



**PUBLIC PARTICIPATION IN GOVERNMENT: THE PLACE OF
E-PARTICIPATION IN THE CITY OF CAPE TOWN – WESTERN CAPE**

by

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I, Laban Bagui, declare that the content of this thesis represents my own unaided work, and that the thesis has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

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Date/ 01 / 2013

ABSTRACT

South Africa can be seen as one of the most advanced democracies on the African continent. Its 1996 constitution and state institutions were developed to enable a representative, deliberative and participative democracy. The legislature is predominant and public participation is expected like the element that legitimates the institutions of the state, their decisions and their initiatives. However, despite the use of ICTs to enhance the process of public participation, there remain profound misunderstandings between the government and its communities; expressed in demonstrations, strikes and other violent protests, as dissatisfaction in public service delivery grows and confidence in the government declines. The problem is that it seems that the potential of ICTs to better the processes of public participation is not fully understood and not fully realised.

The aim of the study was to seek out elements helping and hindering the use of Mobile, Web and Social media in public participation in the city of Cape Town.

This research endeavour falls under eParticipation research. It considers consultation for law and policy making in the city of Cape Town. It examines its democratic, social and communicational anchors in terms of facilitation and openness to change, on one hand; and it examines Mobile, Web and Social media, in terms of adoption and use for the purpose of public participation on the other hand.

The research adopted the Critical Realism philosophical paradigm for its ontology and epistemology. It set out to use existing knowledge, theories and models to work mainly with qualitative data. It followed a qualitative, exploratory, holistic, and cross-sectional approach developing a case study of *eParticipation in the city of Cape Town* from a triangulation of methods. Data was gathered from literature, documents, in-depth interviews, a focus group and observation of meetings. The data gathered was analysed using qualitative content analysis.

The case study analysis followed the structure of the research conceptual model and built the story of the development of eParticipation in the city, bringing together readiness achievements in individual community members' *perceptions and attitudes* to eParticipation, and readiness achievements in local government induced *social facilitation* of eParticipation. These eParticipation readiness elements were considered direct determinants of individuals' *intention to participate using Mobile, Web and Social media*, and of local government *democratic engagement and openness to change*, constituting the city's *intensity of e-participation*. That estimate of the intensity of eParticipation provided ground to sketch out its position towards achieving '*cultural eParticipation*' for the city of Cape Town.

This study has implications for theory, policy and practice: It develops analytical frameworks for assessing and determining the place of eParticipation; and it suggests a map of favouring and hampering elements to eParticipation in the city of Cape Town.

ACKNOWLEDGEMENTS

Glory be onto the name of the lord God for he brought me here...

I would like to express thanks to the following:

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The Council and the Mayoral Committee of the city of Cape Town

Cape Town Subcouncils 17 (Athlone and districts) and 16 (Goodhope)

The Public Participation Unit of the city of Cape Town

The IT department of the city of Cape Town

IDASA

SITA (State IT Agency)

CITI (Cape IT Initiative)

CIO (Forum of Cape Town)

The Rlab. (The Reconstructed Lab.)

LSRA (Long Street Residence Association)

The Capetowner

I would like to acknowledge the support of the Cape Peninsula University of Technology (CPUT), especially the IT department within the Faculty of Informatics and Design (FID) and the contributions made by colleagues in review and discussion about this study.

Special thanks to all my friends, my love ones and good-Samaritans on my way, for giving roots, depth and warmth to my world during moments of despair, moments of doubts and moments of felicity.

DEDICATION

To Madame Josephine Ngo Nka'a and Monsieur Joseph Kona, my parents, for they took from their lives to make mine, giving me the opportunity to go this far and feeding my body with the fruits of their pain and my soul with God's words: I dedicate this work.

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ABBREVIATIONS AND KEYWORDS

AIM: AOL Instant Messenger

ANC: African National Congress

BBM: BlackBerry Messenger

City: this term is used loosely to refer to the city of Cape Town in the thesis

COPE: Congress Of The People

DA: Democratic Alliance

DBSA: Development Bank of Southern Africa

ERP: Enterprise Resource Planning

eDemocracy: electronic Democracy

E-government: Electronic government

E-participation: Electronic participation

Facebook: Social networking service and Website

FOSS: Free and Open Source Software

Gateway: Router or system of router that the traffic to the outside network

GIS: Geographic Information System

GGP: Gross Geographic Product

IDC: Industrial Development Corporation (in South Africa)

IDP: Integrated Development Planning

IEEE: Institute of Electrical and Electronics Engineers

IETF: Internet Engineering Task Force

Individual: Member of a community

ISO: International Organization for Standardization

JAMIIX: Social exchange (Swahili) social media aggregator

M-Participation: Mobile participation

MDG: Millennium Development Goals

MIOS: Minimum Interoperability Standards for Information Systems in Government

Mobi site: Websites with names registered under the Top Level Domain (TLD) **.mobi**

Mxit: "*Mix it*" is free instant messaging application developed by Mxit Lifestyle (Pty) Ltd

PDA: Personal Digital Assistant

Policy: Principles and rules to guide decisions and achieve rational outcomes

Portal: Web site with a navigation structure towards both internal and external organisation systems' links.

PP: Public Participation

PPU: city of Cape Town Public Participation Unit

SAP AG: Systeme, Anwendungen und Produkte in der Datenverarbeitung (SAP - Systems, Applications and Products in Data Processing) Aktiengesellschaft (AG - Corporation)

SITA: State Information Technology Agency

S&CI: Social and community informatics

Social Capital: Means generated from the extend and quality of a social network

Subcouncil: Subdivision of a municipality governing council

SMS: Short Message Service

TEF: Technology Enactment Framework

UN: United Nations

USSD: Unstructured Supplementary Service Data

UTAUT: Unified Theory of Acceptance and Use of Technology

W3C: World Wide Web Consortium

Web: World Wide Web

WEB 2.0: Tendency on the web characterised by application features that facilitate participatory information sharing, interoperability, user-centered design and collaboration on the World Wide Web.

XML: Extensible Markup Language

Dream, aim and believe...

LIST OF RESEARCH OUTPUT

The following research outputs were produced during the course of the study:

Peer-reviewed conference papers

Bagui, L and Bytheway, A. 2010a. Listening to the ground: Web and mobile technology options for public participation in government. In Proceedings of *12th Annual conference on World Wide Web applications*. Durban-South Africa

Bagui, L and Bytheway, A. 2010b. Underground voices: Community articulation of needs through mobile technology in public participation. In Proceedings of *6th International conference on E-Government*. 214-218. Cape Town-South Africa.

Bagui, L, Sigwejo, A and Bytheway, A, 2011a. Public participation in government: Assessing m-Participation in South Africa and Tanzania. In Proceedings of the *13th annual conference on World Wide Web applications*, Johannesburg: University of the Witwatersrand

Bagui, L and Bytheway, A. 2011b. An ANT exploration of mParticipation in the city of Cape Town. In *Proceedings of CIRN 2011, the annual CIRN Prato conference*. Prato: Italy

Book Chapter

Bagui, L. and Bytheway, A. 2012. Listening to the ground: key indicators of eParticipation in government for Africa. In *Bwalya Kelvin J. and Zulu Saul (eds.) Handbook for E-Government in Emerging Economies - Adoption, Continuance Usage, e-Participation and legal frameworks*. 474-495. Hershey, Pennsylvania (USA): IGI Global

CHAPTER I - INTRODUCTION

1.1 Introduction

South Africa can be seen as one of the most advanced democracies on the African continent. Its 1996 constitution and state institutions were developed to enable a high level of public participation, and suggested roles and functional mechanisms as well as independent bodies to look after each other's practices (Republic of South Africa, 1996; Republic of South Africa, 2010). The aim of that was to repair the errors of the past and to create a more just, equal, and peaceful country. The constitution lays out a scheme for a representative, deliberative and participative democracy. The legislature is predominant and public participation is expected, like the mortar that joins bricks together. As such, public participation is a very broad and complex process with an influence on all governmental levels, departments and activities; as well as an important number of interrelated stakeholders. Several authors such as Arnstein (1969), Habermas (1989), Macintosh (2004), Taylor and Bytheway (2006) and others have suggested frameworks and models of understanding, implementation, monitoring and evaluation of that process. However, basically it can be understood in terms of a demand dimension and a supply dimension (Thakur, 2009), from the community and from the government viewpoints respectively. It can be therefore framed (Figure 1.1) as an interaction where needs are expressed to a government possessing limited resources, with the expectation of delivery according to agreed requirements. It suggests that the parties would be partnering in continually monitoring and evaluating the process for satisfaction of those needs.

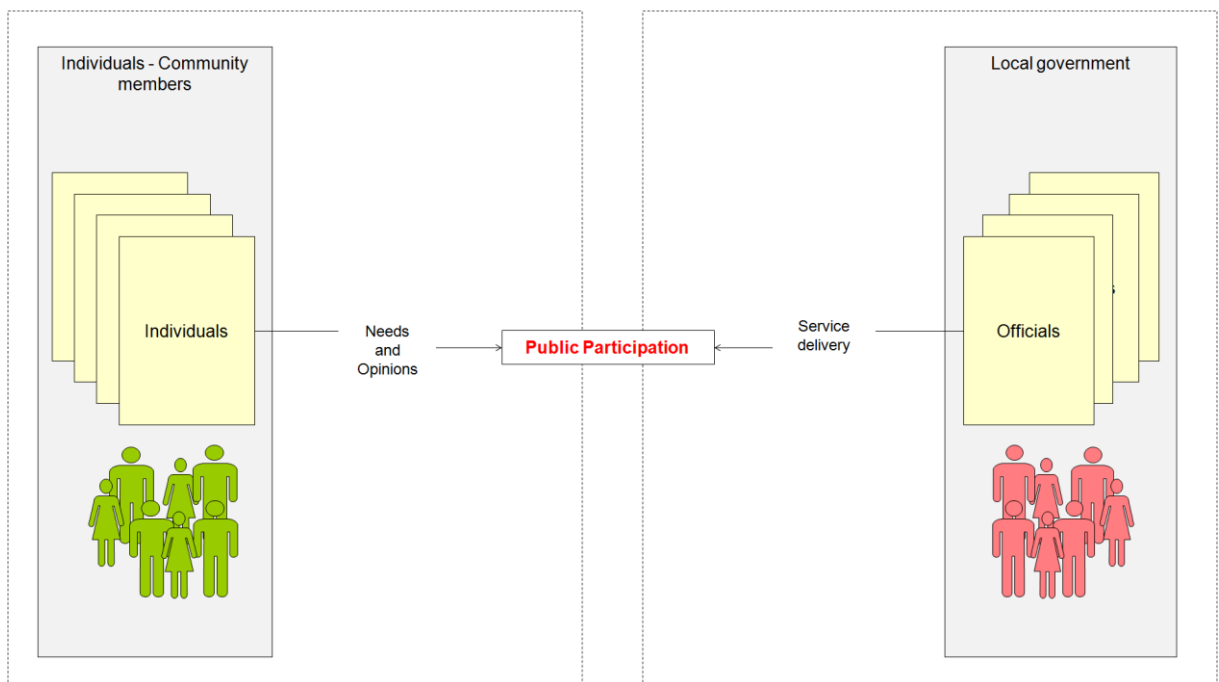


Figure 1.1: A simple framework for public participation in government (source: Author)

Between 1996 and 2010, several acts were promulgated modifying local government to fit to a model in line with exemplary international good practice, such as in the case of participatory budgeting in the Brazilian city of Porto Alegre (Department of Provincial and Local Government, 2007). For that purpose, numerous initiatives were launched, and the introduction of ICT-based systems was one of them. For instance, impressive governmental Websites rich with information from all administrative departments and state institutions, were developed and set up (for example <http://www.capegateway.gov.za>); call centres were deployed in order to collect complaints, congratulations and suggestions; Some departments like the Department of Home Affairs even now issue electronic receipts for transactions; it is possible to pay one's taxes online at the SARS (South African Revenue Service) Website; in certain Wards, SMS (short message service) messages are used to send out calls for meetings for public hearings and so on. These investments were intended to lay a foundation for quality service delivery through public participation.

However, after 16 years the country is still a theatre for violent protests like xenophobic attacks, tremendous student strikes, violent union marches, and other fierce demonstrations; the nation exhibits a low level of public satisfaction with public service delivery as well as a decrease in confidence in the government (Marais, Everatt and Dube, 2007). Piper and Von Lieres (2008) argue that instances of public participation such as community meetings, public hearings, consultations, or forums, sometimes give the impression of being a terrain for confrontation and affirmation of dominance by powerful leaders or political parties, which invalidates the whole intention of the process of public participation. They consider that there is:

“poor implementation of public participation policy reflecting significant administrative weaknesses, a serious lack of political will amongst political elites to make public participation work, and lastly the poor design of these ‘invited spaces’” (Piper and Von Lieres, 2008).

As a result, it seems that although significant resources have been invested (both material and immaterial), people do not understand what is going on, do not feel that they are listened to, do not feel empowered, and do not feel they have any influence or control over any of the decisions which concern them, their communities and their lives; rather they see their investment of social, human and financial capital simply wasted.

That brings to the fore the question of the place of ICTs in supporting the process of public participation which is of concern here: does the use of ICTs help or does it hinder the articulation of community needs and the empowerment of community members? Does it help or hinder the availability of information for decision making, development planning or policy making processes in government (quality service delivery)? Does it help or hinder progress towards a better government (confidence in government)? It seems at first that the potential of ICTs to better the processes of public participation is not yet fully understood and not fully realised. That is the problem this project proposes to examine. More specifically, this project is focused on the use of Mobile, Web and Social media (see sections 2.3.5 and 2.3.6) in public participation in the city of Cape Town.

This chapter now continues with the statements of research aim and objectives, a development of an understanding of eParticipation, two examples of service delivery and policy making practice, a statement of the research problem, a conceptualisation of the research problem and the thesis plan.

1.2 Research aims and objectives

The research project reported here is an exploratory study intended to contribute to the production of scientific knowledge in the inter-disciplinary field of eParticipation studies; to contribute to solving communities' real issues; and to achieving the researcher's personal and scientific growth. These objectives thus are:

- To understand the nature of Public Participation and eParticipation;
- To determine how the use of Mobile, Web and Social media does help and does hinder public participation in the city of Cape Town
- To determine the place of eParticipation in the city of Cape Town;

1.3 Examples of service delivery and policy making issues in the city of Cape Town

Here are underlined two very sensitive and well known episodes which provoked violent exchanges between the main stakeholders of public participation in the city of Cape Town: The *Makhaza open-air-toilet saga* and *the city of Cape Town liquor by-law*. They highlight the need for better governmental listening, a need for community empowerment and a need to revisit the processes dealing with community needs and opinions.

1.3.1 Makhaza open-air-toilet saga

An example of flaws in public participation in government at the level of information sharing and community involvement can be framed with the story of Makhaza community open air toilets. Something went wrong in the delivery of toilets to the community. The deal agreement suggested that the city would provide unenclosed toilets in excess of national housing welfare code guidelines, and community members would endeavour to enclose them. However, community members didn't enclose all toilets and some toilets were enclosed with iron sheets. Some community members started destroying the toilets and violence exploded in the community to express discontent: roads were blocked, infrastructures were damaged and individuals were hurt (Mail & Guardian online, 2010). The emotion was vivid on the Web, blogs and social networks with crude and satirical depiction of events.

Here is an extract from a memorandum publicized by the office of the Western Cape Premier, Mrs. Helen Zille:

"In late 2007, while I was Mayor of Cape Town, and after extensive consultation between the City of Cape Town and beneficiaries of the Silvertown Upgrade Project, it was agreed that the City would provide each of the 1,316 households with its own toilet that they would enclose themselves. This was in excess of the Norms and Standards set out in the National Housing Code which stipulate the provision of one toilet for every five households when informal settlements are being upgraded. In other words, the City agreed to provide 5 times the number of toilets than stipulated in national

guidelines.

The suggestion to provide a toilet for every family that they enclose themselves originated in negotiations with the community.

The toilets that residents agreed to enclose themselves were in addition to those already erected and enclosed with concrete by the City of Cape Town. In other words, when the agreement was reached, all residents had access to a shared toilet in line with the Housing Code.

All residents - including the minority that did not enclose their own toilets - continue to have access to these facilities to this day...

Makhaza is part of the Silvertown Upgrade Project, which also includes Silvertown proper and Town 2." (Zille, 2010)

Hence, very quickly, it became a political affair where leaders were throwing offensive names at each other, despising the suffering of people they were representing. The story went to court, as a result of which the South African Human Right Commission (SAHRC) castigated the management of the Democratic Alliance (DA) governed city of Cape Town, for violating the right to dignity of citizens by erecting uncovered toilets. The city removed the toilets and the citizens were stranded without toilets awaiting judgments and political resolution (Mail & Guardian online 2012). The city recognized some insufficiencies in the consultation process that led to the decision, but maintained that they had done more than was necessary in terms of minimum requirements.

The problem became a national issue and was thereby taken away from community so that nobody now really recalls what they were saying they needed neither the assistance they were expecting from government.

