency International on the perpetuation of the necessity for states to begin incorporating transparent behaviour. This chapter will function as a knowledge basis for the research report and it will serve as a tool in understanding governance as transparency is one of the pillars on effective good governance.

Chapter 3: Application of e-governance in a state

In chapter three, the discussion will be based on analysing the application of e-governance within the context of a state. This chapter will solely be focused on the 'how' aspect through analysing the methods taken by other governments in the successful translation of e-governance within a society. In addition, this chapter will provide analysis on two international benchmarking systems, namely the United Nations E-government Index and the Open Government Partnership (OGP). Further analysis will be provided on two African states who have committed to both international systems respectively, namely Tanzania and Kenya. Finally, this chapter will also discuss the local policies which the South African government has formulated for the translation of e-governance systems and initiatives within the state.

3.1 International treaties and agreements relating to e-governance

International treaties and agreements serve as catalysts for the implementation of norms and values into the context of the state. Many countries have formed partnerships and signed international agreements that stipulate the need for integrating ICT and governance and has taken up the challenge through formulating policies that are geared towards transforming the current system of governance into one that functions through electronic systems both inside the government and outside.

3.1.1 United Nations e-government index 2018

The United Nations has developed an international benchmarking system that measures the level in which member states have implemented e-governing processes within the entire national system. The survey model is designed to provide an assessment of the implementation of e-governance in national governments through three different dimensions, namely "the scope and quality of online services, the status of the development of telecommunications infrastructure and the inherent human capital" (United Nations e-government survey 2018). The UN survey model is relative as it ranks the member states relative to one another based on what the United Nations has labelled the four stages of maturity model which categorises states according to the level of e-governance initiatives.

Stage 1: Emerging information services

It is at this stage that the model ranks states that have implemented e-government services that function to provide the public with static information through electronic means (National e-government strategy and roadmap 2017). Many governments, including South Africa, have websites that provide information on the activities of the state, emerging and pressing news involving the state as well as electronic reports on the state's performance.

Stage 2: Enhanced information services

The enhanced information services stage proves to be a better level compared to the emerging information stage in the sense that it provides users with the option of interaction (National e-government strategy and roadmap 2017). These services allow for the public to interact with the information through either one-way communication which entails the government sending information through government portals or website or two-way communication between the service provider and the user which allows not only for the government to provide information to the citizen, it also allows for citizen feedback.

Stage 3: Transactional services

The transactional services is similar to the enhanced information service as this stage allows for interaction between the public as well as the state (National e-government strategy and roadmap 2007). The improvement takes place at the communication aspect where communication between the government and its society would allow for a solid two-way interaction that is based on citizen feedback. This process provides mechanisms allowing the users to interact with the information in a manner that will allow two-way communication between the government and the public.

Stage 4: Connected Services

The stage of connected services is the final and more sophisticated stage of all four of the states in the model because this is where websites become proactive in the way in which communication takes place with the public. At this stage, government websites provide programmes to prompt users for feedback and in addition, government agencies and services become customer centric, focusing on the user experience and feedback (National e-government strategy and roadmap 2017).

When assessing states on the UN e-government index of 2018, Tanzania is a good example of an African state that is steadily seeing the potential of e-governance services and systems in eradicating corruption. Tanzania is a member of the UN and ranks Middle EGDI 2018 (Between 0.25 and 0.50) (UN E-government Survey 2018). The government of Tanzania has implemented multiple e-governance initiatives that are both aimed at improving public service delivery and internal administrative system. One such initiative is the Tanzanian tax system which was initiated in 1998, however largely completed in 2007. The Integrated Tax System (ITAX) is managed by the Tanzania Revenue Authority (TRA) with the sole purpose of improving the tax system of the country; as a result enabling the greater Tanzania society to an efficient tax system. “The objective of the project was to build up a comprehensive electronic tax system. This would make an integrated data exchange between citizens and public administration possible so that processes are supported electronically” (Schuppan 2009, 124).

The tax system offers various services to the greater public of Tanzania, including a way for taxpayers to responsibly file their taxes online, thus offering a more effective and efficient way of completing taxes for citizens. The introduction of the online tax system also allowed for the reduction of corrupt processes in the attempt of filing of taxes, as many public officers in the Tanzania Revenue Agency performed filing duties for citizens, taking advantage of the citizens' lack of knowledge (Schuppan 2009). The system created a sense of access for those that could not easily get through the bureaucratic blockages in the overall process. Therefore, the implementation of the system created an environment of transparency, allowing more and more citizens to access and use the taxation system.

The system on its own has brought about major benefits for the state. Through the establishment of the system, the Tanzania Revenue Authority collects Value Added Tax (VAT), salaries tax, income tax, withholding taxes as well taxes associated with vehicle registrations. The Tanzanian government has managed to galvanise economic growth through the use of the tax system and has as a result increased the Gross Domestic Product (GDP) of Tanzania officially. "Indirect taxes on goods and services are the major revenue base in Tanzania and comprise over 50% of the total tax revenue. Direct taxes on income and wealth are equally important, as they generate almost 40% of the total tax revenue. In total, taxes and duties collected by the TRA are the major source of government revenue in Tanzania" (Seelman et al. 2010, 26).

3.1.2 Open Government Partnership

The Open Government Partnership (OGP) is an initiative founded on the need for government to create an environment of public inclusion on internal decision-making. Formulated in 2011 by Brazil, Indonesia, Mexico, Norway, the Philippines as well as South Africa, the organisation created an international movement that strives for openness and accountability.

The Open Government Partnership developed what is called the Independent Reporting Mechanism (IRM) which is a progress report that assesses the steps taken by member states in order to implement Open Government Partnership action plans (Open Government Partnership 2018). The IRM progress report looks at the developments and implementations that member states have done individually in fulfilling the mandate of the Open Government partnership. The IRM analysis is based on the ways in which member states are promoting principles of open government, allowing citizens to hold the government accountable.

Kenya has been a member of the Open Government Partnership since 2011 and has thus committed to 6 from its 2018-2020 action plan including enhancing transparency in legislative processes as well as procurement processes (Open Government Partnership 2018). The rise of e-governance in Kenya began in 2013 when a new incoming government promised technological tools to solve issues embedded in the general climate of the country (Salome 2015). The government of Kenya has implemented several initiatives geared towards public service and others to improve governing systems as a whole. The Business

Keeper Monitoring System (BKMS) and the Open Data Platform were two of the success stories in the sector of e-governance.

The Kenya Open Data Platform is an online platform that provides citizens with information on anything relating to Kenya as a country. The Kenyan government has provided this information through presenting it into various categories not limited to infrastructure, education, agriculture, environment, energy, finance, governance, health and government accounts (Schuppan 2009). The Kenyan government provides related information through policy documents and surveys that contain data relevant in understanding the nature of Kenya as a country and in the context relative to other countries on the African continent. The Open Data Platform provides citizens with access to documentation and data analysis that prior to the creation of such a portal they did not have access to (Schuppan 2009). The portal also allows citizens to request for data that may not be available on the website. This is an improvement in the sense that citizens are now able to have a deeper and informed understanding of their home country.

The second initiative created by the Kenyan government is based on the anonymous reporting of corruption online. Business Keeper Monitoring System (BKMS) is an initiative created by the Kenyan government in 2006 with the rationale of fighting corruption through involving citizen participation (Schuppan 2009). Corruption, whether it be of a small or large scale, has direct influence on citizens. Therefore, in the year 2004 the Kenyan government deemed it necessary to establish an independent institution it called the Kenya Anti-Corruption Commission (KACC) which functioned to prosecute corruption cases from both public and private sector. The issue that made the KACC inefficient was that most of the cases filed were complaints of corrupt public officials and because the commission was funded and reported to the Kenyan government, it was not the most effective institutional structure for tackling corruption in the country.

The Kenyan government had to render the KACC useless and unproductive and created a more efficient and anonymous way of reporting corruption through the BKMS. According to Schuppan, "to facilitate anonymous reporting, the new Business Keeper Monitoring System (BKMS) created a secure site on the Internet. This makes it possible for a whistle-blower to communicate with the corruption investigators of private businesses or with the police without revealing his or her identity." (Schuppan 2009, 125). The anonymity of the website provides citizens with the freedom to report corruption effectively and without any fear whatsoever. The element of anonymity also allows citizens the freedom to become whistle-blowers for both individuals in and around the communities and it also allows citizens to report public officials who prior to the system were not targeted due to direct and indirect intimidation.

The results from the implementation of the BKMS are impressive, indicating that this tool of good governance was a true necessity to the greater public. Through the implementation of the BKMS "the quality of corruption reports has increased, with 67% of all whistle-blowers using the new system to

anonymously submit their reports. Whereas prior to the introduction of the BKMS, only 20% of the reports were related to the KACC's responsibility, after the introduction, 44% of the reports fall under the jurisdiction of the organisation. Also, it can be observed that the reports submitted via the BKMS tend to concern more serious cases of high-level corruption than those submitted via other channels" (Schuppan 2019, 125).

Both Tanzania and Kenya initiated the e-governance programmes with the aim of improving overall public service to their respective countries, specifically ensuring that the e-governance programmes improve the efficiency of existing systems and above all, create transparency. As developing nations, the way in which e-governance initiatives are executed and the effects that these services have on the society is different to when developed nations implement e-governance initiatives and the challenges that occur also affect effective implementations.

"Digitalisation has transformed the public and private sectors in innumerable ways, affecting both the speed and scale at which tasks like communication or data analysis can be carried out. This is just as true for the field of anti-corruption, where Information and Communications Technology (ICT) has opened new doors for the prevention, detection and prosecution of corruption" (Kossow and Dykes 2018, 5). In the case of Kenya, implementing online systems brought about anonymity. Therefore more of the citizens and those in public office were able to report corrupt cases without any sort of trace.

As a founding member, South Africa has participated in all the Open Government Reports and the recent report provides South Africa's mid-term progress of 2016-2018. This report serves as South Africa's third national action plan that stipulates the way in which South Africa has worked in implementing Open Government Partnership principles in the local South African context. South Africa signed a partnership, initiating an agreement to eight commitments in ensuring full implementation of a South Africa with an open government. These commitments are to: (a) Strengthen citizen-based monitoring, (b) Open budgeting, (c) Integrated environmental management information portal, (d) Institutionalisation of community advice offices, (e) The Development of pilot open data portals, (f) Roll-out open government awareness raising campaign and (g) Implement action plan on G20 high level principles on beneficial ownership (Open Government Partnership 2018).

Out of the eight commitments, the South African government has only been able to complete four. Issues relating to the inability to fully complete all the eight commitments can be linked to the inability to fully identify the leading public institution on OGP matters as there was confusion on whether the Department of Public Service and Administration (DPSA) was the initial coordinator of the OGP. The national government made a decision to transfer coordination duties from the DPSA to the Department of International Relations and Cooperation (DIRCO). Other issues relating to the inability of South Africa in

meeting its eight commitments were related to the inability to reach civil society and fully including it in OGP initiatives such as the open budget programme (Open Government Partnership 2018).

As stated previously, the South African government has been able to implement some of its commitments such as creating open government portals that function to provide the public with information on government activities. More specifically, the open government portals as well as other initiatives such as information centres were implemented in ensuring the public has full knowledge of issues relating to the government as well as creating access to public service.

The need for an open government was a guide on how to implement e-governance initiatives and programmes within South Africa. With the implementation of basic programmes and services in the South African public, the challenge becomes the modification of existing systems ensuring that there are mechanisms put in place for interaction. International treaties and policies have provided South Africa with the challenge of translating these into local policy.

3.2 Local policies relating to e-governance

International treaties and agreements that the South African government has, allows space to formulate local policies that address the need for an open and technologically savvy government. Similarly, this process allows for international treaties and agreements to feed the local policies and legislation on the overall nature and structure of implementation.

As one of the leading governing systems in Africa, South Africa has had to be proactive in its governance systems and progress with the development trends through incorporating the use of ICT in governance. The South African government has worked towards creating an e-governance infrastructure that supports four aspects of governance which are commonly known as G2G, G2C, C2G and G2B.

- G2G

Government to Government (G2G) aspect involves systems set up to create a better and more advanced communication between government at national level as well as local level. (Government Gazette 2017). This will function to ensure that both national level and lower level of government are capable of effectively interacting through the use of e-governance systems put in place.

- G2C

Government to Citizens (G2C) involves creating a system that would foster better and effective interaction between the government and the society. This system is aimed at creating better communication, allowing the general public to give feedback and it aims at creating an environment of effective service delivery.

- C2G

Government to Employee programmes (C2G) aim at fostering a better relationship between the government and its employees. The system aims at creating an environment of knowledge sharing among government employees with the objective of further educating new and existing employees. It also aims at making the process of working at a government department or institution better through implementing e-governance systems for the purpose of improving efficiency.

- G2B

The fourth and final aspect is Government to Business programmes (G2B) which, at their core, aim at creating better and more effective relations between the state and the private sector. In this instance, the system of e-governance will function to create better relations through infrastructure that supports interaction of businesses and the government through the implementation of e-programmes.