This protest about toilets was short-lived. The following example emerged over a longer period of time, and points at an inadequate consideration of community diversity, industry needs and political agendas.

1.3.2 The city of Cape Town Liquor by-law

Cape Town is a place where almost all religions on earth have a venue. The cultural mix is highly heterogeneous, including the indigenous Khoi and San, African Bantu, Northern African, Caucasian European, Eastern European, Asian, Indian, American and other places. Values, usages and beliefs are sometimes completely exclusive. More than half the population is young and between 16 and 45 years of age. Following on the provincial move to regulate liquor sales and consumption (Western Cape liquor Act, N04, 2008), the city devised a by-law restraining retailing and other liquor-related practices (City of Cape Town By-law relating to Liquor Trading Days and Hours, 2008): specifically, no liquor shouldn't be sold in the city between 2am and 9am of the same day. The city started consultations that proved to be highly contentious. Here is a report from a Mayor's speech before the city council.

"Speaker, one in four South African drinkers drink at hazardous or harmful levels over weekends, a phenomenon that seems to be getting worse. There is also evidence of increases over time in levels of binge drinking by youth, with binge drinking by males in grades 8 to 11 increasing from 29% in 2002 to 34% in 2008. For females the corresponding percentages are 18% and 24%.

Speaker, in terms of negative consequences, alcohol has been shown to be the third largest risk factor for death and disability in South Africa, accounting for roughly 7% of all years lost through premature death or years lived with a disability.

The cost of alcohol misuse to the public sector has been conservatively calculated as being in excess of R17 billion per year, with total costs to society estimated to be around 2% of GDP, or roughly R43

billion annually. Research has shown the Western Cape to be particularly burdened by alcohol-related crime and violence, and also by problems associated by foetal alcohol syndrome. It is for these reasons that the City needed to intervene in whatever manner possible to limit the harmful impact of alcohol abuse on our society, while recognizing that we are a tourist oriented city. The City of Cape Town's LIQUOR TRADING DAYS AND HOURS BY-LAW was passed by full Council in July 2010. It was published in the Government Gazette to come into effect on the 1 January 2011." (Plato, 2010)

The outrage from businesses, members of the public, and some communities broke out into violent exchanges. Website, online forums, and social networks hosted a significant portion of the public outcry. Some saw a Muslim plot. Others view some hidden political agenda. Some others considered that the government was just going too far. However, from an outsider view it sounded like people simply didn't deliberate and were not effectively included in the process. The by-law was amended to suit some local industries (brewery, wine, hospitality, and entertainment) needs (n.a, 2012) and is still undergoing revisions (News24, 2012).

These two examples are not unique, but they are contemporaneous with the South African government on-going efforts to integrate ICTs in its processes, for greater effectiveness and efficiency in service delivery. Community members happened to use ICTs to voice their needs and opinions, but it seems that the technology enabled government of the city of Cape Town didn't notice that.

1.4 Statement of research problem

The preceding examples together emphasize the fact that even though the country's institutions and governmental systems were built with good intentions, and that ICTs were introduced to a significant extent to enable information sharing, misunderstandings between communities and government in South Africa have not decreased but rather sometimes increased. It seems that the potential of ICTs in general and of Mobile, Web and Social media in particular, to better the process of public participation is not fully understood and not fully realised.

1.5 Conceptualisation of research problem

This section delineates the research and presents main concepts which will be unpacked in following chapters.

1.5.1 Research delineation

- a) This study is a snapshot qualitative and exploratory inquiry constructing a case study of the use of Mobile, Web and Social media technologies in public participation in the city of Cape Town. Within the city, the study only considers Goodhope (Subcouncil 16) and Athlone & district (Subcouncil 17) Subcouncils as units of observation because they were accessible to the researcher and they were representative of communities and population distribution in the city.
- b) This study was delineated within eParticipation research.
- c) Public participation is considered here as a democratic process, thus eParticipation is an element of eDemocracy.

- d) The study is not conceptualised within eGovernance but within eDemocracy framework because it focuses on citizens' engagement and only considers the engagement of other stakeholders' of the process when necessary.
- e) Main public participation thus eParticipation stakeholders considered in this study were individual community members and the local government of the city of Cape Town in order to focus and scope down the project to an achievable size, because of limitations in time and available resources.
- f) The technology considered is *Mobile, Web and Social media systems* constituting a channel used by all stakeholders of public participation for the purpose of consultation concerning emerging by-laws and policies. Such elements include:
 - Mobile handset (Cell phone, tablet PC, PDA. etc.),
 - Communication media (cellular networks, ADSL, Optical fibre, etc.),
 - The World Wide Web and social networking applications,
 - Local government supporting backend systems (routers, servers, ERP systems, etc.),
 - Regulations, standards and practices dealing with the management of electronic communication transactions.

1.5.2 Main concepts: Intensity of eParticipation and eParticipation readiness

The aim of this study was to determine how the use of Mobile, Web and Social media helps or hinders public participation in the city of Cape Town, and to determine the place of eParticipation in the city in terms of readiness and intensity of usage. That demands an understanding of what eParticipation is, and to investigate the readiness and the intensity of eParticipation in the city. Some of the key concepts that are evident in this context can be summarised thus:

eParticipation readiness concerns the preparedness of both the city inhabitants and the city local government to undertake eParticipation; while the **intensity of eParticipation** refers to the frequency and influence of using Mobile, Web and Social media for public participation.

Individuals **intention to participate using Mobile, Web and Social media** is strongly influenced by their **perceptions and attitudes**; while the local government's **democratic engagement and openness to change** can be drawn from its level of **social facilitation** for eParticipation.

The intensity of eParticipation depends upon individuals' (in communities) intention to participate using Mobile, Web and Social media, and local government democratic engagement and openness to change. Hence this study is focused on individuals gathered as a community, and the local government with which they have to interact in the process of consultation.

In the study, government is seen as an institution invested with authority and power over the city of Cape Town, comprising official representatives at the local municipal levels: city council, Subcouncils and Wards. Community is seen as a group of interacting individuals living within (or having a sense of belonging to) a shared geographically defined location.

As will be seen later on, each of these groups is represented in the study through individuals who were interviewed, or who engaged with the study in other ways.

1.5.3 Theoretical foundations

Theoretically, in order to understand what helps and what hinders consultation for law and policy making using Mobile, Web and Social media in the city of Cape Town, the study works from two perspectives:

- At the level of communities, it approaches the problem in a way that can be framed using ideas from the Unified theory of acceptance and use of technology (UTAUT) (Venkatesh et al., 2003) supported by ideas drawn from Social and Community Informatics (S&CI) (Gurstein, 2000; G. Bradley, 2006);
- At the level of government, it again utilises concepts present in the UTAUT and add to them ideas drawn from the Technology Enactment Framework (TEF) (Fountain, 2001).

1.5.4 Research design and methodology

The study approached the research problem following a holistic qualitative design, drawing from a Critical Realist perspective, within an inter-disciplinary research field. That approach was based on a case study analysis, taking the city of Cape Town as the research unit of analysis; with main units of observation based on Subcouncil 17 and 16, which are representative of the differences in the city society and history.

Data was collected by means of a literature and document review, in-depth interviews, focus groups and observation of council and sub-council meetings. Data was combined, categorised and interpreted according to patterns found therein, using qualitative content analysis. Findings were compared with insights from the literature in order to validate and address the research questions and the project objectives.

Literature and document review: A review of academic publications on the topic was conducted in order to deepen the understanding of related concepts and theories, and to take account of previous similar cases (Boote & Beile, 2005; Randolph, 2009). Furthermore, available documentation from government sources was consulted in order to account for actual local practice.

Interviews: In-depth interviews were conducted with members of the government and members of communities in the city of Cape Town around specific topics regarding their personal and their organisation adoption and use of Mobile, Web and Social media in consultation for policy making in the city of Cape Town (Rubin and Rubin, 2005).

Focus group: A group of 3 persons was formed and discussed eParticipation in their locality (Maree, 2007:90).

Observation of meetings: For this study, the researcher was always, an “*observer-as-participant*” with moderate involvement (Baker, 2006:175), attending Subcouncil and council meetings. The

method is used here in order to complement the lack of information from interviews due to interviewees and participants 'resistance', subject 'unfamiliarity' or context influence (Becker & Geer, 1957; Baker, 2006).

Content analysis: The data collected was analysed using the method of qualitative content analysis. The data was categorised and interpreted according to patterns found in the data. Next, findings were compared with insights from the literature in order to validate and address research questions and objectives (Zhang & Wildemuth, 2008).

Research questions and objectives: Table 1.1 is a summary of research question and objectives further elaborated in chapter III (See section 3.5.2).

Table 1.1 Research questions and objectives		
Research problem	The potential of Mobile, Web and Social media to improve the processes of public participation is not fully understood and not fully realised.	
Main research question	How does the use of Mobile, Web and Social media help or hinder the public participation area of consultation for law and policy making in the city of Cape Town - Western Cape?	
Research sub-questions	Research method(s)	Objectives
What is electronic public participation in government (eParticipation)?	Literature review	Describe the process of public participation in government in general and define eParticipation as understood around the world and in South Africa
What is Cape Town Mobile, Web and Social media infrastructure?	Literature and document review, in-depth interviews and focus group	Determine Mobile, Web and Social media resources available to communities and to the Local government of Cape Town
How do individuals and community organisations use Mobile, Web and Social media?	Literature review, observation, in-depth interviews and focus group	Determine the purpose for which individuals and community's members use Mobile, Web and Social media
How does the local government of the city of Cape Town use Mobile, Web and Social media?	Literature and document review, observation, in-depth interviews and focus group	Determine the purpose for which the Local Government of Cape Town uses its Mobile, Web and Social media capability
How does the use of Mobile, Web and Social media help public participation in the city of Cape Town?	Literature and document review, observation, in-depth interviews and focus group	Determine uses of Mobile, Web and Social media that favour eParticipation
How does the use of Mobile, Web and Social media hinder public participation in the city of Cape town?	Literature and document review, observation, in-depth interviews and focus group	Determine uses of Mobile, Web and Social media that hinder eParticipation

1.6 Thesis plan

The thesis is divided into eight chapters followed by references and appendices. Chapters are organised to inform each other in developing the thesis argument as suggested in Figure 1.3: the introduction informs the reader about the research objectives; the literature review informs the research methodology and design with related and proven approaches, and the discussion of findings with the perspective of previous work; the research methodology and design informs the field and desktop work with guidance; the field and desktop work inform the case study with data; the case study informs the discussion with findings; the discussion informs the conclusions with the research contribution; and the conclusions inform the introduction with the achievements of the study.

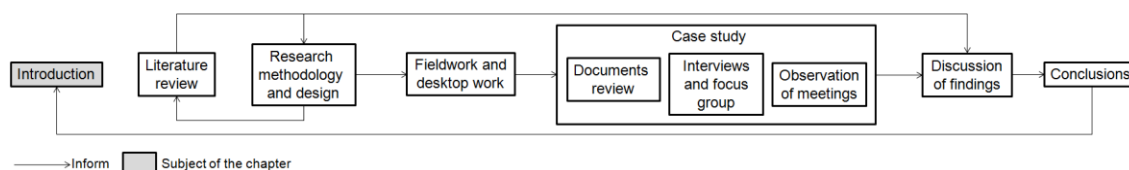


Figure 1.2: Organisation of thesis chapters (source: Author)

1.6.1 Chapter I Introduction

The chapter provides background to the research, defines aims and objectives, introduce the research design and anticipates findings regarding the use of Mobile, Web and Social media in consultation for law and policy making in the city of Cape Town.

1.6.2 Chapter II Literature review

The chapter is concerned with positioning the study within the existing scientific body of knowledge. The research sits within eParticipation research and touches on community members' *adoption and use* of ICT, and on local government *enactment, implementation and use* of ICT for eParticipation in municipalities. The adoption and use of eParticipation in the city is determined by the level of usage of the eParticipation capability by both community members and local government. The chapter ends with an extended conceptualisation of the study.

1.6.3 Chapter III Research design and methodology

This chapter exposes and justifies the nature of the research project, the choice of the Critical Realism research paradigm, the holistic qualitative methodology considered, the methods employed for data collection (interviews, focus group, documents review) and analysis (qualitative content analysis), the criteria of interpreting data, limitations, assumptions and ethical considerations.

1.6.4 Chapter IV Fieldwork report

This chapter explains and records the fieldwork process (the data collection process, the data analysis process and the researcher experience) in order to show that rigorous standards were followed so as to increase the trustworthiness of the findings.

1.6.5 Chapter V Cape Town's eParticipation context

The chapter presents aspects of e-Government in the local government of the city of Cape Town, elements of individuals' use of Mobile, Web and Social media which are able to link them with the city administration.

1.6.6 Chapter VI Findings

The chapter presents the findings by developing a case study of the Intensity of eParticipation in the city of Cape Town. The case is formulated according to significant categories obtained as a result of the data analysis. In conclusion, a set of findings would be drawn from that.

1.6.7 Chapter VII Discussion of findings

The chapter takes elements from the case study data through the grid of existing scientific knowledge in response to the research questions. It validates the findings and determines a place for eParticipation in the city of CapeTown in terms of Intensity of eParticipation and readiness.

1.6.8 Chapter VIII Conclusion

The focus of the study was to look at Mobile, Web and Social media potential of the city and how it helps or hinders the collection, analysis and integration of views in the decision making process. This chapter concludes the research by providing a summary of main research findings; revisiting the research problem, aim and objectives; reflecting on the research process, its limitations and implications; and identifying further research.

1.6.9 References

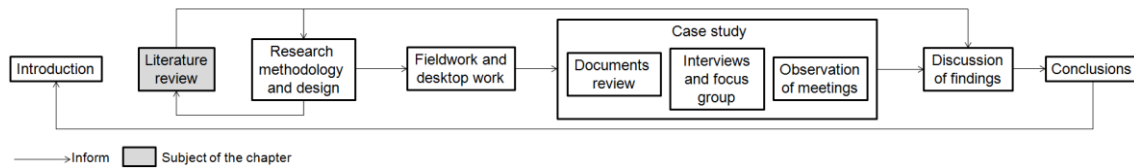
This section provides complete referral information of all citations and authors referred to in the thesis.

1.6.10 Appendices

Detailed information relevant to the research that was just too much to include in the main document is placed here to allow the reader a quick access to the study data where that is needed.

The next chapter (Chapter II) positions the project within the domain of eParticipation research, and presents a literature review discussing various fields and disciplines from which eParticipation research draws. This is used to develop the research conceptual model.

CHAPTER II – LITERATURE REVIEW



2.1 Introduction

2.1.1 Aim, questions and sections plan

The aim of this study was to explore the use of Mobile, Web and Social media is helping or hindering the process of public participation, in the area of consultation with communities for law and policy making in the City of Cape Town. The rational was to determine the place of eParticipation in the city of Cape Town, in terms of readiness of individuals' adoption and local government enactment of ICT, and in terms of intensity of use in community and in government.

The main research question was: *"How does the use of Mobile, Web and Social media help or hinder Public Participation in the area of law and policy making consultation in the city of Cape Town?"*

This chapter is concerned with positioning this study within the existing body of knowledge. It answers questions including:

- What is Public participation in Government?
- What is electronic public participation in government or eParticipation or e-Participation?
- Who are its stakeholders?
- How does public participation work in South Africa?
- In what research field does eParticipation fall into?
- How to go about exploring eParticipation in the city of Cape Town?

The research sits within eParticipation research. It means to investigate the process of public participation, and to analyse its democratic, social and communicational anchors. It means to examine technology (in our case at Mobile, Web and Social media) in terms of infrastructure. Finally, it means to examine research around technology adoption and use, and around technology enactment for the purpose of eParticipation. Tambouris, Liotas and Tabaranis (2007) suggested a similar approach in the study of eParticipation.

Furthermore, the study considers eParticipation research within eDemocracy research, allowing to focus the conceptualisation of eParticipation to mainly consider interactions between citizens (within community), and between citizens and government (Beynon-Davies, Owens, Williams and Hill, 2003).

2.1.2 Literature review method

The study accounted in here is a cross sectional socio-technical enquiry. It has demanded therefore to consider the social dimension, the technological dimension, the dimension of relationships between those two, and the dimension of relationships of that body with the rest of the world. Hence, the point of departure chosen was to look at stakeholders and at their place within the process of public participation; thus to look at the effects of their relationships on the process.

The review process consisted in analysing the literature looking for main elements to be used in order to build a satisfactory “*a priori*” model that will drive the collection and analysis of data. That approach is suggested by Walsham (1993;1995) who indicated to use theories as a “scaffold” to get the theoretical framework that will guide the exploration towards building a case study. Other authors talk about devising hypothesis or a “prior theory” (Perry, 1998; Yin, 2005) in a deductive sense, or “accrued theory” or “common prior knowledge” in an inductive sense, calling in mind that it is practically “*impossible to go theory-free in any study*” (Richards,1993:40 cited in Perry,1998).