The Department of Public Service and Administration is the main public institution that coordinated policies relating to e-governance, and it has developed several policies that stipulate the ways in which e-governance should be implemented within the local state of South Africa. There are other institutions that the DPSA collaborates with in ensuring that the policies and frameworks relating to e-governance are formulated; institutions such as the Department of Telecommunications and Postal Services (DTPS) which is responsible for creating policies and frameworks related to the use of telecommunication within South Africa. These institutions have formulated the following policies which function as regulatory frameworks for e-governance in South Africa:

3.2.1 National e-government strategy and roadmap

The National e-government strategy and roadmap is a policy formulated by the DTPS and it serves as a framework that the South African government uses to implement electronic processes within the governing systems. The DTPS formulated the e-government strategy and roadmap as response for the need to transform government services to ones that function fully on telecommunications both internally and externally. The roadmap functions to guide all the national departments on how to roll out electronic systems and services ensuring that public services transform into digitally run services and it further works in guiding departments and other public institutions in coordinating the rollout of electronic systems in the government as well as externally (E-government Roadmap and Strategy 2017).

The national E-government Strategy and Roadmap outlines core strategic objectives as ones that will ensure the proper implementation and user-friendly e-services and e-systems (E-government Roadmap and Strategy 2017). The core objectives outlined in the framework highlight the need to create access for all South Africans to be able to use e-services such as Internet portals and information centres in communities. The strategy outlines the need to create reliable, accessible and effective infrastructure that will provide

pertinent information to the public, creating an environment that allows the public to participate in governmental process. Other objectives highlighted by the strategy are related to internal departmental systems and skills capacity, which the strategy states as aiming to reduce the cost of public administration through the implementation of e-systems within departments. In addition to this, the strategy highlights the need to take a step further through developing programmes that will function to teach efficiency in public service delivery. The National e-government strategy and roadmap provides government with a solutions-based approach to implementing e-government services in South Africa. It further provides roadmaps that guide on solving problems that affect the implementation of e-government services within the South African public.

3.2.2 The Electronic Communications Act No. 36 of 2005

The Electronic Communications Act is a policy that acts as a guide to implementation of any type of electronic communication that takes place within South Africa. The act is used as a tool for the development of ICT enabled communication, the regulation of ICT enabled communication as well as the creation of infrastructure that allows ICT communication within the context of South Africa.

The Act prescribes rules and regulations for both the state government and the public on ways in which ICT can and cannot be used. With regard to the government, the Act provides rules and regulations on how the government can use ICT to improve internal services and systems as well as how the government can utilise ICT in creating services that are ICT-enabled with the aim of improving public service delivery. The Act functions as a guide through which the government as well as other private and public institutions can utilise in lawfully accessing and utilising public information (Michalsons 2008). These laws function as a regulatory framework, protecting the privacy of the public ensuring the public's rights are protected in this regard.

The Act also functions as a regulatory framework for companies and public institutions under the umbrella of telecommunications. Through the framework the South African government has successfully created a body that regulates the communications sector called the Independent Communications Authority of South Africa (ICASA). "ICASA is responsible for regulating the telecommunications, broadcasting and postal industries in the public interest and assure affordable services of high quality for all South Africans" (ICASA 2018). The Electronic Communications Act provides legislative authority and guidance that ICASA has to officially implement on behalf of the South African government. The Act further provides ICASA with a mandate, giving it authority to provide services relating to telecommunications, such as licensing, compliance as well as management of all the telecommunications services and regulations.

The Electronic and Communications Act has been revised twice since then from the Electronic Communications Act 36 of 2005, Electronic and Communications Act 37 of 2004 and now, the Electronic and Communications Act 1 of 2014.

3.2.3 The Public Service Act of 1994

The Public service Act is a legislative Act that provides information on how the government should render services to the public and provides the general overview of public rights and the protection thereof. The Act further provides regulatory framework on the governing and administrative rule on public service in South Africa, ensuring that the government adheres to the rules and regulations set out within the Act.

Chapter 6 of the Public Service Act discusses the information management and electronic government through stipulating that the Act serves as the overarching legislation on information management and e-government in terms of identifying and establishing norms and standards relating to the management of information and the use of ICT in government (Public Service Act 1994). The Act further provides authoritative and administrative power to the DPSA minister thus providing the DPSA with the mandated power to provide national direction on implementation of e-governance in South Africa.

The Public Service Act and all its amendments have served as a legislative guide to ethical and normative standards within the electronic communications sphere ensuring that the government of South Africa implements e-services accordingly. In the same breath, the Public Service Act provides the DPSA with overarching rule to mandate service providers, departments and regulatory institutions in creating ICT related services and systems that function to bring about a reduction of administrative cost, ease of access, transparency as well as accountability within the confines of information communications technology and governance.

The Public Service Act functions alongside the Public Service Regulations and this legislature provides a mandate on the way in which the Public Service Act can be regulated. The legislature calls for the establishment of regulatory and advisory bodies to manage electronic services and electronic systems by establishing regulatory frameworks, compliance and standards.

3.2.4 State Information Technology Act of 1998

The State Information Technology Act established by the government was formulated to provide the official national mandate on Information Technology (IT) within the confines of the South African government. The Act provides directive on how the South African government should implement Information Technology within the government departments in order to create systems and services that are ICT enabled.

In addition, the State Information Technology Act also mandates the government to establish an institution that will be responsible for administering regulatory work though the establishment of standards, compliancy and effective implementation. The Act brought about the establishment of the State Information Technology Agency (SITA) in 1999 (SITA 2017). The agency was founded upon the mandate given by the State of Information Act on the need to implement services and systems that are ICT enabled within the government and further formulate ICT enabled service delivery systems that will provide service to the general public through the use of ICT. The Agency needs to further ensure that the use of ICT in service delivery systems is cost effective, fast, as well as efficient in that it will benefit the National budget overall costs on service delivery (SITA 2017).

In the same breath, there are other relevant Acts that add to the foundation of e-government legislature in South Africa. These Acts are the Protection of State Information Act, Protection of Personal Information Act as well as other equally important Acts. These still create the foundation upon which e-government services and systems are implemented in South Africa.

In conclusion, this chapter has discussed the application of e-governance in the state through providing a basis of the implementation of e-governance in other countries and analysing how the state has managed to effectively implement e-governance initiatives. Secondly, this chapter has discussed South Africa's international e-governance standing according to the United Nations e-governance survey model and the Open Government Partnership. Finally, this chapter has discussed the ways in which the South African government has translated e-governance as a tool of transparency into the local context of the state through the analysis of major national policies relating to e-governance.