Most literature was found online on databases and on Google books and Scholar where they were selected according to specific keywords and expressions including: Democracy, public participation, public sphere, Human capital, Social capital, Social choice, eDemocracy, Government, eGovernment, eParticipation, online deliberation, mobile government, mobile participation, TAM (Technology Acceptance Model), TEF (Technology Enactment Framework), UTAUT (Unified Theory of Acceptance and Use of Technology), ICT4D (ICT for Development). In addition, some publications, especially books were obtained from the University (CPUT) library.

At first the search was purposeful and structured, following field subjects and keywords mentioned earlier.

2.1.3 Most influential works in the literature

The study is interdisciplinary and garnered knowledge from various fields of research pointing at domains in social and political science as well as from computer sciences and information systems research.

Hence understandings were drawn firstly from:

- a definition of Democratic systems (Schumpeter, 1942);
- A new public administration and a paradigm shift (Denhardt & Denhardt, 2000; Tat-Kei Ho, 2002);
- A definition of public sphere as the concept behind public participation (Arnstein, 1969; Habermas et al. 1974; Habermas, 1989);
- The necessity to consider community deliberation and social choice (Sen, 1998), (Fischer, 2010; Fishkin, 2009; Dryzek, 2005; Dryzek & List, 2003);
- the importance of developing human and social capital to empower the individual (Bourdieu, 1985; Portes, 1998 ; Putnam, 1995; Coleman, 1988);

- The requirement to make sure to find a fit for cultures and social norms regulating behaviours within communities (Schwartz, 1999; Doney et al., 1998). (See a summary in Table 2.1)

Table 2.1: Public Participation in the literature	
Key issues (<i>Framework areas implied</i>)	Authors
Democratic systems	(Schumpeter, 1942)
A new public administration and a paradigm shift	(Denhardt & Denhardt, 2000; Tat-Kei Ho, 2002)
Public Participation and public sphere (<i>Political environment, Apartheid effects</i>)	(Arnstein, 1969) (Habermas et al. 1974; Habermas, 1989)
Social deliberation (<i>Initiatives, cultures and social structures</i>)	(Sen, 1998), (Fischer, 2010; Fishkin, 2009) (Dryzek, 2005; Dryzek & List, 2003)
Human and social capital (<i>Fostering innovation</i>)	(Bourdieu, 1985; Portes, 1998 ; Putnam, 1995; J. S. Coleman, 1988)
Culture and social norms	(Schwartz, 1999; Doney et al., 1998). (Johnson, Scholes and Whittington, 2006)

Literature was then drawn from interdisciplinary research fields related to computer science and information systems research where the study was originated:

- Suggested definitions and assessments tools for eParticipation (Macintosh, 2004; Macintosh & Whyte, 2008; Tambouris, Liotas, et al. 2007; Tambouris, A Macintosh, et al. 2007);
- Emphasis on eParticipation research, online deliberation, its place in eDemocracy and in communities development, and suggested innovative ways to make it happen (Beynon-Davies et al., 2003 ; De Cindio et al., 2008 ; De Cindio et al., 2010; De Liddo & Buckingham Shum, 2010; Velicanov, 2010; Sæbø et al., 2008; Chadwick (2003; 2009));
- Considering participation itself, the review looked at personal, social and community informatics as they report on perceptions and attitudes, government social facilitation, and stakeholders organisation structure (Gurstein, 2000; Gurstein, 2003)(Kling Rob, 1999a; Kling 1996; Kling 1992; Kling (ed), 1996; Schuler Douglas, 1994; Schuler Douglas & Day peter, 2004; Taylor Wallace & Bytheway Andrew, 2006; Douglas Schuler, 2008);
- The review went about to theorise to which extent individuals and communities have adopted and governments have enacted the use of ICTs for its purposes (Fountain, 2001; Venkatesh et al., 2003);
- Looked at the uptake of eGovernment, thus eParticipation in developing countries and in ways to help it to improve (Heeks, 2002; Heeks, 2006; Heeks & Santos, 2009; Heeks, 2008 ; Toregas, 2001)

- The review surveyed Mobile, Web and Social media resources for participating (Gurstein, 2000; Gurstein, 2003; OECD, 2001b; OECD, 2001a). (See a summary in Table 2.2)

Table 2.2: eParticipation in the literature	
Key issues (<i>framework areas implied</i>)	Authors
eDemocracy, eParticipation research, Online deliberation (<i>Initiatives, participation, innovation</i>)	(Beynon-Davies et al., 2003) (De Cindio et al., 2008), (De Cindio et al. 2010) (De Liddo & Buckingham Shum 2010) (Velicanov, 2010) (Sæbø et al., 2008) (Chadwick, 2003; Chadwick, 2009)
eParticipation assessment (<i>laws and policies, role in government, participation</i>)	(Macintosh, 2004; Macintosh & Whyte, 2008), (Tambouris, Liotas, et al. 2007; Tambouris, A Macintosh, et al. 2007)
Personal, Social and Community Informatics (<i>Perception and Attitudes, Social facilitation, Organisation structure</i>)	(Gurstein, 2000; Gurstein, 2003)(Kling Rob, 1999a; Kling 1996; Kling 1992; Kling (ed), 1996; Schuler Douglas, 1994; Schuler Douglas & Day peter, 2004; Taylor Wallace & Bytheway Andrew, 2006; Douglas Schuler, 2008)
Adoption and use of ICT by individuals and by government (<i>UTAUT and TEF</i>)	(Fountain, 2001; Venkatesh et al., 2003)
ICT uptake of eGovernment thus eParticipation in developing countries	(Toregas, 2001) (Heeks, 2002; Heeks, 2006; Heeks & Santos, 2009; Heeks, 2008)
Mobile, Web and Social media resources and open data; (<i>Access, Content, Infrastructure</i>)	(Michael Gurstein, 2000; Gurstein, 2003; OECD, 2001b; OECD, 2001a)

The term “e-Participation” or “eParticipation” is to indicate public participation in government that is mediated by the use of information and communication technologies.

The next section examines the literature about public participation in government.

2.2 Public participation in Government

Public participation is at the heart of democratic political systems promoting citizens’ power (Arnstein 1969; Denhardt & Denhardt, 2000; Schumpeter, 2006). Over time there have been variations in the degree of public participation according to the distribution of power of the moment, the aspirations of political systems designers and the means to participate, in a continuum ranging from “direct” to “representative” involvement.

In order to discuss the use of technology in public participation in government in South Africa, there is a need to get insights from disciplines such as philosophy, political, social and communication sciences, in order to understand the role of technology where the government engages with communities. These disciplines define and describe concepts and contexts for representative and deliberative democracy, government, public participation, community, human and social capital, and engagement rules in communication.

2.2.1 Representative Democracy

This research focused on representative democracy for it is the political system chosen by South Africa. The country claims to be a representative, participative and deliberative democracy (Republic of South Africa, 1996). It is a system where “*institutional arrangement for arriving at political decisions which realises the common good by making the people itself decide issues through the election of individuals (e.g.: representatives) who are to assemble (e.g.: national assembly, parliament, government) in order to carry out its will*” (Schumpeter, 1942:250). A government “of the people, by the people, for the people” as viewed by the American president Abraham Lincoln (Lincoln, 1863), where issues are openly debated and deliberated within a *Habermasian* “public sphere” (Habermas et al. 1974; Habermas, 1989) leading to a “social choice” (Sen, 1995, 1999; Dryzek & List, 2003; Dryzek, 2005; Fishkin, 2009; Fischer, 2010) driving a collegial governmental decision.

Ideally, input from public participation is viewed as the most influential factor in decision making in government.

2.2.2 Public participation in South Africa

South Africa has built, with its 1996 constitution, a scheme for a representative, deliberative and participative democracy. The constitution places an emphasis on the participation of all people in government at all levels, because its aim is to repair the errors of the past and to create a more just, equal, and peaceful country (Republic of South Africa, 1996). It provides a foundation for institutions, led by parliament, that clearly place the people of South Africa within the whole. The “Batho Pele” philosophy is widely promoted and is based on the intention and desire to “put the people first”.

However, after 16 years the country is still a theatre for violent protests about service delivery, xenophobic attacks against foreigners, student’s violent strikes, violent union marches, and other fierce demonstrations. The nation exhibits a low level of public satisfaction with service delivery as well as a decrease in confidence in the government (Marai et al. 2007). The efforts at conventional public participation (such as community meetings, public hearings, consultations and forums) sometimes give the impression of being no more than a terrain for confrontation and affirmation of dominance by powerful leaders or parties (Piper & Von Lieres, 2008). This nullifies the whole intention of getting the public to participate in government. Although significant investments have been made, the impact has been poor and the benefits are very limited. Protests on the streets continue. As a result, it seems that efforts to benefit from the use of technology have had little effect.

The South African scheme of public participation was designed after the example of the Brazilian city of Porto Alegre, where the process is run at the level of the municipalities – as close as possible to the public (South African Government, Department of Provincial and Local Government, 2007). Achieving better public participation in strategic affairs presents different challenges. Numerous technology-based initiatives have been launched at all level of government with laws, policies and standards based on the acquisition and the use of ICT. State owned entities and bodies were created and other organs saw their prerogatives extended to carry through the strategy at all levels, including

the Departments of Public Service and Administration, Local Government, Communications, Science and Technology, the Government Information Technology Office Council (GITOC), Electronic Communication Security (Pty) Ltd, the Universal Service and Access Agency of South Africa (USAASA), the Independent Communications Authority of South Africa, the “.za” Domain Name Authority (.za DNA) and the State Information Technology Agency (SITA) (Farelo & Morris, 2006; Department of Public Service and Administration, 2007; Department of Public Service and Administration 2008).

In addition, all government spheres have Websites and portals where a plethora of information is availed to the public, for example: <http://www.dpsa.gov.za>, <http://www.capegateway.gov.za> and <http://capetown.gov.za>. The network readiness rank of South Africa in the world has been assessed as 61st (Dutta & Mia, 2011); and its overall e-participation rank is in the group 26 out of 32 groups (UN, 2012:126,134).

Hence there is a generally positive context within which to proceed with eParticipation. It is not surprising therefore that researchers have already suggested ways of implementation to fit South African needs, all calling for a synergy of stakeholders (Maumbe & Owei, 2006).

These technology investments are intended to lay foundations for quality service delivery, at the transactional level.

First, it is important to understand how participation might be achieved. In South Africa, the means of participation might include: votes at election times, referenda, public hearings, public meetings and forums, Indabas and Imbizos, demonstration, protest, lobbying, petitioning, government communication, public service delivery protests and handover of memoranda to government.

2.2.3 Consultation in public participation

This study is concerned with consultation. Consultation can be seen as a two way communication in which citizens provide government with opinions and needs (Macintosh, 2004), as a reaction to a government communication, request or as expression of a risen issue. In Cape Town, the development of any by-law includes an opportunity for public comment on the draft document before any decision is made by the city council.

2.2.4 By-law decision making process in the city of Cape Town

A By-law in South Africa is a Law passed by a municipal council to regulate the affairs and services it provides within its boundaries of jurisdiction. The municipal power to enact by-laws is derived from the constitution of the Republic of South Africa (Republic of South Africa, 1996).

The city’s process for enacting a by-law includes a consultation period seeking public comments (City of Cape Town, n.d). The process is complex and involves:

- The **city portfolio committees** which draft the by-law or policy, send it for compliance to the *legal department* of the city, then send it for public comment through *Subcouncils*, and finally send it to the *MAYCO*.
- The **city legal department** review and validate the draft document compliance to regulations and standards and send it back to originating portfolio committee
- The **public**, understood as citizens and non-governmental organisation, is invited to comment on the draft by-law or policy for 30 days (mostly in writing) through *Subcouncils*.
- The **MAYCO** (Mayoral Committee) review and debate the proposed bylaw, and decide to send it back for further public comment, legal review, or to put it on the city council agenda.
- The **City Council** ultimately debate and decide by vote whether to approve and adopt the proposed text, or to send it back for further review and consultation.

2.2.5 Culture and social norms in public participation

Public participation when it comes to inform and to consult communities is mostly a communication exercise. As such, the process is highly dependent on the culture of interacting stakeholders. This study prioritises culture as a major element to consider, for it shapes social behaviours of individuals (Hammel, 1990) and strongly influence their adoption and use of ICT. In this study, culture is considered within the frame of community engagement, the process of consultation involving individuals in community and the local government of the city of Cape Town. “Culture” is one word that still awaits universal agreement as to its meaning, between researchers from disciplines where it is often used: from anthropology, through sociology, political science, and marketing, to computer science.

Culture can be seen as an element that identifies a group of people (Hall, 2000). It embodies symbols (writing, language, history and pictograms), values (benefits) and norms (characteristics and behaviours) for relating to self and to others, relating to authority, and relating to risk (Schwartz, 1999; Doney et al., 1998). This definition will be used to interpret individuals expressed perceptions, attitudes and behaviours in relation to Mobile, web and social media, to themselves and to the local government of the city of Cape Town.

In addition, Johnson and Scholes (1987) and again Johnson et al. (2006) suggested a framework known as *the Cultural Web*, with the intention of exploring organisation strategy (Johnson & Scholes, 1987; Johnson et al., 2006:202). The framework organises values, expected behaviours and practices in a way that aligns elements of an organisation and its overall strategy. Its main objective is to determine the underlying *Paradigm* or *Organisation Culture* which drives the organisation’s strategies. The *Cultural Web* identifies six interrelated elements: Stories; Rituals and routines; Symbols; Organisational structure; Control systems; and Power structures (see Figure 2.1). It has allowed this study to assess the culture of the government of the city of Cape Town and to compare it to that of communities; with reference to using Mobile, Web and Social media for public participation.

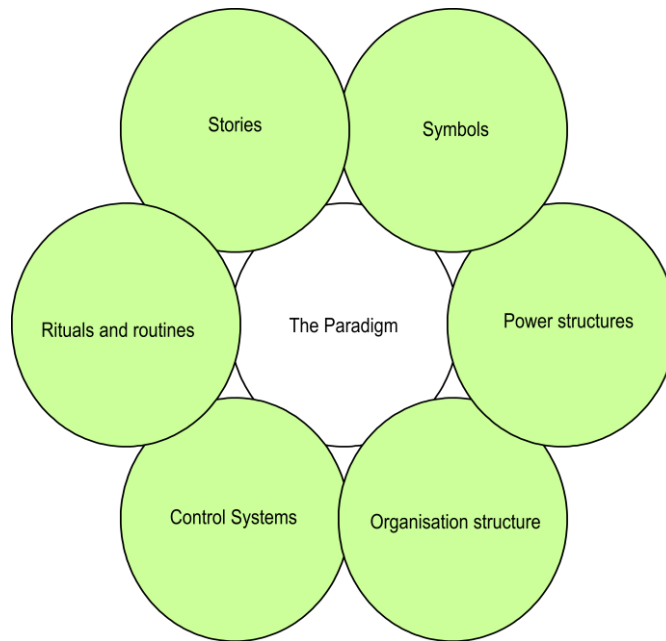


Figure 2.1: The cultural Web (Johnson et al. (2006:202))

South Africa is a multi-cultural society. Cape Town is a multi-cultural city speaking officially three languages: English, Afrikaans and IsiXhosa (City of Cape Town, 2002). That makes of communication between public participation stakeholders a “cross cultural interaction”. Other differences between communities are the colour of the skin, community history, and cultural values and rules suggested in the ways individuals articulate their ideas. Groups of people considered are communities (e.g: English, Afrikaans or isiXhosa speaking) in Subcouncils 17 and 16, and the local government of the city.

2.2.6 Human and Social capital

It can be arguable that a community’s strengths rest on its members various qualities and the effect of local social ties. From an individual perspective, human capital elements such as skills, knowledge or culture, which are determinant for the use of technology, can be acquired through information and education, importantly influenced by the psychosocial environment (social network) of an individual (Coleman 1988; Portes 1998): thus the crucial role of social capital for an individual. In effect, social capital is a source of social control, family support, and a source of benefits through extra-familial networks (Portes, 1998). Bourdieu (1985) defines social capital ‘as *the aggregate of the actual or potential resources which are linked to possession of a durable network of more or less institutionalized relationships of mutual acquaintance or recognition*’ (Bourdieu, 1985:248). The idea is extended to the scale of a community or a nation by Putnam (1993) who sees it bringing positive returns such as economic development and lower levels of crime. He sees ‘civic virtue’ as a prime determinant of a community success (Putnam, 1993; Putnam, 1995). However, Social capital also has negative effects such as exclusion of outsiders, excess claims on group members, restriction on individual freedoms, and downward levelling norms (Portes, 1998).

In summary, despite some cons, human and social capital within a community avail the opportunity to leverage means for development including the adoption and efficient use of ICTs, which is widely

believed to impact positively on the effectiveness and satisfaction of government service delivery to citizens.

2.2.7 The democratic process of public participation and the social choice

Public participation is understood here as a communication process of informing, consulting and involving people in communities in decision-making for law and policy making in a democratic government (Macintosh, 2004). It is the process by which the people interact with the government. Public participation is achieved by a range of means: votes at election time, referenda, consultative committees, public fora, community meetings, consumer fora, workshops, interviews, reports and other public hearing events.