Chapter 4: E-governance in South Africa

Chapter four will discuss the state of e-governance within the context of the South African climate. It will provide information on the history of e-governance in South Africa as well as the current e-governance climate in South Africa. It will further provide information on the current national e-governance initiatives that the South African government has implemented nationwide as a form of improving service delivery and transparency.

4.1 History of e-governance in South Africa

The South African government has largely been defined as a developing state. Thus, the government has deemed it timely to implement e-governance practices. The journey to implementing e-governance initiatives in South Africa arose after the 1994 elections, which are known to be of paramount significance in the history of South Africa as they were a signal of a new, free and fair South Africa ruled by democracy. The newly elected ANC government had a huge task ahead, as it was seen as the party that would bring about equality within the nation of South Africa. One of its pressing tasks was related to the need for restructuring of the Apartheid systems within government administration as well as services related to public service delivery. Therefore, in 1995, the government formulated a White Paper on the transformation of Public Service and released it in 1997 as the Batho Pele White Paper which subsequently translates to People First. Its purpose is to provide an outlined framework that discusses the need for recreating systems and structures on public service delivery (Batho Pele White Paper 1997).

The Batho Pele White Paper was and still is one of the first official and largely instrumental White Papers released by the then newly elected ANC national government (National e-government Strategy and Roadmap 2001). The White Paper was largely based on formulating ways in which government structures can better serve the current state of the South African public. The need for transformative measures was based on the recognition that the pre-existing systems were not created to serve the larger South African public and, instead, separated and excluded the oppressed black majority of South Africa. Therefore, the formation of the new systems had to take into consideration history as a reality and formulate strategies that would be all inclusive and democratic. Moreover, the Batho Pele White Paper served to formulate strategies that were modernised and forward looking thus the inclusion of e-governance within the white paper as the need for an innovative and democratic systems were on the horizon (Farelo and Morris 2006).

The Batho Pele White Paper mandated the DPSA to be the responsible department in creating e-governance policies and strategies (Department of Public Service and Administration 1997). With this, the year 1997, the Presidential Review Committee (PRC) released a report that highlighted the challenges that the South African government may face in incorporating ICT in government services and systems, and it further

provided a framework regarded to be a formal guideline in the process of implementing ICT within governance spaces (Presidential Review Commission 1998). Subsequently, institutions such as the State Information and Technology Agency (SITA), Office of the Government Chief Information Officer (OGCIO) and the Government Information Technology Officers Council (GITOC) were formed. From the late 1990s to the early 2000s, the government of South Africa was focused on moving from policy to practice and began to create e-governance initiatives that were public service delivery related and ensured that the first programmes were geared towards creating access.

4.2 National E-governance initiatives

It was only after formulation of policies and frameworks that the South African government began to implement e-governance initiatives nationally. Seeing as the new ANC government was focused on ensuring that the society of South Africa, especially the ones marginalised throughout the Apartheid regime, are justified and deserving; the first e-governance initiatives were formulated to serve the greater public. Therefore, the national e-governance initiatives were largely centred on public service delivery and knowledge impartation and were based on the need to educate the public on the new government and how the entire governing system functions overall. There was also a need to inform the public on the services the government had promised to deliver as the new South Africa was functioning on a clean slate. Therefore, informing the public was a necessity. This research report will only focus its analysis of four e-governance initiatives formulated by the South African government, namely the Thusong Service Centres, E-health, E-filing and E-education.

4.2.1 Thusong Service Centre

The first e-governance initiative that the South African government implemented was the Thusong Service Centre. In 1999 the South African government created the Thusong Service Centres, formerly known as the Multi-Purpose Community Centres (MPCCs) as a way to engage the South African communities through providing a centre such as this. Thusong Service Centres are defined as "a one-stop integrated community development centres…[and] they aim to empower the poor and disadvantaged through access to information, services and resources from government, NGOs, parastatals, business, etc., enabling them to engage in government programmes for the improvement of their lives" (Thusong Service Centre n.d).

The overall aim with the Thusong Service Centres is to provide the underprivileged South Africans that do not have access to any government programmes or initiatives due to their geographical setting, access. Furthermore, the aim is for the Centres to close the widening gap that was created between the state and the public in the Apartheid regime and through this, create better understanding of the government as well as the public. According to the South African government, "Thusong Service Centres promote access to economic opportunities and advance the government's vision of a better life for all as entailed in the National Development Plan (NDP) through the integration of services. While not in all centres, skills

development programmes exist in several Thusong Centres to empower communities with the necessary skills and training to better their lives, through existing partnerships with government, parastatals and the private sector" (Government Communication and Information System 2018).

The services and programmes that the Thusong Service Centres provide are based on the Six-Block Service Model (Thusong Services Centre n.d). The first block is called government social and administrative services which are all the services that the government provides to the communities including grants provision, personal documentation such as identity documents and housing applications. The second block comprises of Office Services which are services such as scanning documents, faxing, printing and copying. The third block is Education and Skills Development Services which focus on skills development initiatives such as Specialised Training, Adult Basic Education and Training as well as Further Education and Training. Local Economic Development (LED) is the fourth block in the model and it allows the centres to provide advice and development to small businesses. The fifth block is Business Services and Community Opportunities which focuses on small, medium and micro enterprises as well as other private sector services. The sixth and final block is Information and Communication Activities, which provide the public with government information and awareness, as well as aiding on services.

The magnitude of the role played by the Thusong Service Centres directly affects and relates to the citizens of South Africa. For instance, when looking at the history of South Africa, South African citizens were not involved or informed about the government's services or programmes. Therefore, the Thusong Service Centres act as a form of repatriation in the sense that they provide services for the South African citizens, specifically those that typically lack access to information. "Since the inception of the Thusong Service Centre programme in 1997, the government has established 197 centres countywide and has improved access to information and services. It is estimated that each year at least five million citizens utilise the Thusong Centres in their communities" (Government Communication and Information System 2018). The Service Centres are a very integral initiative in South Africa in the road to creating access to information as they attempt at levelling the playing field for the South African citizens. In as much as some citizens are capable of easily accessing government related services and programmes on the Internet, others are unable to do so.

Thusong Service Centres can be classified as Government to Citizen (G2C) initiatives as they function to provide services to the greater public of South Africa. The Thusong Service Centres provide information that does not relate to improving transparency between the government and the citizens. The services are provided to improve knowledge and public service delivery. The services provided by the centres are not interactive to the level where it would be considered that there is a level of communication between the

government and the citizens. Thusong Service Centres provide what is known as stage 1 of the United Nations Government Index model, namely the emerging information services.