Democratic systems assume an active role for citizens in government affair; it is therefore rather hard to define the boundaries of public participation. The German philosopher Jürgen Habermas introduced the notion of the “public sphere” in 1969 and refined the idea in 1989, viewing it as an abstract mediating structure, a communication venue where everyone can freely enter and influence the state actions (Schuler & Day, 2004). This idea is rather conceptual and it suffers from a need for equal knowledge (of the subject at hand) on the part of participants. Another eloquent early view comes from Shery Arnstein who envisioned eight levels, from *manipulation* to *citizen power* – a useful idea for monitoring progress when the objective is to empower citizens, but no suggestions here on how to make it happen (Arnstein, 1969). Many researchers joined Taylor (2004:117) to viewing a scheme of interactions between community organizations, government, businesses and individuals. a very pragmatic view which divides the stakeholders of the process into groups and informs the relationships between them and the multiple roles of the individual (Taylor, 2004; Taylor & Bytheway, 2006; Taylor et al., 2010).

Actual trends acknowledge and emphasize the place of the citizen in governance, calling for greater public involvement and implementation and strengthening of deliberative initiatives in order to encourage participatory governance and better deliberative democracy (Dryzek 2005; Dryzek & List 2003; Fischer 2010; Fishkin 2009; Häikiö 2009; Rios Insua et al. 2007).

In everything that it does, a government is enmeshed in a network of power and influence that is able to advance or destroy it. There are multiple modes of participation, and multiple stakeholder groups that might wish to participate. Administrative and social issues such as authoritarianism, elitism, corruption, trafficking of influence, nepotism, treason, fiscal evasion and mismanagement can all flourish when they are invisible to the public to whom the government should be accountable, and public participation is a process that should be able to address these issues and promote the needs of individuals in the community's best interests. Good government needs leadership, representation, accountability and transparency, which should in turn lead to better service delivery, citizen satisfaction and community empowerment (Macintosh & Whyte, 2008).

Finally, processes of public participation are constrained by available resources. The best government and the most co-operative citizens can achieve nothing together if there is no means for them to

engage. It is here that we see the opportunity to deploy information and communication technologies to best advantage: reducing costs, improving efficiency, fostering human and social capital development (Bagui and Bytheway, 2010).

2.2.8 Summary

In summary, democratic systems and representative democracies are founded upon public participation. They emphasize the need for government to build up community members' knowledge and understanding of current issues by the provision of appropriate information; to seek communities' expression of needs and opinions in consultation; and to involve communities in decision making for law and policy making. The process is expected to bring social choice onto the decision making table and to influence the outcome that will emerge. As a communication process the articulation of social choice in public participation is affected by elements of culture, social norms, human and social capital which all shape its quality.

The Republic of South Africa, as a claimed deliberative, participative and representative democracy, calls for the stamp of public participation and therefore of consultation to be placed on every law or policy passed by parliament. That idea is echoed in the city of Cape Town where by-law and policy making processes must reflect that constitutional requirement.

This study defines public participation within the democratic system in the city of Cape Town and interrogates the culture, social norms, human and social capital of communities where it is implemented, and the impact on the quality of the result.

2.3 eParticipation in government

Less than twenty years ago, close on the heels of the Internet, came the World Wide Web. A clear sense soon emerged of how ubiquitous the storage and exchange of digital information would become, and how it would begin to touch all aspects of our lives. We can now witness that anyone can produce information, from anywhere, to anywhere, and for everybody.

Communities have formed around the capability to communicate and share interests and needs. Quickly, we were talking about "*ICT4D*" (Information and Communication Technology for Development) (Heeks, 2008) and "Social and community informatics" (Bradley, 2006; Gurstein, 2000; Kling, 1996; Kling, 1999b; Schuler, 1994). The combination of communications technology in business, communities, government *and in the life of every individual* makes an interesting mixture that challenges all our assumptions about our roles as consumers, employees, tax payers, public service recipients, or simply community members.

On the government side, interest in ICT-mediated forms of governance has burgeoned and the term "e-government" is now an established feature of the modern vocabulary. The overall benefits are clearly concerned with improving the quality of public services at a lower cost.

International bodies such as the United Nations and the OECD have worked to promote an understanding of e-government (OECD, 2001a; OECD, 2003b; UN, 2010; UNDP, 2007; UNESCO,

2008). An important body of knowledge also within the realm of Information Systems research was established with definitions, assessment frameworks, models of adoption/enactment and use of technologies (Davis, 1989; Fountain, 2001; Venkatesh et al., 2003), and models of implementation of e-Government (Andersen & Henriksen, 2006; Gupta & Jana, 2003; Layne & Lee, 2001). Consulting organisations offer consulting services to governments wishing to implement aspects of it (Di Maio et al., 2010). This is not the place to discuss the details of e-government, nor do we need to. Suffice it to say that there is a huge variety of extant ideas about e-government, involving all aspects of what governments do and many different kinds of technology. That encompasses participation in the governance system of society in the case of this study representative democracy. Macintosh (2004) defines eDemocracy as:

“the use of information and communication technologies to engage citizens, support the democratic decision-making processes and strengthen representative democracy” (Macintosh, 2004:n.p).

Here the study choose the term “eParticipation” to place a clear focus on the engagement of citizens, and the role of communications technologies in engaging them. The following sections review the literature concerning: eParticipation research, eParticipation stakeholders, the need of individuals and of government, and the mobile channel.

2.3.1 eParticipation research

Public participation is complex, because the public can engage with government in many ways and at different levels. At one level – transactional – it is now possible to submit tax returns online and to pay traffic fines (to pick just two examples available in South Africa); at another – more strategic – it is possible to try and influence long term policy making by lobbying and voting online: these are elements reflecting eParticipation activities.

eParticipation is an emerging research field which according to Sandford & Rose (2007:410) derives its importance from:

- The *participative imperative* deduced from the right of all the stakeholders in society to participate in the formation and execution of public policy
- The *instrumental justification* in fact that it can be instrumental in more effective policy making and governance
- *Technology focus:*

“ICT has the potential to improve participation in the political process through: enhanced reach and range (inclusion); increased storage, analysis, presentation, and dissemination of contributions to the public policy and service debate; better management of scale; and by improvements to the process of organizing the public sphere debate” (Sandford & Rose, 2007:410).

In a review of the field, Sæbø, Rose and Flak (2008) shaped eParticipation research around a narrative (see Figure 2.2) where eParticipation actors (citizens, politicians, government institutions, voluntary organisations) conduct eParticipation activities (online political discourse, eConsultation, eActivism, eCampaign, etc.), in the context of some factors (Information availability, infrastructure, underlying technologies, accessibility, etc.), which result in certain effects (civic engagement, deliberative and democratic) determined through eParticipation evaluation (Quantity, demographics,

and tone and style) allowing improving eParticipation activities. Theories and methods are borrowed from related and already established research fields.

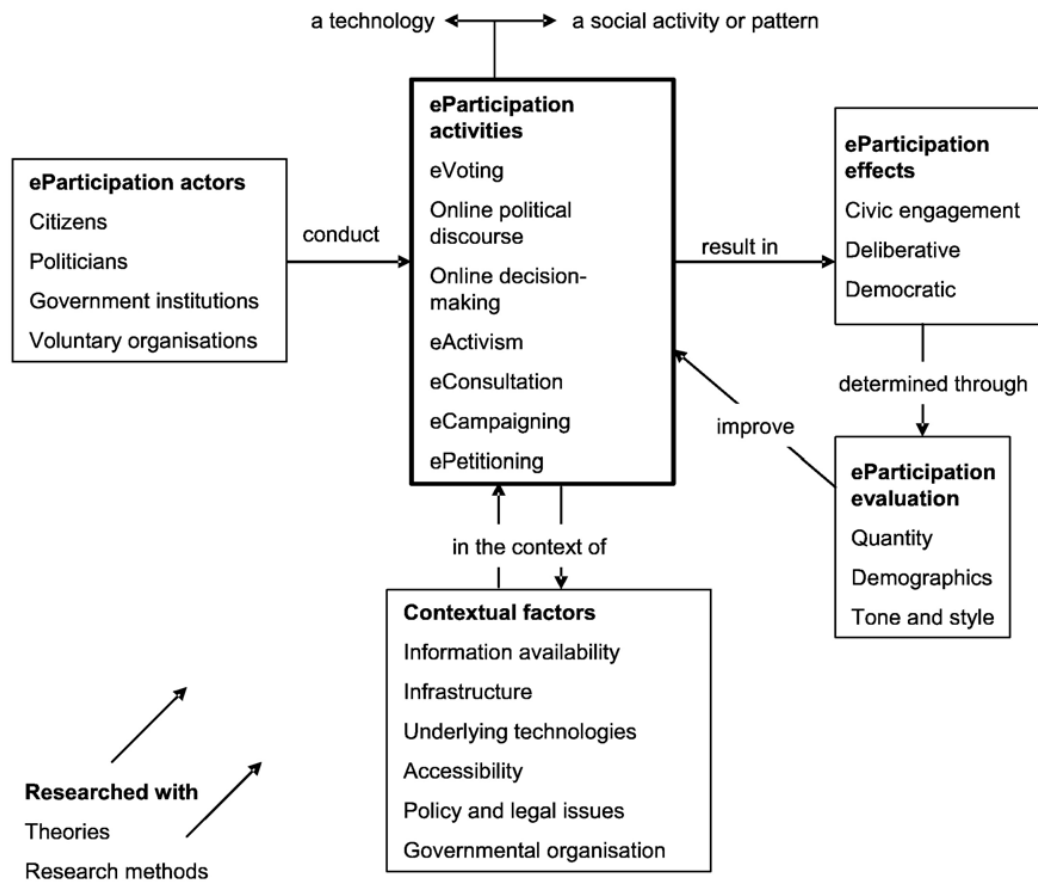


Figure 2.2: The shape of the eParticipation field (source: Sæbø et al., (2008:417))

This depiction tends to improve eParticipation activities thus limits the field to technology related issues inconsiderate of outcomes including better governance, citizens empowerment or better service delivery and greater legitimacy for government.

This framework was revised by Medaglia (2012:348) who added “*transparency and openness*” into eParticipation evaluation type of research.

This thesis looks at stakeholder groups as suggested in section 2.3.3, instead of *actors*; and it explores -rather than *evaluates*- the use of Mobile, Web and Social media in public participation in *contextual factors* and in consultation, in order to determine the place of eParticipation in the city of Cape Town.

2.3.2 eParticipation global review

The closer we come to the actual formulation and implementation of government policy the more difficult it seems to influence anything. Early opinions included that:

“Online citizen engagement in policy-making is new and examples of good practice are scarce” (OECD 2003a).

While community members sourcing of ICT does sometimes resort to government, it has been reported that more than half of all e-government projects fail (Heeks 2002). However, online citizen activities in blogs, forums and social networks mostly hosted by private organisations and individuals are spurring all over the world. Cases include the election of USA 2008 presidential which saw an unprecedented use of the Web for political debate, engagement, or rally organisation leading to the election of the first African American to the position (Bagui & Parker, 2009), SMS and Internet use which contributed to the Arab Spring revolution (Hofheinz, 2005; Howard & Hussain, 2011),

eGovernment initiatives dedicated to eParticipation count amongst them. However, experts have since suggested frameworks for assessing the quality of an implementation of eParticipation from a governmental perspective; and the prospect of success is still seen as very real with the full inclusion of the participation of projects recipient at all stages (Andersen & Henriksen, 2006; Gupta & Jana, 2003; Heeks, 2006; Macintosh, 2006; UNDP, 2007; Tambouris, Liotas, et al., 2007; Thakur, 2009).

Of course, success can be seen from two perspectives. From the citizen's perspective success would comprise more appropriate services, more effectively delivered, at a lower cost to the individual, as well as human and social capital. From the government's perspective success might derive from these same things (where the views of the public carry some weight, it will be legitimacy) but in other circumstances a government might have quite different ambitions – to consolidate its own power base and collect more tax revenue, whilst delivering fewer services at the lowest possible cost.

The European commission funded numerous research projects within its boundaries; with the objective of exploring, understanding and describing e-Participation initiatives or

“efforts to broaden and deepen political participation by enabling citizens to connect with one another and with their elected representatives and governments, using ICTs” (Avdic et al. 2008; Tambouris, A Macintosh, et al. 2007).

The Democracy Network of Excellence or Demo-net is one of them. That project brings deep insight on eParticipation, by providing research directions, research network, working definitions, case studies, first hand findings, frameworks, models and pertaining theories (Avdic et al. 2008; Tambouris, A Macintosh, et al. 2007). Unfortunately, Africa is not Europe and Demo-net was not extended to the African continent where democracy of *façade*, citizens' misinformation and meagre and derelict technology infrastructure rule.

Other countries in the world have worked on eGovernment and recorded various results which impacted on eParticipation. According to Dutta and Mia (Dutta & Mia 2011) the ten countries with the best technology readiness are: Sweden, Singapore, Finland, Denmark, USA, Switzerland, Taiwan-China, Canada, Norway and Republic of Korea; The United Nations (UN, 2012:126) consider the best ten e-government countries are: Republic of Korea, Netherlands, United Kingdom, Denmark, USA, France, Sweden, Norway, Finland, and Singapore. It is interesting to observe that some countries including Egypt or the Russian Federation with a low technology readiness and with ineffective eGovernment rank rather high in their implementation of eParticipation.

However, there is no argument that all the countries with good e-government in place are developed, wealthy countries; countries at the other end of the queue are the least developed and mostly in sub-Saharan Africa. In the middle are the developing or emerging countries like South Africa.

2.3.3 eParticipation stakeholders

A democratic government must address its internal and external *stakeholders*, grouped according to their significance and influence. Public participation involves numerous groups of stakeholders, but this study draws on information society framework by Taylor (2004:117), Taylor & Bytheway (2006) and Taylor et al. (2010), that considers individuals, communities, businesses and government (see Table 2.3). However, the study focuses (because of limitations of time and resources availability) on the interaction between *individuals in communities* and the *local government*. Interactions with other stakeholders mentioned here will be included where appropriate to support some arguments.

Table 2.3: Cape Town e-participation stakeholder groups (source: Author)			
Individual	Community	Business	Government
Citizens members of a community	Organisations representing communities	Organisations for profit with a stake in eParticipation	Government Spheres and institutions in S.A
Inhabitant of Subcouncils 17 and 16	CBO CSO NGO Churches Mosque Temples National Council of churches and religions Organisations for research and Development	IT and Telecommunication industries: Vodacom, MTN, Cell C, 8ta, Virgin mobile, Accenture, SAP, Gartner, etc. Service providers Manufacturers Other industries (health, food, agriculture, transport, entertainment) Pawn shops Organised crime	Local Government City council MAYCO and portfolio committees Subcouncil Ward Councillor The city ombudsman City directorates and departments Local Government staff
			Provincial Government Directorate: Public participation Provincial office of the public protector National Government DPLG DOC DOST Office of Government CIO SITA Office of the public protector National Assembly of SA National council of

			Province council Independent Electoral Commission (IEC) South African Human rights commission DO Justice
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2.3.3.1 Individual

In this study, the *individual in communities or Individual or community member* is represented by interviewees who are not members of government, but citizens, residing in Subcouncils 17 and 16 of Cape Town.

Critical Realism (see chapter III) views an individual as a human being member of a community that has agency and lives under the conditions within which he/she exists and participates (Bhaskar, 1978; Bhaskar, 1989; Bhaskar, 1998).

2.3.3.2 Community

What is a community? Is it an association of individuals around a unity of will or self-interest suggested by Tonnies (1887); a group of people unified in a strange regressive madness as Le Bon (1895) pointed; people showing a sense of belonging or fellowship to a gathering as envisioned by Mcmillan and Chavis (1986); situational alliance of individuals as in Scott Peck (1987) idea; or a mix of all those as Gurstein (2000) sees it?

In this study, *communities or community organisations* are seen as and limited to those non-governmental and non-for-profit organisations grounded in Subcouncils 17 and 16 of Cape Town that this research had access to. However, they are considered to be groups of interacting individuals living with (or having a sense of belonging with) those within a shared geographically defined location and bound with a common history, power structure, social and cultural norms. That definition can be framed with Bashkar's *Transformational Model of Social Activity* or TMSA as presented by Harvey (2002).

2.3.3.3 Business

For the purpose of this study, businesses are non-governmental for-profit organisations providing goods and services to stakeholders of public participation within Subcouncils 17 and 16.

There is no agreed definition of *business* with various proposition directed towards its aim or purpose (wealth creation, innovation diffusion, achievement of goals), its activities (provide goods and services), its stakeholders (owners, employees, customers, etc), or its properties (size, type of output, geographic extent of activities, etc). But a business is generally seen as an organisation that provides some sort of satisfaction to present or generated needs in goods and services in society, at a cost that is born by their customers (O'Sullivan & Sheffrin, 2003).