4.2.2 National E-health

According to Gunther Eysenbach from the Journal of Medical Internet Research, the term e-health refers to "an emerging field in the intersection of medical informatics, public health and business; referring to health services and information delivered or enhanced through the Internet and related technologies." (Eysenbach 2001, 1). The definition provided by Eysenbach provides general insights on what e-health means on a broader spectrum. The South African government defines e-health through the definition provided by the World Health Organisation (WHO) and it defines e-health as the use of ICT for Health (World Health Organisation in the National e-health Strategy of South Africa 2012).

E-Health can be classified as both a Government to Citizen (G2C) initiative as well as a Government to Employees (G2E) initiative. The overall benefits of the implementation of ICT within the health sector is to improve the working environment of healthcare givers through the implementation of new and/or improved equipment and systems. For patients who use the services provided through public health sector, the aim of e-health initiatives is to improve the service provided by the healthcare sector. The implementation of ICT in the health sector, however, does not improve on transparency. The intention behind e-health relates to the improvement of health systems for the benefit of patients and health workers and not to improve on the relationship between the South African government and its citizens as there are no mechanisms that allow for interaction between the two actors.

The South African Department of Health is responsible for the creation of policies relating to e-health as well as the implementation of these policies; ensuring that all medical health facilities have the infrastructural capacity and the skills to roll out e-health programmes within hospitals and clinics. The implementation of e-health in South Africa aims to improve four important areas within the medical system.

Firstly, the implementation of e-health aims at creating better administrative processing for all medical practitioners in South Africa. As a result, medical practitioners will be able to access health records online, create birth and death certificates using ICT systems, as well as perform other administrative duties that were paper-based, electronically. The second area relates to access for both the medical practitioner but more especially the patients. Through the introduction of e-health, medical practitioners will be able to access health records online, avoiding paperwork and they will be able to share this information with patients, ensuring transparency whilst working to get patients' health back to the normal. In addition to this, both patients and medical practitioners will be able to access guidelines and policies relating to health management. Third, the implementation of e-health in South Africa will promote health research that will

allow for scholars and medical practitioners to use high-end technology for big data records. The final and more obvious reason why e-health needs to be implemented in South Africa is the need to improve basic service delivery through providing optimal healthcare services for South African patients.

The government of South Africa has implemented various initiatives that are geared towards ensuring that all the focus areas are met. Some of the more prominent health initiatives include but are not limited to the Mindset Health Channel, Limpopo telemedicine project, the HIV mobile decision support as well as opportunities to study a postgraduate degree in palliative studies. The Mindset Health Channel is an educational channel that is primarily focused on delivering content that is centred on health. All the programmes are solely focused on providing information that will function to empower South African viewers through knowledge sharing of illnesses, available public facilities as well as other healthcare information. The channel was established in 2003 by the Department of Health, Sentech as well as Mindset network and it broadcasts on all major media platforms such as television, radio and online (Mindset Channel 2018). The channel is primarily focused on major health pandemics such as HIV and tuberculosis (TB), which have affected a lot of South Africans throughout the years.

- Limpopo telemedicine project

The Limpopo telemedicine project is a live consultation process that uses ICT for communication between the medical practitioner and patients. The project is spearheaded by the provincial Department of Health in Limpopo province, the National Department of Health, National Department of Science and Technology (DST) as well as the State Information Technology Agency (SITA) (Molefi 2010).

The project is only available in specific health professions and these are dermatology, dentistry, psychiatry as well as emergency medicine. The telemedicine project allows for medical practitioners to communicate with patients as well as other medical practitioners from different medical facilities within the area, with regard to providing information related to patients, provide medical assistance as well as provide peer support between medical professions. The communication takes place through ICT infrastructure that allows for 24/7 all-round opportunity for interaction making communication between practitioners easy, creating access for practitioners and patients as well.

- Open Medicine Project

The Open Medicine Project is a collaboration between medical health practitioners, the South African Department of Health as well as mobile technology designers. The overall aim of the collaboration is to confront issues related to public healthcare and service delivery through creating innovative ways of addressing issues that hinder effective healthcare delivery. In addition to this, the underlying goal is to create access, as many South Africans are unable to access information especially those that have been

affected by debilitating illnesses and this is the reason why so many individuals die of HIV and AIDS, diabetes and TB.

The Open Medicine Project has initiated projects that are ground breaking within their own right, which work to be life changing to the average South African. The launch of the Primary Health Care (PHC) standard clinical App was one of the forward-moving solutions within the healthcare system in South Africa. The PHC standard clinical App is available for all medical practitioners as well as patients and it essentially provides information on the standards in clinical practice through making available information related to guidelines, promoting effective clinical and programmatic aspects of healthcare in South Africa (Open Medicine Project 2014).

Other programmes formulated by the Open Medicine Project is the HIV Clinical Guide App. This App stems from the realisation that HIV is an ever-evolving pandemic that the society of South Africa has limited access to information on. Therefore, the Department of Health, Metropolitan Health and experts from the HIV Clinicians Society and Medicines Information Centre with the help of the Open Medicine Project created the HIV Clinical Guide App. "The HIV Clinical Guide App provides guidelines and decision-support for healthcare workers treating HIV patients in South Africa. The App presents the National Consolidated Guidelines for the Prevention of Mother-to-Child Transmission of HIV (PMTCT) and the Management of HIV in Children, Adolescents and Adults" (The Department of Health in The Open Medicine Project 2014).

4.2.3 E-Filing

E-filing is a national initiative which is managed by the South African Revenue Services (SARS). SARS defines e-filing as "a free, online process for the submission of returns and declarations and other related services. The South African government introduced E-filing in 2001 with the intent of making the process of paying tax easier and more convenient for all South African citizens. This free service allows taxpayers, tax practitioners and businesses to register free of charge and submit returns and declarations, make payments and perform a number of other interactions with SARS in a secure online environment" (South African Revenue Services 2018).

Ever since 2001, the e-filing system has evolved completely and has moved from providing basic services to providing more sophisticated services that all citizens of South Africa can access. Initially, e-filing only provided services for the payment of Value Added Tax (VAT) and Pay As You Earn. From the beginning of 2006, e-filing expanded to offer other services for all entities including citizens and businesses as well (Jankeeparsad 2015). E-filing currently offers the facility to submit tax returns of various taxes such as Value Added Tax, Pay As You Earn Tax, Skills Development Levy, Unemployment Insurance Fund, Income Tax, STC or otherwise known as Dividends Tax and Provisional Tax.

Seeing as e-filing is a process that most South African citizens that are employed need to participate in, the South African government created an opportunity to ease users into understanding the e-filing system as well as other SARS initiatives. Therefore, SARS began rolling out information through radio, television as well as websites to introduce the system and how to use it and since then, the number of citizens that use the e-filing system has grown. Those who use e-filing as a form of filing for their tax returns find the system to be effortless and state that the system is user-friendly because of the ability to access everything easily. In as much as many South Africans moved to the e-filing system, there are other taxpayers who still use manual filing on tax returns and there are various reasons why this is so. The main reason, however, is the lack of Internet access and the inability to use computers or any other gadget that can access the Internet.

According to statistics, more than 2, 7 million individual taxpayers use e-filing and 350 000 businesses use e-filing services (Vallie 2017). The statistics provided is no surprise as the service of e-filing provides users with the option of filing taxes at the comfort of one's home or even during one's lunch break. Many South Africans are able to opt out of waiting in long queues and going through the process of collecting countless paperwork as all of this time spent can be directed to filing through SARS on the Internet.

The process of e-filing allows for efficiency and a better citizen participation turnover which is a positive outcome if the intention is to improve service delivery and access for the citizens of South Africa. When it comes to improving transparency, e-filing does not allow for government to citizen and citizen to government interaction but provides static information on the functioning of the system and the way in which citizens need to utilise it. The e-filing system does not improve on transparency between the South African government and its citizens, it rather provides a better alternative for citizen participation in required government systems and processes.

4.2.4 E-Education

E-education is the use of Information and Communications Technology within the sector of education. The national Department of Education (DoE) defines the purpose of e-education as one that "will connect learners and teachers to better information, ideas and one another via effective combinations of pedagogy and technology in support of educational reform. It supports larger systematic, pedagogical, curricular and assessment reforms that will facilitate improved education and improved use of educational resources such as ICT" (Department of Education, 2004, 14).

The use of ICT in education has the potential to change the crux of education in the way programmes are being taught, structured and received by pupils. E-education improves the entirety of education within South Africa and this has the potential to directly impact on the improvement of literacy rates within schools, curriculum development at national level as well as the way in which programmes are received and understood by pupils. In its essence, e-education aims at improving the relationship of pupils and

teachers through forming better communication using ICT. Administratively, e-education aims at creating better management of education, provide better curriculum and teaching tools and improve productivity by decreasing time spent on administration (Meyer and Gent 2016).

The national e-education strategy serves as a guide for implementing ICT in schools throughout South Africa and has proposed various strategies that all provincial governments ought to apply in order to achieve effective e-education within schools nationwide. Through the national e-education strategy, the Department of Education has provided areas in which e-education should be implemented and these will prove to be important in the effective implementation of the e-education policies. There has been progress in the implementation of e-education all around schools in South Africa. Firstly, the Department of Education has ensured that schools receive infrastructure for the effective functioning of e-education within schools (Department Education 2012). This is important as it will ensure that schools receive utilities as well as the required facilities to roll out ICT within education. Secondly, it was identified by the Department of Education that in order for e-education to become a success, teachers need to be introduced to the crux of why ICT in education is important as well as provide teachers with the tools to use the facilities and utilities incorporated in the schools. The Department of Education provided schools with the resources that inform teachers. For instance, the Department of Education implemented initiatives such as the Teacher Laptop Initiative which aimed at educating teachers on how to use computers and laptops for effective teaching (Department of Education 2012).

The other side to the coin is that E-education has been the more difficult e-initiative to implement by the national government as the education sector proves to have quite intricate and more complex facets within the system. Therefore, the national government has had a tough time implementing national e-education policies. For instance, the rolling out of e-education has to be very specific to each province as all the nine provinces are not at the same level in the use of ICT in schools (Department of Education 2012).

E-education is described as the use of ICT within the education sector in order to improve the overall system of the education sector. E-education is regarded as a Government to Citizen (G2C) initiative and it was formulated with the sole purpose of improving the delivery of education to citizens. The initiative does not, in and of itself, provide mechanisms that allow for a transparent environment. E-education is not an initiative that was formulated to improve the relationship between the government and its citizens as most initiatives aim to improve the lives of many learners in the education system. Improving the computer literacy of learners in schools has been a priority of many countries as computer literacy is a skillset that is needed in almost all jobs globally.

In conclusion, this chapter has discussed the way in which e-governance has been implemented in the South African context. The chapter has traced the origins of e-governance in South Africa through highlighting

the major roadmap to the implementation of e-governance in the state. This chapter has further highlighted four major e-governance initiatives that the government of South Africa implemented, namely Thusong Service Centre, National E-health, South African Revenue Service E-filing and the national e-education. The relevance of this chapter stands on the e-initiatives that the government of South Africa implemented as a way of improving transparency in its governing system. The implementation and the success of the initiatives have proved to be a challenge to the South African government and the next chapter will provide insight on these.

Chapter 5: Challenges to e-governance

The incorporation of ICT in governance has proved to be a challenge for the government of South Africa and this chapter will provide an in-depth analysis of the challenges that arose through this process. This chapter will highlight four challenging areas that the South African government came into contact with and these are issues related to management, skills capacity, financing and socio-economic context. There is no set way in which to incorporate e-governance into a state. Therefore, e-governance application is not the same for all states. For developing nations, the incorporation of ICT in governance comes with challenges and as a developing nation, South Africa faced similar challenges in this regard.

5.1 Management

The South African government has been able to successfully conceptualise ICT integrated initiatives and has been able to formulate policies related to the application of e-governance in the state. However, the state has not been able to fully create an effective management capacity. Policies that have provided an outline of the management of e-governance initiatives have been criticised of the vagueness of the management capacity needed for e-governance initiatives in South Africa. The South African e-governance policies are criticised for not being clear on which institution or department is responsible for the full management of initiatives. Subsequently, management of e-governance initiatives has been subpar as responsible institutions even though identified, do not know the scope of management of e-governance initiatives in the state.

Challenges relating to management are rooted in the lack of official and clear communication to bodies responsible for the implementation as well as the regulation of e-governance initiatives in South Africa. According to the article *E- Government systems in South Africa: An infoculture perspective* many of the times senior management has a vague idea on the basic concept of what e-governance is and most of the time have no idea as to how to go about implementing it because of lack of formal communication from national government (Singh and Travica 2018). The consequences of lack of effective communication is seen in most of the ways in which government implements e-governance initiatives as there is no proactive and forward-looking behaviour, especially with regard to introducing e-governance initiatives to rural areas. With no formal communication and outlined indication of what e-governance implementation requires, the implementation process becomes skewed and irregular and in some cases no implementation takes place at all.