2.3.3.4 Government

For the purpose of this study, government is seen through the local government officials of the city of Cape Town invested with authority and power, and who are the closest to individuals in the communities that this research has had access to: this includes Ward councillors, decentralised city Subcouncils' managers and line departments.

It is not easy to define *government* as evidenced by the numerous and various definitions present in the philosophical, social or political science literature. For instance questioning the nature of government, Locke (2005) saw a monstrous leviathan there and Rousseau (1762) suggested legitimate ideal forms and practices (such as republic or social contract). At least the idea of government being a social structure invested with authority and power (Keohane & Nye, 2000:12) remains common to all.

2.3.4 eParticipation stakeholder needs

2.3.4.1 The needs of the individual

According to the OECD (2003) it is the need for efficient public service delivery that drives e-government today (OECD 2003a). Of course efficiency is a worthwhile aim but effective service delivery means to listening to people and understanding what they really want in order to provide them with the services that will truly satisfy their needs most effectively (Heeks, 2006). That means building citizen-centred capabilities that will enable access to government information, the articulation of public opinion, and the realisation of needed services.

There are examples of successful technology-enhanced public participation. According to Smith, speaking recently about the United States of America,

"as government agencies at all levels bring their services on-line, Americans are turning in large numbers to government Websites to access information and services" (Smith 2010).

Smith (2010) reports that 82% of Internet users in the USA now go online seeking governmental information; and 23% of them participate in forums and discussions about policies and services. During the recent passing of the US health care reform legislation, there was abundant use of the Internet as the public monitored legislative progress, accessed relevant information, and discussed it in endless detail with their friends (and, no doubt, with strangers in chat rooms and blogs). As well as providing access to information, the resultant activity acted as a barometer of what people actually thought, thereby aiding those who actually had to take the policy decisions.

Hence we see that there are nation-wide benefits, but there are also benefits at the level of the individual city. For example, Peixoto (2008) reports that Belo Horizonte in Brazil achieved successful electronic participation (around a Web platform design) that was well received and proved more engaging in terms of appeal and participation than traditional forms of participation (Peixoto, 2008).

These examples show that ICT has the potential to bring about community empowerment, better service delivery, and to improve public participation processes.

2.3.4.2 The needs of government

Governments have limited resources and must endeavour to cater for the needs of all people. Hence, in democratic settings, they have to be good listeners, diligent and dedicated servants to achieve the legitimacy they deserve (Denhardt & Denhardt, 2000); but sometimes, they are crippled with all sorts of dysfunction like corruption, abuses, fraud, and other crimes impeding that achievement.

Schuler and Day (2004) remind us that those who already have power are the ones who might first make effective and immediate use of technology, to consolidate and maintain their position of power and restrict access to useful information by the powerless (Schuler & Day, 2004). This could be through faulty or inappropriate mechanisms of participation, or it could be deliberate.

An example is provided by Kuzma (2009) who noticed that most of the Web sites for Members of Parliament in the United Kingdom government – intended to be informative and participative – do not even meet legal mandates and industry accessibility guidelines (Kuzma, 2009). This effectively limited access to information, especially by people with disabilities. This might be seen as an innocent example, originating in incompetence, but of course there are other Web sites that offer little more than propaganda and (in extreme cases) Web sites that promote the views of anarchistic groups who pretend to operate at the level of government, even if they have no mandate to represent anyone except themselves.

2.3.5 Technology as Mobile, Web and Social media

In this study, technologies that are considered include *Mobile, Web and Social media systems* constituting a channel used by all stakeholders of public participation for the purpose of consultation concerning emerging by-laws and policies. Consideration is given to infrastructural elements such as:

- The mobile handset (Cell phone, tablet PC, PDA. etc.),
- Through communication media (cellular networks, ADSL, Optical fibre, etc.),
- The World Wide Web and social networking applications,
- Local government supporting backend systems (routers, servers, ERP systems, etc.),
- Regulation, standards and practices dealing with the management of electronic communication transactions.

A simplistic view of the mobile channel referred to in this document is given in Figure 2.3.

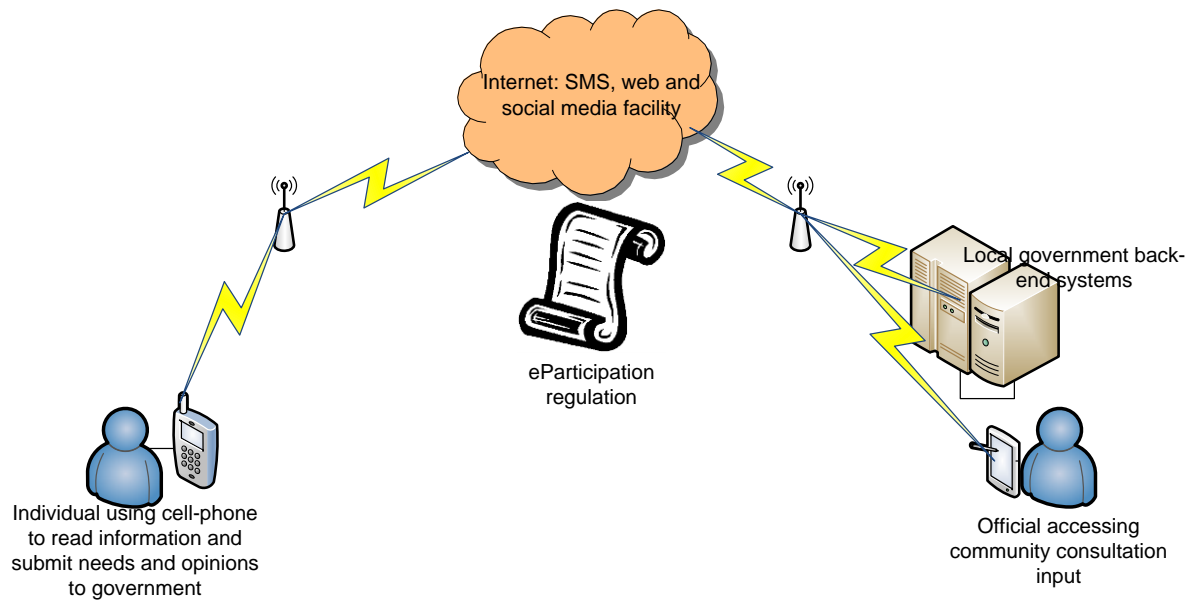


Figure 2.3: A simple view of a mobile channel for eParticipation

Authors writing about technology describe a design for instrumental action that reduces the uncertainty in the cause-effect relationships involved in achieving the desired outcome (Rogers, 1995) or “a *social practice that embodies the capacity of societies to transform themselves by creating and manipulating not only physical objects, but also symbols and cultural forms*” (Mordini 2007). These very broad definitions highlight the bond between the social and the technical, allowing consideration of ICTs in general and mobile, web and social media in particular, as complete members of the social plot, which is shaped and transformed by technology.

Research has suggested a number of eParticipation tools: Weblogs, Web Portals, Search Engines, Webcasting / Podcasting, Mailing Lists / Newsgroups, Chat Rooms, Wikis, Online Survey Tools, Deliberative Survey Tools, Content Analysis Tools, Content Management Tools, Collaborative Management Tools, Computer Supported Cooperative Work (CSCW), Collaborative Environments, Consultation Platforms, Argument Visualization Tools, Natural Language Interfaces (Tambouris, Macintosh, et al., 2007; Tambouris, Liotas, et al., 2007); Coleman and Gotze (2001:24) summarise these Web tools as follow:

*“E-mail (one-to-one)
 Instant messaging (one-to-one, few-to-few)
 Mailing lists and newsgroups (many-to-many)
 Forms (one-to-one and one-to-many) (from guest books to Weblogs)
 Chat rooms (one-to-one, one-to-many and many-to-many)
 Linear/threaded asynchronous bulletin boards (many-to-many)” (Coleman & Gotze, 2001:24)*

2.3.6 eParticipation adoption and use.

An important aspect of technology is the way it spreads within a community. Rogers (1995) suggested a process that he labelled “*diffusion*” by which an innovation is communicated through certain channels over time amongst the members of a social system. That process implies that eParticipation, an example of ICT innovations, which would be in general an idea, practice, or object that is perceived

as new, would be broadly taken up by an inner momentum that leads to discovery, adoption and use from users.

Other authors consider that technology propagates by a momentum created within heterogeneous social networks of *actors (human)* and *actants (non-human)* leading to a particular technological innovation to be taken up (Latour, 2005; Callon, 1986; Callon & Law, 1997). According to that view, well known as Actor Network Theory or ANT, technology adoption and use is very much the result of complex dynamics framed in steps of a process called "*Translation*" throughout heterogeneous networks of stakeholders including the technology.

It can be argued that public participation in government shares some of the characteristics of marketing and advertising where business strive to understand consumers' needs in the same way that government strives to understand citizens' needs (although with a different motivation). Touching on consumers' perceptions and attitudes of mobile advertising, Carroll, Barnes, Scornavacca, and Fletcher (2007:89) proposed four main factors to customer acceptance of mobile advertising: permission, wireless service provider control, content and delivery. They found that consumers had different acceptance thresholds depending on the experiences they have had in the past. Hence would they be more likely to want the same control they have had over their Web communications or social media applications; controlling the type of information sent, how it is sent and who sends it (Carroll et al., 2007:93). This may be an important message for eParticipation.

The study looks at the adoption and use of Mobile, Web and Social media systems for eParticipation in the city of Cape Town, with the assumption that there is a need for relevant arrangements within the networks and among the actors of the process.

2.3.7 Summary

This section elaborated on eParticipation research within the realm of eDemocracy with very strong bonds with eGovernment. This study is considered exploring eParticipation in the city of Cape Town. Stakeholders considered here are the *Individual* who is a community member and *local government* represented by officials: all other stakeholders are peripheral to the study but are included where it is useful or necessary. The technology focus is on Mobile, Web and Social media when integrated into the processes of public participation: this is the mobile channel that is examined in order to describe the adoption and use of eParticipation in the city of Cape Town.

The section that follows introduces other research domains contributing to eParticipation literature and which are relevant to this study.

2.4 Other research domains related to eParticipation

It is important to take research such as this in its proper context, and it is found that eParticipation is commonly featured in four related domains of research: ICT for Development (ICT4D), E-Governance, Social Informatics and Community Informatics (S&CI).

2.4.1 ICT4D

The main focus of this study is around community adoption and use of eParticipation initiatives, and their contribution to the condition of existence of individuals in communities. It therefore sits well with ICT4D or Information and Communication Technology for Development which is a field of research focusing on applying ICTs for sustainable and scalable in international development (Heeks 2008). Discussing the impact of technology, Heeks (2010) argues:

“As ICTs have spread into poor communities, a few shards of evidence of the mirror image have emerged; a ‘digital divide’ that sees those who do not own and those who cannot access ICTs also benefiting.” (Heeks, 2010:632)

The field suggest a “*per-poor*” approach to development that fosters the participation of service recipient to the *mise-en-oeuvre* of solutions, creating room for local improvisation and innovation (Avgerou & Walsham, 2001; Leach & Scoones, 2006; Heeks, 2008).

ICT4D contributes to eParticipation and inspires this study with its participative approach to suggesting solutions, and by proposing cost effective and efficient electronic means and methods which foster interactions between individuals in community and local government.

2.4.2 Social informatics and community informatics – S & CI

Any social context that adopts a technological innovation will be transformed in some extents. In 1999, Rob Kling defined *Social Informatics* as the interdisciplinary study of designs, uses and consequences of information technologies that takes into account their interaction with institutional and cultural contexts (Kling, 1999; Sawyer and Rosenbaum, 2000). This is concerned with people advancing their personal agenda or supporting the fulfilment of their needs using technology in public participation.

Michael Gurstein (2000) introduced the notion of *Community Informatics*, which he describes as a discipline that connects economic and social development efforts with opportunities enabled by the use of technology, such as eCommerce, community networks and telecentres, e-democracy, and others. He sees the potential of technology for breaking through cultures, distances, religions, geographical boundaries, social bias and other differences, and focuses on the community as a nucleus that can be considered for the best good of the individuals living in it. In this view, the fulfilment of individual needs derives from the community within which they live.

Gurstein (2000) ideas are developed by Gunilla Bradley (2006), who defined a framework for social informatics entitled ‘*Theoretical model on computer technology and work environment*’, describing the way individuals handle ICTs and use them to fulfil their fundamental needs such as self-determination, meaningful work or association and identification with teams. The focus here is around a psychosocial perspective placing the individual at the centre of the community, generating connections from that “centre” to its neighbourhood in order to fulfil its needs. The fulfilment here is seen coming more from the individual.

2.4.3 E-Governance

eGovernance or electronic Governance is concerned with rules, processes, actors and institutions which use of ICTs enables influence, integration, and interaction (Anttiroiko, 2003). eGovernance can be approached as the product of a convergence between the pervasive developments in ICT and a view of the machinery of the state acting with authority and creating formal obligations to be polycentric networks of governance based upon horizontal interactions between diverse actors within complex, dynamic and multi-layered societies (Coleman, 2005; Bevir, 2006; Palvia & Sharma, 2007). It means that the concept of governing was widened beyond the scope of government to include private institutions and individuals as co-governor of the state. That view of governing is holistic and implies *De Facto* very dense complexities to deal with when examining it.

eGovernance can also be seen at the convergence of eDemocracy and eGovernment in areas including online consultations integrating civil society with officials, the internal democratization of the public sector itself, the involvement of users in the design and delivery of public services, and the diffusion of open-source collaboration in public organizations (Chadwick, 2003).

This study is strongly related to eGovernance research because of its scope touching at citizens and institutions of the state ICT mediated mechanism of influence, integration and interaction (Anttiroiko, 2003; Chadwick & May, 2003). However the study was specifically conceptualised within eDemocracy in order to emphasise its democratic grounding that empowers community members and focus its endeavours on the mobile, web and social media mediated interaction between the local government of the city of Cape Town and the community members they serve.

2.4.4 Summary

In summary, eParticipation is concerned with improving individual circumstances by allowing them to articulate their needs and opinions to government in order to obtain greater quality level of service delivery in return. The study can also embrace other research fields looking at the use of ICT to provide sustainable development of communities (ICT4D) and how technology contributes to individuals and community needs alleviation and the creation of opportunities (S&CI). However the study delineate its scope out of eGovernance under which it can easily fall, down to eDemocracy more relevant to it citizens engagement focus.

The section that follows presents relevant theories considered in this study for the assessment of adoption and use of eParticipation.

2.5 Theories with which to assess the adoption and use of eParticipation

Numerous authors describe and report on innovative methods, models and frameworks related to eParticipation; but here just three indicative (and potentially useful) approaches were chosen:

- eParticipation assessment (two frameworks from Tambouris and Macintosh)

- Technology acceptance and use (Venkatesh et al.)
- Technology enactment (Fountain)

2.5.1 Frameworks for assessing e-participation initiatives

Tambouris et al (2007) suggest an eParticipation assessment framework looking at participation areas (including consultation), methods employed for participation (traditional, ICT or mixed, and including submission at a mail box or emailing the opinion), and ICT tools or systems utilized (including Web portals or an email system). One of the most important benefits of this framework was to separate out the democratic process of public participation (without ICT input), the methods implemented and the technology involved. For this study, the focus within participation is consultation, the methods are those used by the city of Cape Town for consultation and Mobile, Web and Social media are the technologies involved.

Macintosh (2004) and Macintosh & Whyte (2006; 2008) provide a framework that can be used to assess e-participation using a wide range of considerations ranging from the Level of participation (Inform, consult and Involve) to Critical success factors (Political, legal, cultural, economic and technological factors) (see Table 2.4). The framework is a very useful tool in assessing an eParticipation initiative holistically, within a specific context.

Table 2.4: Framework for characterising e-participation (Macintosh, 2004; Macintosh & Whyte, 2008)	
Dimension	Description
1. Level of participation	what level of detail, or how far to engage citizens
2. Stage in decision-making	when to engage
3. Actors	who should be engaged and by whom
4. Technologies	used how and with what to engage citizens
5. Rules of engagement	what personal information will be needed/collected
6. Duration & sustainability	for what period of time
7 Accessibility	how many citizens participated and from where
8. Resources and Promotion	how much did it cost and how wide was it advertised
9. Evaluation and Outcomes	methodological approach and results;
10. Critical success factors	political, legal, cultural, economic, technological factors

Macintosh framework looks at eParticipation from a governmental view point and does not assist much when it comes to issues of individual readiness or to factors affecting individuals' willingness to engage with eParticipation.

In summary, this sub-section suggests to approach the assessment of an eParticipation initiative using a separation of the democratic process of participation from methods of implementation and the technology involve, throughout a lifecycle of steps. However, the two frameworks were found unable to assist in examining individuals' willingness to adopt and use eParticipation.

The next sub-section addresses the adoption and use of technology, and it examines the means to clarify whether Individuals and Local Government are ready and willing to use Mobile, Web and Social media for public participation.

2.5.2 Unified Theories of Acceptance and Use of Technology– UTAUT

In order to use ICTs for a purpose, Davis (1989) argues that the individual would accept and adopt them following a path framed by his Technology Acceptance Model (TAM), based on the Theory of Reasoned Action (Fishbein & Ajzen, 1975; Ajzen & Fishbein, 1980) around the beliefs of *perceived ease of use* and *perceived usefulness* of a technology. The model tells you if the technology will/won't be, or is/isn't accepted, but it does not inform about the reasons why.

Viswanath Venkatesh extended the model by introducing psychological determinants like control, intrinsic motivation and emotions with the perspective of adjusting and anchoring the two TAM beliefs (Venkatesh, 2000). That gives to it the ability to explain the behaviours resulting from an initial interaction with the technology and more over predicting the result of continuous usage. Because of its popularity, numerous authors have added to it and a unified view was reached amongst the main theorists, deepening further the understanding of the effects of psychological factors in technology acceptance, in a Unified Theory of Acceptance and Use of Technology (UTAUT) (Venkatesh, Morris, Davis and Davis, 2003:447).

This new theory is a combination of the Theory of Reasoned Action (TRA), Technology Acceptance Model (TAM2), Motivation Model (MM), Theory of Planned Behavior (TPB), Combined TAM and TPB (C-TAM-TPB), Model of PC Utilization (MPCU), Innovation Diffusion Theory (IDT), and the Social Cognitive Theory (SCT). UTAUT looks at *Behavioural Intention* and the *Use Behaviour* of technology. The first element has three direct determinants: *performance expectancy*, *effort expectancy*, and *social influence*; and the second has one direct determinant which is *facilitating conditions*; and four moderators which are *gender*, *age*, *experience*, and *voluntariness of use*. The tool suggests a robust path towards understanding how people would get ready to engage for a new purpose or in a new way (like public participation in government) using technology.

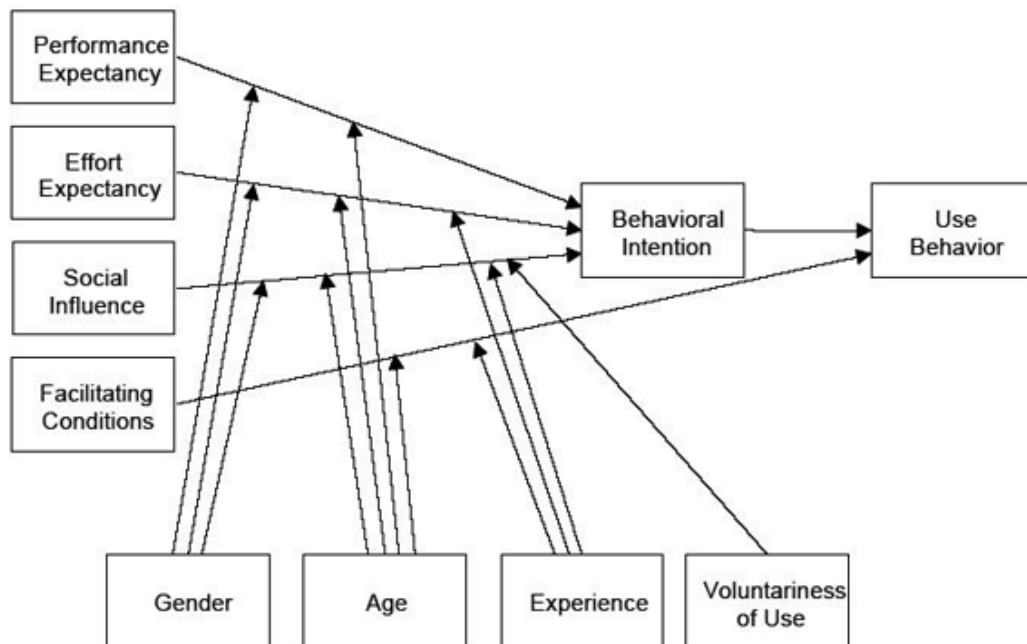


Figure 2.4: UTAUT (Venkatesh et al., 2003:447)

At this point, the study looks for direct determinants of adoption of technology and for that purpose defines two main constructs: *Perceptions and Attitudes*, and *Social Facilitation* (See section 2.8.1 and Table 2.6). These constructs can be mapped upon UTAUT with the objective to get a direct determinant to using technology for public participation. The mapping would be arranged using *Performance expectancy, Effort expectancy and Behavioural intention* in one hand as a direct determinant; and *Social influence and Facilitating conditions* as another direct determinant of that use of ICTs. That gives to the study two possible direct determinants of use behaviour of ICT innovation which were used to investigate individuals' intention and willingness to use Mobile, Web and Social media; and to investigate Local government preparedness to embark on the eParticipation venture.

It is to note that these research constructs are not UTAUT equivalent because empirical evidence to support UTAUT does not assist with the scope of this study. As a matter of nature, individuals and government processes of adoption of technology are different and follow different dynamics. In addition, the relationship between individuals and government concerning technology adoption suggests a state of interdependence that UTAUT render difficult to frame out. Henceforth, UTAUT concepts were reused and augmented with notions from other field of studies (ICT4D, S&CI and eGovernance).

Therefore:

- **Perceptions and Attitudes** as a direct determinant of *Use Behaviour* or technology usage: Perceptions will be a merger of UTAUT's *Performance expectancy* and *Effort expectancy*, while Attitudes will be made of UTAUT's *Behavioural intention*; making of UTAUT's.

- **Social facilitation** as a direct determinant of *Use Behaviour* or technology usage: would be a merger of UTAUT's *Social influence* and *Facilitating conditions* making of it a direct determinant of technology usage.

It is to recall here that:

“Performance expectancy is defined as the degree to which an individual believes that using the system will help him or her to attain gains in job performance

Effort expectancy is defined as the degree of ease associated with the use of the system.

Social influence is defined as the degree to which an individual perceives that important others believe he or she should use the new system.

Facilitating conditions are defined as the degree to which an individual believes that an organizational and technical infrastructure exists to support use of the system.” (Venkatesh et al., 2003:447-454)

The study considers *perceptions* as beliefs about social reality and *attitudes* as reactions in favour or in opposition to the threat or opportunity perceived with the social reality considered. In that sense *perceptions* precede *attitudes*.

The next sub-section examines government enactment of technology.

2.5.3 Technology enactment framework - TEF

In 2001, Jane Fountain (2001) produced the Technology Enactment Framework (TEF) which was revised in 2004. This framework breaks down the dynamics which drives government to use technology as follows: Objective ICT, Organisation form, Institutional arrangement, Enacted Technology and the Outcome of the process. It also suggests descriptions of how despite allocating resources for ICT investments it happens that instead of expected outcomes, initial government strategic objectives are not achieved.

Even though there are some critics of the TEF around for example weak anchors with general systems theories of organisations which separates technical and social issues (Schellong, 2007), it provides guidance on where to look in order to understand what causes the noticed outcome of technology enactment in government.

The Framework was revised several times to integrate the process stakeholders as *actors*, (including citizens or individuals); allowing the alignment of actors' decisions and initiatives in order to overcome institutional impediments (Schellong, 2007) (see Figure 2.5).

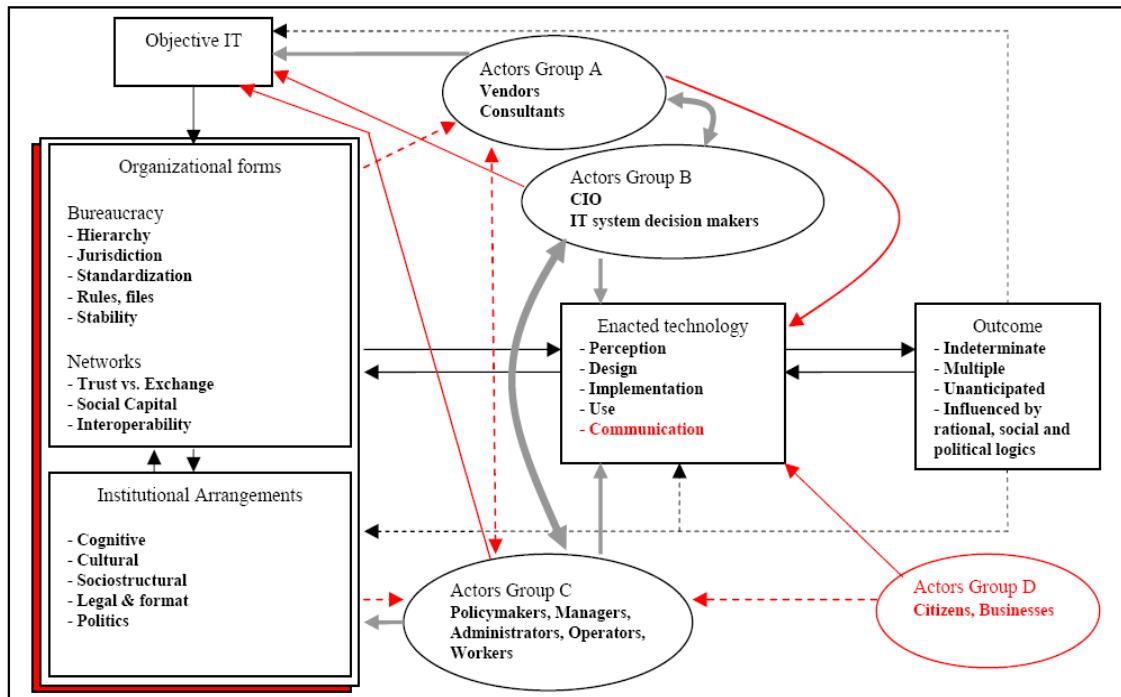


Figure 2.5: Technology enactment framework retrieved from Schellong (2007)

From an exploratory viewpoint, the framework is as suggestive as a first hand roadmap to reaching out to discovering factors and reasons which led to the visible outcome of using the enacted technology.

2.5.4 Summary

In summary, eParticipation adoption and use will be assessed in this study by looking at the stages in the participation process, the method of participation, and at the technology involved. That overall direction will be deepened using the framework for characterising eParticipation initiatives; and grounded with elements of understanding of individuals adoption and use, and elements of understanding of government enactment of technology.

The following section presents barriers and challenges to eParticipation as suggested in the literature.

2.6 Challenges to eParticipation

eParticipation emergence is arguably the product of breaking through barriers and overcoming challenges to providing technology to support and enhance public participation in government. This section develops on barriers to eParticipation, IT strategy and planning challenges, and the digital divide.

2.6.1 Objections to eParticipation

Stephen Coleman and John Gotze (2001:15-17) proposed seven objections to online public engagement: *Selection and representation; Managing expectations; Apathy; Lack of public information; Digital exclusion; Empowering the bureaucracy.*

Tambouris, Macintosh, et al., (2007:13) suggested principal barriers to eParticipation as: *Political-strategic; Organisational and legal barriers; Value definition barriers; Social barriers; Deployment barriers.*

The study uses these elements in order to determine what hinders the use of Mobile, Web and Social media in public participation in the city of Cape Town.

2.6.2 IT Strategy and planning challenges

Di Maio et al (2010) argue that the challenges of e-government can be narrowed in scope for e-participation. IT strategy and planning will be geared around alignment to government goals for public participation, and driven by the need for service delivery to the public (Di Maio et al., 2010). IT sourcing will look at technology to achieve standardisation, integration, consolidation, and scalability, as well as the potential to contribute to participation processes within different government domains.

The study examines at elements of the city of Cape Town IT strategy and planning relevant to using Mobile, Web and Social media for public participation.

2.6.3 Digital divide

The digital divide is understood here as the difference in ICT infrastructure, e-skills, and access to ICT artefacts between Subcouncils of the city of Cape Town.

Norris (2001) saw in the digital divide a mix of global divide (Internet access divergence between developed and developing countries), a social divide (rich and poor access to information through ICT in a country) and a democratic divide (using ICT for participation in public life). Warschauer (2001) reconceptualised the Digital Divide to see only a social inclusion issue in it; while the OECD (2001) defined it as

“the gap between individuals, households, businesses and geographic areas at different socio-economic levels with regard both to their opportunities to access information and communication technologies (ICTs) and to their use of the Internet for a wide variety of activities” (OECD, 2001)

Questions arise about remediating to or bridging the digital divide. Can it be bridged by throwing data into the gap, or by the introduction of externally-developed innovative ideas and solutions?

Warschauer (2001) suggested approaching the digital divide issue with an “*effective use of ICTs*” in accessing, adapting and creating knowledge, in order to manage physical, digital, human, and social resources which support social inclusion.

The study considers the digital divide as a factor contributing to enable or disable the use of Mobile, Web and Social media for public participation.

2.7 Proposed solutions

Tat-Kei Ho (2002) in considering local government in the information era acknowledged the move towards eGovernment and called for a paradigm shift in order to overcome the pitfalls of such a venture. That idea was taken in consideration by many authors who suggested ways to fill up the gap

of the digital divide and to ease the needed transformation with the “effective use of ICT” and Open Government initiatives, as the most prominent.

2.7.1 Effective use of ICT

Gurstein (2003) advanced the ‘Effective use of ICT’ as a community informatics strategy towards harnessing ICTs potential for the common good. He defined that expression as:

“The capacity and opportunity to successfully integrate ICTs into the accomplishment of self or collaboratively identified goals” (Gurstein, 2003)

. And he devised a framework for implementation:

1. *Carriage facilities: this element refers to the telecommunication service infrastructure status*
2. *Input/output devices: the device/artefacts used to connect*
3. *Tools and supports: Required tools and elements of support in change steps*
4. *Content services: Availability of required information for specific developing purposes*
5. *Service access/provision: Transactional capacities*
6. *Social facilitation: human and social capital of elements fostering the effective use of ICT*
7. *Governance: Financial, regulatory, “In many cases effective use will require an enabling financial structure, a supportive (or at least not inhibiting) legal or regulatory system and political support.” (Gurstein, 2003:n.p)*

The problem here is that the “effective use of ICT” strategy is vague about which stakeholder should drive the process that implements it. That strategy, within the context of eParticipation, seems to read properly when the driving agent is government and community members are mere recipients. Thus the framework will be considered in questioning the “effective use of ICT” in public participation, especially in government initiatives for eParticipation.

It is to note here that the meaning given to the construct ‘*social facilitation*’ in Gurstein’s framework is acknowledged but not used in this study.

2.7.2 Open government

eParticipation is considered in this study as an opportunity for openness and inclusion in governance for effective law and policy making.

In calling for the opening of policy-making processes, to get more people and organisations involved in shaping and delivering European Union policy, the European Commission put five principles for good governance forward: openness, participation, accountability, effectiveness and coherence (European Commission, 2001:10).

The OECD (2009) estimated that open and inclusive policy making could help achieve greater trust in government, better outcomes at less cost, higher compliance, equity of access to public policy making and services, leveraging knowledge and resources, and innovative solutions to issues (OECD, 2009:23-24). It seems to echo on these words of Denhardt & Denhardt (2000):

“The aim is to make sure that government is open and accessible, that it is responsive and that it operates to serve citizens and create opportunities for citizenship” (Denhardt & Denhardt, 2000:555)

Although the context that is the city of Cape Town is a small portion of the global realm, these interesting ideas from the literature provide the insights towards a conceptual model that guided the exploration of the use of mobile, web and social media for consultation for law and policy making in the city.

2.8 Extended conceptualisation using the literature

From the simple idea of a “demand and supply” view of public participation presented in Figure 1.1 (pg1), this review of the literature allows the conceptualisation to be extended to reflect a government *democratic engagement and openness to change*, in response to community members *Intention to participate using Mobile, Web and Social media* as a product of being informed by the work of others.

2.8.1 Research “*a priori theory*”

At the start this study introduced a central construct, *Intensity of eParticipation*, to represent the frequency and influence of the “*use behaviour*” of eParticipation on law and policy making in a given locality. An other central construct that is widely evident in the literature is *eParticipation readiness* representing the building blocks that characterise eParticipation.

Intensity of eParticipation responds to the following question:

- How does the use of Mobile, Web and Social media help and hinder public participation in the city of Cape Town?

eParticipation readiness addresses the following questions:

- What are cultures and social structures for eParticipation in the city of Cape Town?
- What are individuals Mobile, Web and Social media resources in the city of Cape Town?
- What is Cape Town eParticipation legal environment?
- What is Cape Town’s Mobile, Web and Social media infrastructure?
- What are Cape Town’s eParticipation initiatives?
- How do individuals use Mobile, Web and Social media?
- How does the local government of the city of Cape Town use Mobile, Web and Social media?

These constructs can be characterised by the elements of eParticipation found in the literature as recorded in the notes that follow and in Table 2.6.

First, consider *Intensity of eParticipation* for the key stakeholders chosen for the study, individuals and local government:

- ***Intensity of eParticipation*** is determined by Individuals’ *intention to participate using Mobile, Web and Social media* matched to the *democratic engagement and openness to change* of the government. Individual’s *Intention to participate using Mobile, Web and Social media* is determined by their *perceptions and attitudes*; while the local government of the city *Democratic engagement and openness to change* is determined by its level of *social facilitation* for eParticipation.