5.2 Skills capacity

One of the major issues faced in the implementation of e-initiatives is the inability to effectively implement due to the lack of skills and knowledge in government and in institutions deemed responsible for the implementation. The major issue "in South Africa is the serious shortage of ICT skills and the state's limited capacity to deliver the necessary task force" (Naidoo 2012, 65). E-governance requires there is a vast need of employees who understand the system for the purpose of maintenance whether it be through upgrading software, checking for system malfunctions or improving the physical structures put in place. Therefore, it is important that there be professionals who are skilled and trained to ensure the system is effective in its delivery.

Richard Heeks describes human and skills capacity as the human infrastructure and labels this as one of the challenges that many countries face when attempting to develop their country through the implementation of ICT in governance (Heeks 2001). As a developing nation, South Africa has had its fair share of brain drain and knowledge gaps where many young professionals leave the country for better opportunities abroad – subsequently, leaving the country with non-skilled individuals that are incapable of learning complex skills (Naidoo 2012). Skills availability is important in a country as this contributes to the overall economic growth of the country and without skilled citizens, a country becomes stagnant.

Training of existing staff members is also important especially if the concept is foreign to the state. The implementation of ICT in governance is naturally done within the pre-existing government institutions. Therefore, the staff would need to be trained to use the ICT enabled systems. In as much as the education system needs to align itself with teaching ICT skills to prepare the workforce of South Africa, "it is the human resource development issue within government that needs prioritisation" (Naidoo 2012, 65). The South African government has not been effective in training employees and this has resulted in systems being implemented with government employees not being able to demonstrate to the public how to use the infrastructure. The lack of knowledge and skills affects the rolling out of e-governance in the country and ultimately creates a non-linear implementation process where certain areas have access and whereas even though the technology exists, certain areas do not have access.

5.3 Financing

The process of implementing and maintaining e-governance in any developing country poses as a challenge because of financial costs. This is not different for South Africa. There is a demanding need for the implementation of infrastructure that would support e-governance initiatives in South Africa and because of this, the South African government has had to dedicate financial responsibility to the construction and implementation of the infrastructure needed.

The introduction of ICT in South Africa has needed financial investment from the government as well as external donors more than the capital needed for the introduction of ICT in developed countries. This is because basic telecommunications infrastructure has not been fully implemented in developing states. Countries such as South African do not yet have the full capacity to deliver basic telecommunications such as telephone lines and computers to school because of lack of funding. Therefore, the delivery of more advanced ICT infrastructure that would support the new initiatives from the government is delayed.

The difference in financial standing also creates differences in costs and many developing countries in general and South Africa in particular is highly focused on improving the basic needs of the average South African which means that most of the government expenditure is concentrated in specific areas only. The South African government has been struggling to meet the basic needs of many South Africans through public service and this can be attributed to the issues that prevent effective service delivery such as the mismanagement of state funds by public service officers (Naidoo 2012). Therefore, the South African government has not been able to fully dedicate its financial resources to the development of infrastructure dedicated to ICT projects within the country.

The lack of funding for e-governance initiatives results in the failure of these initiatives. Many developing nations have come across costly budgets for projects related to e-governance in their respective states and due to the lack of international investments and local funding, the government is forced to end such projects. For example, "It cost between R7 million and R8 million to build one Thusong Service Centre. The Thusong programme lacks adequate funding. It receives no direct funding from the national government and a single point of coordination does not exist for the raising of funds" (Sidimba 2018).

5.4 Societal socio-economic context

Like other African countries, South Africa is no stranger to the battle with poverty alleviation. It has been estimated that more than 45% of the country's population lives under the poverty line where basic service delivery does not even reach these areas, let alone ICT infrastructure (Naidoo 2012). The lack of development and upliftment can be attributed to the concentration of service delivery in certain areas that are more metropolitan in standing.

The lack of equal distribution of service delivery across all South African communities has created a lack of access in some areas. Basic facilities such as a health clinic are not easily accessible to those based in rural areas and they, therefore, need to travel long distances for hours to reach such facilities. In the same breath, the implementation of e-governance initiatives has been skewed to favour those who already have access. The South African government's inability to create equal access can be seen in the way in which e-governance initiatives do not focus on creating access to tools such as cell phones and data. Therefore, most of the e-governance initiatives are only available to those who have such tools. In addition, many

individuals within the country have not been able to access these services due to the lack of knowledge on the use of technologically-enabled government services.

The challenges above prove to be a hindrance to implementing e-governance effectively in South Africa. These challenges are also the ones that the government, specifically the DPSA listed in the policies relating to e-governance. However, it has not managed to address these effectively. This proves to be problematic as initiatives similar to e-governance initiatives are thought about as ones that would improve the systematic processes within governance as well as improve the very lives of the citizens of South Africa. However, if policies written by the government are not followed through and implemented, then how is it expected that initiatives and projects that are formulated for the betterment of citizens to affect change in the lives of those citizens?

The South African government began the process of implementing e-governance initiatives with specific goals in mind. This research is focused on whether these initiatives are there to improve the level of transparency between the government and the citizens. This chapter provides an analysis on the four initiatives identified as well as an in-depth discussion on their functions and whether these services provide an environment of transparency through interaction of government and the public of South Africa.

Chapter 6: Discussion

This chapter will discuss findings as well as recommendations based on the findings as well as the challenges that hinder the successful implementation of e-governance in South Africa. The biggest hinderance to the success of e-governance is the element of humans as they are the major operators and implementors of e-governance systems. Therefore, the recommendation is that there be education on e-governance initiatives. The education can be separated into two, namely on-site assistance as well as off-site assistance. On-site assistance is basically providing educational and practical assistance on how to use e-services and e-programmes provided by the government. On-site assistance should furthermore be provided through interpersonal ways as many of the targeted communities lack the basic skills of reading or writing, let alone computer literacy. Off-site assistance is where the government of South Africa has not been able to fully execute and put enough focus which has served as a detriment to the greater South African public. Off-site assistance involves educating people outside of the e-program and e-services centres, and here, the government would deploy people to go out and deliver information to communities through platforms such as ward meetings. Additionally, it could involve having information sessions or any other form or fashion that will ensure information is relayed directly to the people within the targeted communities.

From here on, this research report will provide recommendations on how states should approach the incorporation of transparency whilst using e-governance as an instrument of implementation. These recommendations consider the issues that came up throughout the policy creation as well as throughout the implementation phase.

The first recommendation relates to the need for national governments to specifically identify institutions that will be responsible for the implementation and management of e-governance in the state. It seems that national governments and institutions outlined in policies as responsible bodies in implementing e-governance within the state tend to have miscommunication. This results in the lack of effective implementation of initiatives and mainly due to ill-prepared institutions that do not have the human and knowledge capacity to do so. Therefore, effective communication is key to ensuring all parties and actors involved are notified and given time to prepare; ensuring effective implementation of e-governance initiatives.