- Individuals **Intention to participate using Mobile, Web and Social media** is determined by their *perceptions and attitudes*
- local government of the city **Democratic engagement and openness to change** are determined by the organisation provision of *Social Facilitation*
- **Perceptions and attitudes** are the product of *Cultures and social structures, Mobile, Web and Social media, and use of Mobile, Web and Social media*. (See Table 2.5)
- **Social facilitation** regroups *eParticipation legal environment, Mobile, Web and Social media infrastructure, and Mobile, Web and Social media initiatives*. (see Table 2.5)

Second, consider *eParticipation readiness for the chosen stakeholders*:

- **Individuals eParticipation readiness** would be expressed as *intention to participate using Mobile, Web and Social media* in their cultures and social structures, in their resources and in how they are already using mobile Web and social media;
- **Local government eParticipation readiness** would be expressed as *democratic engagement and openness to change* in its legal environment, infrastructures, and initiatives

The arrangement of these key ideas is summarised in Table 2.5.

Table 2.5: Research conceptual framework with stakeholders (source: Author)		
Stakeholders/ Categories	Individuals	Local Government
Main categories	Perceptions and Attitudes	Social facilitation
Categories	Cultures and social structures	eParticipation legal environment
	Mobile, Web and Social media resources	Mobile, Web and Social media infrastructure
	Use of Mobile, Web and Social media	Mobile, Web and Social media initiatives

2.8.2 Research theoretical underpinning

The concepts of individuals' perceptions and attitudes, and local government social facilitation have been developed using the literature.

The concept of **Perceptions and Attitudes** was constructed using ideas from UTAUT and S&CI as they come together to predict individual use behaviour of technology. That construct determines how the product of cultural, economic and use behaviour translates into the use of Mobile, Web and Social media to achieve eParticipation. It draws from UTAUT:

- Performance and effort expectancy for the '*perceptions*' dimension,
- Behavioural intention for the '*Attitudes*' dimension,

- Use behaviour for its relation with fulfilling the individual fundamental needs described in literature from S&CI. (See Table 2.6)

The concept of **Social Facilitation** was constructed from UTAUT and TEF as they come together to predict local government use of technology. That construct translates the product of organisational culture, legal environment, infrastructures and initiatives towards using Mobile, Web and Social media for eParticipation. It draws from *Social influence* and *Facilitating conditions* of the UTAUT for the social perception dimension and from the TEF outcomes of enacted technologies (See Table 2.6).

Table 2.6: Framework of constructs, definition and references (source: Author)		
Categories	Definition	References
Perceptions and Attitudes <i>(Main Category)</i>	Perceptions and attitudes translate the product of cultural, economic and use behaviour of Mobile, Web and Social media that contribute to achieve eParticipation.	(Venkatesh et al., 2003; Venkatesh, 2000) (Gurstein, 2000; Bradley, 2006)
Cultures and social structures	Culture can be seen as an element of identification of a group of people. This category translates symbols, values (benefits) and norms for relating to self and to others, relating to authority, and relating to risk.	(Hall, 2000) (Schwartz, 1999; Doney et al., 1998)
Mobile, Web and Social media resources	Tools, regulations, and institutions providing means for individuals to participate	(Tambouris, A Macintosh, et al., 2007; Tambouris, Liotas, et al., 2007; S. Coleman & Gotze, 2001)
Use of Mobile, Web and Social media	Elements of individuals use of Mobile, Web and Social media relevant to eParticipation	(Venkatesh et al., 2003)(Gurstein, 2000; Bradley, 2006)
Social facilitation <i>(Main category)</i>	Product of organisational culture, legal environment, infrastructures and initiatives towards using Mobile, Web and Social media for eParticipation.	(Venkatesh et al., 2003) (Fountain, 2001)
eParticipation legal environment	Regulations pertaining to using Mobile, Web and Social media for public participation.	(Macintosh, 2004; Tambouris et al., 2007)
Mobile, Web and Social media infrastructure	Infrastructural elements constituting the mobile channel (e.g.: mobile device, cellular network services, city back end systems)	(Tambouris, Macintosh, et al., 2007; Coleman & Gotze, 2001) (Tambouris, Liotas, et al. 2007)
Mobile, Web and Social media initiatives	Local government initiatives pertaining to using Mobile, Web and Social media for public participation (e.g.: C3 system, city Web portal, smartcape access)	(Fountain, 2001; Schellong, 2007)

2.8.3 Research conceptual model

The conceptual model can now be extended to show how individuals' cultures and structures, resources and use of Mobile, Web and Social media determine their perceptions and attitudes which directly determine their *Intention to participate using Mobile, Web and Social media*; at the other side, local government eParticipation legal environment, Mobile, Web and Social media infrastructure, and eParticipation initiatives will determine its *social facilitation* which directly determines its *Democratic engagement and openness to change*.

The conceptual model suggests how the *Intensity of eParticipation* of a city or a locality would be determined by matching individuals' *Intention to participate using Mobile, Web and Social media* with their Local Government *Democratic engagement and openness to change* (See Figure 2.6).

Therefore, it might be anticipated that any element that strengthens perceptions and attitudes, or broadens social facilitation for consultation using Mobile, Web and Social media, would favour eParticipation in the city of Cape Town.

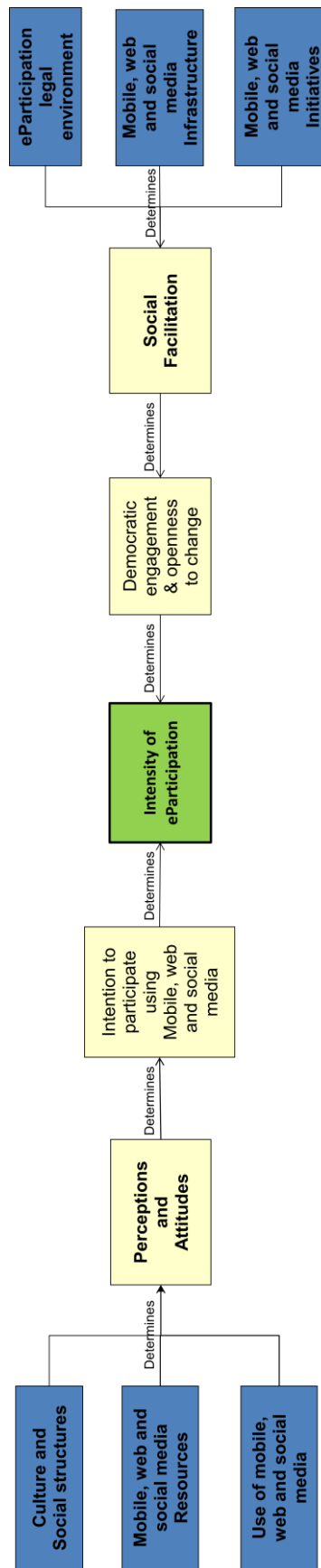


Figure 2.6: Research conceptual model (source: Author)

2.9 Conclusion

Democratic political systems and especially representative democracies rely on public participation as the “mortar” that binds their institutions together. They emphasize the need for government to build up community members’ knowledge of current issues with information, the need to solicit community expression of needs and opinions in consultation, and to involve communities in decision making. The process is then expected to bring social choice to local government decision making table and to influence the outcome that will be implemented in appropriate ways. As a communication process, public participation is imbued with elements of culture, social norms, human and social capital.

The Republic of South Africa, as a claimed deliberative, participative and representative democracy, calls for the stamp of public participation to be placed on every law or policy passed by government.

The literature review elaborated eParticipation within the realm of eDemocracy. In addition, it embraced other research fields including “ICT for Development”, “Social informatics and Community Informatics”, and “eGovernance”.

For the purpose of the study, the key stakeholders considered are the Individual (alone or within a community organisation) and the Local government in the city of Cape Town. The technology chosen is Mobile, Web and Social media.

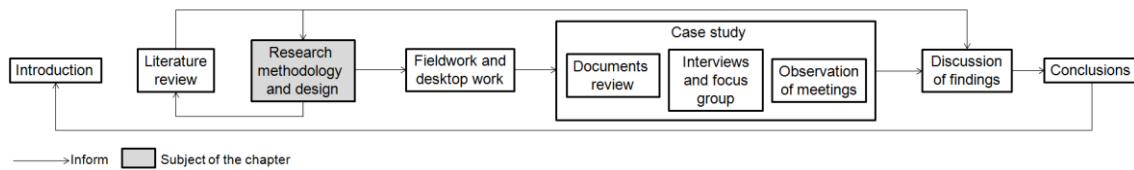
The adoption and use of eParticipation depends on how well and how far technology-based innovation penetrates a given community, acknowledging a relationship where community members and local government needs substantiate the need for eParticipation.

This study of eParticipation adoption and use proposes two workable constructs: *Perceptions and Attitudes* of individuals and *Social Facilitation* from local government.

Barriers and challenges were identified in political and strategic contexts, with IT strategy and planning, organisational and legal environment, value definition, social environment, and the Digital divide. In order to overcome these impediments, effective use of ICT and Open government initiatives have been proposed.

The next Chapter (Chapter III) describes how the study assessed “*Intensity of eParticipation*” in the city of Cape Town, based on Individuals perceptions and attitudes and local government social facilitation. This required considering the nature of social reality and how the chapter explains how this was established, and the methods employed.

CHAPTER III- RESEARCH METHODOLOGY AND DESIGN



3.1 Introduction

So far, a chain of theoretical complementarities has been drawn from relevant literature in order to position this research endeavour within the existing body of knowledge. A conceptual model has thereby been developed which will guide the collection and analysis of data.

The exploration of the effects whether positive or negative of using Mobile, Web and Social media for public participation in the city of Cape Town, demanded to understand the interdisciplinary, deductive, holistic, qualitative, and cross-sectional nature of this study. In effect, as an eParticipation research, the project needed to draw information from various research disciplines including political science and public management, social science, information systems, and computer science.

This chapter explains how the research was grounded in the Critical Realism philosophical paradigm and how the research set out to use existing knowledge, theories and models to work mainly with qualitative data. The research was bound by a limited time frame, with limited human and financial resources. The research was framed using Saunders, Lewis, and Thornhill (2009) “research onion”.

This chapter explains the framework that grounded the thinking behind the project and supported the choices of approaches, methodology and methods. It describes and justifies the nature of the research project, the Critical Realism research paradigmatic stand of this project, the holistic qualitative methodology considered, the methods employed for data collection (Interviews, Focus Group, Documents review) and analysis (qualitative content analysis), the criteria of interpreting data, limitations, assumptions and ethical considerations.

3.2 Research Paradigm

Andrew Collier (1994:17), Margaret Archer (1995:17), Geoff Walsham (1995:80), Garcia and Quek (1997), Philip J. Dobson (2002), and many other authors have argued the importance and influence of ontological position on research methodology and research design, and they have encouraged researchers to define their philosophical stand or research paradigm for more coherent and valuable research process and output.

Egon G. Guba and Yvonna S. Lincoln (1994:107) explain that a research paradigm is a “*basic belief system or worldview that guides the investigator, not only in choices of method but in ontologically and epistemologically fundamental ways*”. It is a grounding of philosophical position which explains the deepest reasons behind the particular choices, approaches, and assumptions made and followed throughout the inquiry.

Generally, in order to define a particular way of viewing the world (Burrell and Morgan, 1979:24), researchers argue according to what they believe is the nature of reality, their *ontological stand*; then according to what can be known about the reality, the *epistemological stand*; and then according to how they will access that knowledge, the *methodology* to follow.

For that purpose, numerous set of paradigms have been suggested to direct research in social and socio-technical fields. For example, Bernstein (1976) and Orlikowski and Baroudi (1991) have proposed positivist, interpretivist, and critical paradigms; Burrell and Morgan (1979) suggested four mutually exclusive paradigms including Radical Humanist, Radical Structuralist, Interpretivist and Functionalist; Lather (1992) has talked about feminist and post-structural perspectives; and Guba and Lincoln (2005) have argued for Positivism, Post-positivism, Critical theory, Constructivism and Participatory paradigms.

The Burrell and Morgan (1979:22) “quadrants” are one of the most used set of paradigms in socio-technical research. These quadrants position research on two axes: the nature of social science (Radical change or Regulatory) and the nature of knowledge produced (Subjective or Objective).

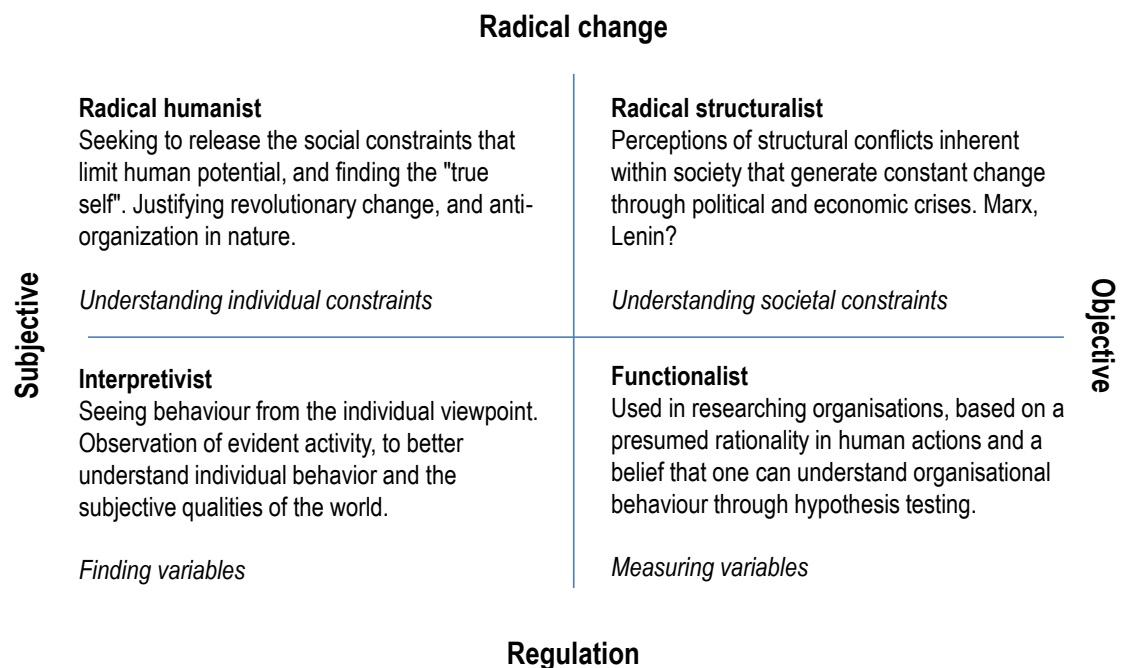


Figure 3.1: Burrell and Morgan quadrants (Burrell and Morgan, 1979:22)

The quadrants are intended to provide focus and philosophical underpinning assumptions for research; however, according to various critics they are confusing (for example Houghton and Ledington, 2002); they are said to enclose the whole field of information systems research in the functionalist and structural functionalist paradigms, or assume the blind application of natural science methods to social science.

Choosing the Radical humanist quadrant for instance (This one was chosen particularly because it is the most relevant to the exploratory aim of this study), one would be seen as ontologically “anti-organisation” and looking to release humanity from the burden and coercion of perceived social and organisational structures, in a context of radical change. One would be epistemologically subjective and would set out to establish the reality of a social phenomenon by learning from people perceptions of it. The study would be exploratory, eventually involving the construction of a case study. Hence in terms of Saunders, Lewis and Thornhill’s (2009:108) “research onion”, the methodological approach would be qualitative (ethnological), either longitudinal or snapshot study, using interviews, observation, and document review. Data analysis could be by qualitative content analysis with the use of pertaining theories for the intended purpose.

There is little place in the Burrell and Morgan quadrants for meaningful understanding, reification and order, narrowing the perspective and reducing the depth, quality and value of the research output. As a matter of fact, how can one be a Radical Humanist or an Interpretivist and achieve an objective solution to a specific problem within that setting? You would be then a Radical humanist functionalist or something that strange; which is impossible because the quadrants are theoretically mutually exclusive (Gibson & Morgan, 1979; Goldspink, 2000).

Hence, there was a need for a paradigm able to accommodate an objectively knowable reality (social, technical, and socio-technical), independent from the investigator’s mind. The investigator is subordinated to his/her perception and cognition (human experience and constructs) about that reality from which he/she derives meanings and directions for his/her endeavour. That paradigm should then also support the belief that reality can be known through observation and empirical undertaking. Knowledge of social reality can be therefore approached through the use of qualitative, quantitative and mixed methodologies, and triangulation. In addition within the literature of the philosophy of science, there is an approach suggested by the British philosopher Roy Bhaskar (1978; 1989; 1998) and other proponents like Andrew Collier (1994), William Outhwaite, Peter Manicas, Douglas Porpora, Andrew Sayer (1997; 2004) or Margaret Archer (1995) which fits well with these beliefs and even furthers them: that is Critical Realism.