The second recommendation is related to the need for governments to create policies and legislative frameworks that are good and sound. This recommendation is especially directed to developing countries who aim to use e-governance as a tool of incorporating transparency. Good and sound policies are the ones that do not have loopholes that show up only through the implementation phase. The South African

government's e-governance framework and strategy was unable to effectively set out the role of the institutions and government departments that were responsible for the rolling out of e-governance initiatives in South Africa. The outcome of this was mismanagement and miscommunication that led to the uneven implementation of e-governance initiatives within the state creating unequal access for the greater South African public. Therefore, governments need to ensure that policies provide extensive information, especially on the roles of management.

Thirdly, it is recommended that states incorporate individuals from other states who are able to effectively implement e-governance in their home states. One of the many challenges faced throughout the implementation phase largely involves the humanistic element. The role of individuals in the process of e-governance operation and implementation is one that cannot be ignored as people are largely responsible for the controlling of the systems. E-governance has been widely implemented by different states across the global system and many have had successes in its implementation. Considering that context and the nature of the state matters, state leaders need to consider the ways in which other states were able to implement e-governance in their respective countries. This will be able to provide nations such as South Africa with long-term and short-term objectives as well as provide management ideas on how to be proactive in the implementation approach.

The fourth recommendation is especially related to developing nations that still have socio-economic issues as barriers to the successful implementation of e-governance within the state. Governments have to find ways in which to incorporate those who have no easy access to Internet services in the process of e-services and e-initiatives. From thorough analysis, the South African government did not target marginalised communities as they lack access to ICT infrastructure. Therefore, there needs to be more focus on campaigns for the purpose of making citizens aware that e-governance exists and are there to better the process of accountability and access to government.

Lastly, regulation is a very important aspect when implementing initiatives by the government and e-governance initiatives are not an exception. Strong regulatory bodies are important at keeping government accountable throughout the process of implementation. In addition to this, regulatory bodies are important in ensuring that governments are transparent in their implementation process. In the case of South Africa, there were issues of lack of human capacity and knowledge capacity, skewed implementation across the country and lack of equal access. These are problems that the State Information Technology Agency (SITA) should have identified and held the government of South Africa accountable.

The research report has addressed the questions raised in the methodology with the aim of addressing the e-governance as a tool for transparency in a state. Over and above, the research report has addressed the emergence of norms within the international society and has identified all important actors that play a role

in the emergence of international norms and how these actors create an environment of the need to translate ideas into widespread norms. In addition to this, the research report has identified how norms become a part of national state behaviour through the norm diffusion theory, which identified the role that states have in translating international norms into the local level through the formulation of policies and frameworks that function as both an enforcer and guide to implementation within the local state context.

The research report addressed the question on how states ensure that transparency is incorporated within the governing systems of the state. The research report identified e-governance as a form of improving state transparency and discussed the core functions of e-governance through deep analysis of how states incorporate the use of ICT in governance systems. As a new and technological approach to the improvement of transparency, the implementation of e-governance in developing states proved to be both a widely accepted practice and one that proved to be a challenge to implement and this report discussed the main challenges that affect developing states.

The research report identified South Africa as a suitable case study for the analysis of how e-governance is implemented at state level and the advantages and the disadvantages e-governance systems bring throughout implementation levels. The research report identified international agreements, policies and legislative frameworks that were integral in the strategies and practical outlook on implementing e-governance in the state. Within South Africa, four e-governance initiatives were identified, namely Thusong Service Centres, E-filing, E-health and E-education. The research report provided thorough analysis on the four e-initiatives created by the government of South Africa through identifying the main purposes that the initiatives served and whether these initiatives improved transparency within the governing system of the country. The research report also identified issues that took place in the implementation of these initiatives and addressed them to be challenges that the South African government and generally all developing nations need to address.

For the purpose of this research report, transparency was defined in terms of creating access for the greater public to receive information related to government behaviour and creating platforms through e-governance to create communication pathways that allowed for the public to provide government with feedback. Through the analysis of the four e-initiatives implemented by the government of South Africa, the conclusion is that all four initiatives use ICT to improve governance initiatives and access. However, these initiatives do not create pathways for societal feedback to take place. In addition, the government of South Africa has online government portals that provide the society with information related to department budgets, documentation related to audits and the overall behaviour of the country. The level of openness in this instance is one way and does not provide the citizens the chance to interact and give feedback and this is the challenge that the South African government needs to address.

This research report contributes to the existing literature on norm diffusion, transparency regimes and e-governance and adds value to the discussions on effective tools on improving governing processes in states. The research report has provided in-depth analysis on the way in which norms such as transparency are adopted through the use of norm diffusion theory and has highlighted the actors responsible for the advocacy of the translation of international norms in the local context. Through the use of a developing state such as South Africa, the research report has provided practical translation of the norm diffusion theory and has identified the way in which South Africa formulated policies for the translation of transparency into the local context.

The research report has further been able to contribute to the mechanisms developing states use in becoming transparency regimes. The move from being a good governing state involves the incorporation of transparency in both practice and service delivery and the way in which South Africa did it was through the implementation of e-governance in the state as a mechanism of enabling transparent practices. South Africa is but one example of developing states that have been able to implement e-governance and face challenges that relate to effective management, financial costs and factors related the socio-economic standing of the state.

The research report had the following limitations which need to be used as a basis for future research in the debate of transparency and e-governance. Firstly, the research report was only able to use one state for the analysis of e-governance and due to this, the analysis of the functionality of e-governance in a state is only limited to South Africa and does not apply to other states. Secondly, the South African government has implemented numerous e-governance initiatives, however, this research report was limited to four of the e-governance initiatives. Therefore, the analysis of the effectiveness of these initiatives was limited to the four. Third, this research report was only able to look at e-governance initiatives implemented from the top down approach and was only able to provide analysis on the initiatives by the government and neglected to look at e-governance projects initiated by the greater public of South Africa and this could be used as a point of departure for the future of research on e-governance initiatives.

In conclusion, to answer the question posed on this research paper, does e-governance improve transparency? The answer is no because the responsibility lies on the individuals that are responsible for the implementation of e-governance systems to ensure that the system runs well. Ethics plays a major role in the good governance of any system and e-governance is also one of those systems. Technology is one of the elements that have the potential to improve governance but the onus lies on the individuals and whether they will remain neutral in the running of these systems or manipulate them for the benefit of themselves. Therefore, e-governance does not improve transparency.

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