This study explores the use of Mobile, Web and Social media within the process of consultation in public participation, because there is a need to understand and devise technological solutions which will improve the situation. Exploration is the means to get the best description of the reality of eParticipation in the city of Cape Town. Exploration will lead to understand better the use of Mobile, Web and Social media in order to identify pitfalls to avoid and opportunities to pursue, and to devise solutions which fit in the context of the city.

3.3 Critical Realism (CR)

A philosophical or social science based discussion of critical realism is not within the scope of this project, thus while recognising the existence of philosophical streams of the same name founded in America in the early 20th Century (with Roy Wood Sellars, George Santayana and Arthur Lovejoy as proponent commentators); or that of the Canadian philosopher Bernard Lornegan, the study has deliberately chosen Roy Bhaskar's version because it fits with the researcher's core philosophical beliefs and the overall research project design and implementation.

3.3.1 Bhaskar's Critical Realism (CR)

Critical realism is a philosophy of social science suggested by the British philosopher Roy Bhaskar (1978; 1989; 1993; 1998) that offers an alternative to positivism and to idealist and relativist reaction to positivism (Subjectivism and interpretivism) (Sayer, 2004). It is both a philosophy and an implicit social theory (Njihia, 2011:81) aiming to transcend the surface appearance of social reality so as to reveal social structures which endorse particular interests and immobility (status quo) in society (Egbo, 2005). It is a paradigm for social change which does not pretend to be radical or regulatory, but rather suggests change through transformation or reproduction of social activities within a Transformational Model of Social Activity (TMSA) (Harvey, 2002). Within the model, there are two main actors: the individual and the society. The society through *socialisation and social control* makes individuals as *products of social interactions*. Both society and individuals undergo the constraints and opportunities of *historically accessible cultural forms, actual or anticipated membership in a concrete community* and the *dialectics of cultural reproduction and self-cultivation*. These pressures and thrusts would determine *individual agency*, understood as the self-cultivated expression of communal powers, which will induce *transformation or reproduction* of the society (see Figure 3.2).

An illustration relevant to this project would be to think of an individual from a previously underprivileged background (such as an area which suffered from apartheid in Cape Town) benefiting from Mobile, Web and Social media as much as someone from a formerly privileged area of the city of Cape Town as a result of shared historical events; being perhaps a university student; acknowledging his/her origins but taking up the use of ICTs as expression of his/her agency. This allows him/her to participate in local government policy making - perhaps about street re-naming proposals in Cape Town - with the same level of opportunity and outcome as someone from the former advantaged areas.

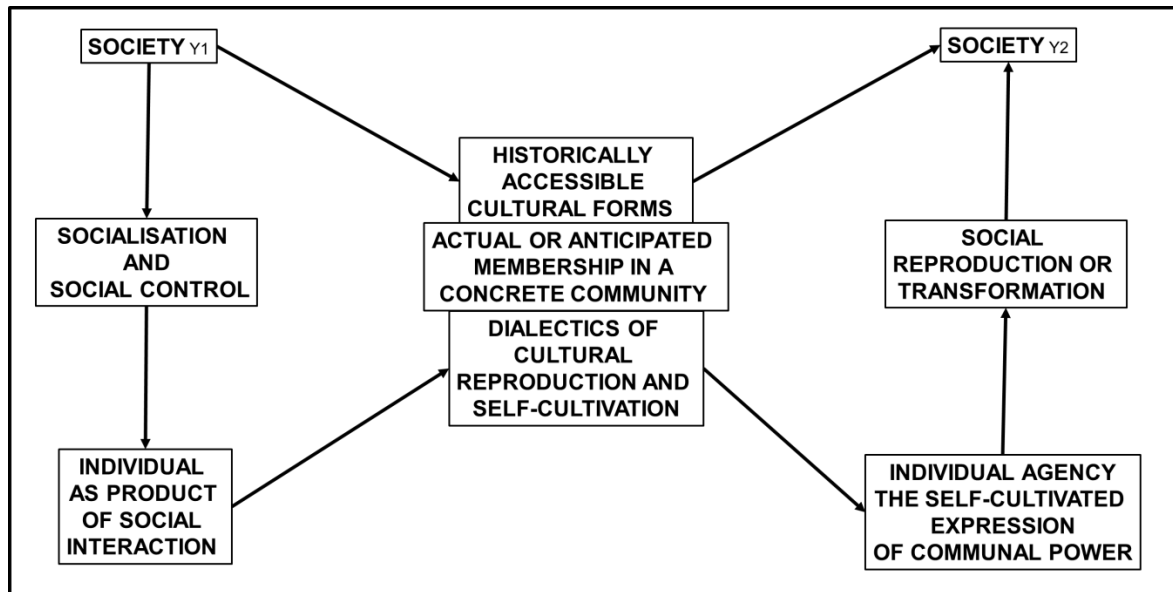


Figure 3.2: Bhaskar's Transformational model of social activity or TMSA (As depicted in Harvey, 2002:184)

3.3.2 CR ontology

Critical realism is ontologically realist, acknowledging the obdurate character of social reality (Mingers, 2004:88). It argues that some apprehended objects (lay knowledge) are emergent of their constituent, and that the social reality is not just differentiated, but structured, stratified, and changing (Bhaskar, 1989; Danermark et al., 2002:5; Sayer, 2004).

That ontology is separated from naturalism by some limitations garnered around the nature of society or social structures which are the objects of social science, and which unlike natural structures, do not exist independently of the activities they govern (activity dependence), of the agent's conceptions of what they are doing in their activity (concept dependence), and may be only relatively enduring (Spatio-temporal rhythmic and geo-historical process dependence) (Bhaskar, 1979,1989:38 cited in Harvey, 2002).

According to Bhaskar (1994:92), society is both the condition and outcome of human agency and human agency is both the production and reproduction of society. Humans have agency and are able to transform themselves, their networks of social relations: thus the society and its structures (Bhaskar, 1978; 1989).

3.3.3 CR epistemology and methodology

The concept of truth is an attempt to characterise a certain kind of relationship between knowledge and its object (Sayer, 2004). That relationship has an empirically practical character, often sense and mind-mediated; thus it should rather be considered as practical adequacy and epistemic gain (Sayer, 2004).

Dobson (2002) points out that critical realists agree that our knowledge of reality is a result of social conditioning and, thus, cannot be understood independently of the social actor involved in the

knowledge derivation process; while taking issue that social reality is a product of knowledge derivation process. They assert that real objects are subject to value laden observation, in addition to intransitive and relatively enduring observation of their very nature. In other words, nomothetic and idiographic forms of knowledge can be complementarily derived from social reality: hence the appropriateness of both qualitative and quantitative methodologies for this paradigm; and the dichotomy between these approaches is replaced by an approach that is considered suitable given the research topic and the level of existing information pertaining to it (Krauss, 2005; Mingers, 2001).

3.3.4 Critics of Bhaskar's Critical Realism

Critical Realism occupies an important position within the philosophy of social science, therefore attracting critics from various schools of thought raising issues about Bhaskar's arguments, seeing in them: antinomies, incompatibilities and more assumptions than actual evidence of the existence of the intransitive domain of social structure in the definition of its ontology (King, 1999; Cruickshank, 2004; Cruickshank, 2010; Hammersley, 2009).

3.3.5 Summary and implication for this study

CR is a realist perspective which acknowledges the sense-mediated aspect of knowledge derived about social structures and attempts to unveil the underlying causal mechanisms of the observed phenomenon. Social reality within Bhaskar's transformational model for social activity (TMSA) boundaries and framework can be treated as natural reality, entailing observation and experiments complemented by acknowledgement of the subjectivity involved due to sense- and mind-mediation to access to knowledge. It's a position that can be seen as a middle ground between positivism and subjectivism. Knowledge is seen as progressing through sense and mind mediation towards the ultimate truth about society. Hence, for this study, knowledge is validly collected from relevant documentation; from research participants who are agency-conditioned producers of social structures, and from observation of meetings (Mingers, 2004:99). Building a critical realism case study could reveal unacknowledged elements that are at play in using Mobile, Web and Social media in consultation in the city of Cape Town (Riemenschneider, Armstrong and Moore, 2009:460; Fox, 2009:467).

3.4 Research methodology: A qualitative exploration

Research can be considered, but not only, as a process of collecting and analysing data in order to give an answer to a main driving question (Mingers, 2001). Thus research methodology would be seen as a set of structured guidelines or activities which will assist in generating valid and reliable research results (Mingers, 2001). That requires to have a plan or a design identifying the instruments to be employed as well as the logical sequence that connects the empirical data to a study's initial research questions and ultimately to its conclusions (Yin, 2005:27).

At this point there is a need to precise the unit of analysis, the logic linking the data to the insight derived from the literature review, and the criteria for analysing and interpreting the data collected.

3.4.1 Background, research question, and aim

The choice of this topic was driven by an idealistic personal motivation to change and improve the world, even in a small way. Improvement of our immediate world has a lot to do with the participation of all in society; and with empowerment, health, wealth and dignity for all. Of course, these lofty ambitions have to be brought down to reality, and so there was a need to revise the objectives for the project so that it would be achievable. Consideration had to be given to the size of the task at hand (scope), the availability of resources (time, human, financial and/or logistical), and numerous sound advices and recommendations from the research supervisor, relatives and other friends.

The study focuses on the process of consultation for law and policy making, as indicated in the main research question: *“How does the use of Mobile, Web and Social media help or hinder the public participation area of consultation for law and policy making in the city of Cape Town - Western Cape?”*

The study sets out to assess the individual and local government *adoption and use* of Mobile, Web and Social media based on the level of e-readiness of the city, perceptions and attitudes, and use behaviours of the key role players.

3.4.2 Qualitative approach

The study approach is based on developing a case study of the use of Mobile, Web and Social media for eParticipation within the boundaries of representative Subcouncils of the city of Cape Town. The study looked for documents reporting the use of technology within the selected Subcouncils; undertook in-depth interviews and organised a focus group of individuals and local government officials of the city of Cape Town. And the researcher attended Subcouncil and city council meetings to observe the issues and note any evidence of the use of Mobile, Web and Social media for public participation.

The study has followed a qualitative approach in order to understand the perspective of the participants (in terms of perceptions and attitudes) in the setting studied, the context of that setting, and the events and processes that are taking place there; also to highlight the influence of social and organisational context on the use of systems (Kaplan and Maxwell, 2005).

Flick, Von Kardorff and Stenke (2004:7) suggested a set of four qualitative research assumptions:

- “1 Social reality is understood as a shared product and attribution of meanings.*
- 2 Processual nature and reflexivity of social reality are assumed.*
- 3 ‘Objective’ life circumstances are made relevant to a life-world through subjective meanings.*
- 4 The communicative nature of social reality permits the reconstruction of constructions of social reality to become the starting point for research. (Flick et al., 2004:7)”*

These assumptions are embedded in the critical realism ontological position to take into account the value laden knowledge about social reality.

3.4.3 Research strategy and methods

As a strategy, the study developed a case study based on a review of literature and documents, individual accounts, and the researcher’s own account of observed meetings. All of this in order to

understand where Mobile, Web and Social media are used for consultation for law and policy making in the city of Cape Town, and whether they help or hinder that consultation.

The fact that the use of Mobile, Web and Social media is a contemporary phenomenon entrenched in the social setting, in addition to the complexity of consultation in public participation for law and policy making, motivated the choice of the case study strategy. The need for a holistic approach including technological and social issues, and the influences they can have on one another became clear; but the time frame and the resources available necessitated that the study be rather cross-sectional than longitudinal.

The case study strategy (Yin, 1981:59) is consistent with critical realism because it strives to identify and understand a phenomenon (in this study, the use of Mobile, Web and Social media does not foster public participation for law and policy making in Cape Town (Easton, 2010:128).

Research methods are seen here as instruments for provoking responses from the world and making sense of these responses in order to establish valid and reliable elements of truth about the reality (Mingers, 2001). The study used literature and documents review, in-depth interviews, a focus group and observation of meetings to collect the data; and qualitative content analysis was used to analyse the data (see Figure 3.2).

3.5 Research design

The design of the research project took into account constraints of limitation of resources (human, financial, time, access to information and to informants, etc.), and opportunities with what was availed to it.

3.5.1 Research Design (see figure 3.2)

When deciding the design of research, Saunders et al. (2009:83) suggest to follow the “research onion” six layers of consideration, thus (with the choice made here *in italics*):

Philosophy: *Critical Realism*

Approach: *Exploratory, holistic, qualitative and deductive*

Strategy: *Case study*

Time horizon: *Cross-sectional (allowing six months for fieldwork)*

Data collection methods: *literature and documents review, in-depth interviews, focus group, and observation of meetings*

Data analysis: *Qualitative content analysis, Triangulation and interpretation of findings*

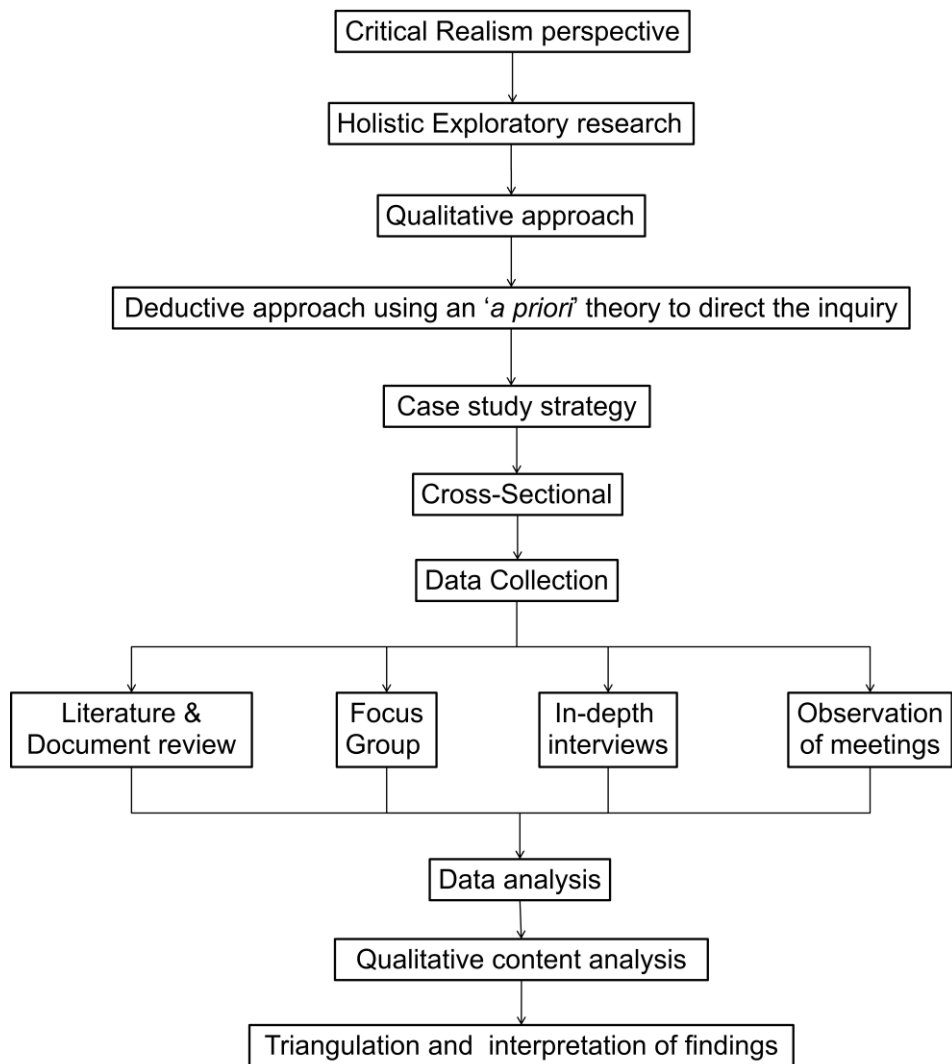


Figure 3.3: Research design (Source: author)

3.5.2 Research questions and objectives

Table 3.1 Research questions and objectives		
Research problem	The potential of Mobile, Web and Social media to improve the processes of public participation is not fully understood and not fully realised.	
Main research question	How does the use of Mobile, Web and Social media help or hinder the public participation area of consultation for law and policy making in the city of Cape Town - Western Cape?	
Research sub-questions	Research method(s)	Objectives
What is electronic public participation in government (eParticipation)?	Literature review	Describe the process of public participation in government in general and define eParticipation as understood around the world and in South Africa
What are cultures and social structures in Subcouncils 17 and 16?	Literature and document review, in-depth interviews and focus group	Describe main cultures and social structures in Subcouncils 17 and 16 and determine how they might impact "intentions to eParticipate" in Cape Town
What are individuals and community organisations mobile Web and social media resources in Subcouncils 17 and 16?	Literature and document review, in-depth interviews and focus group	Determine individuals and community's organisation available Mobile, Web and Social media resources
What is the Cape Town eParticipation legal environment?	Literature and document review.	Determine acts of law, by-laws, policies and other rules enacting eParticipation in the city of Cape Town
What is Cape Town Mobile, Web and Social media infrastructure?	Literature and document review, in-depth interviews and focus group	Determine Mobile, Web and Social media resources available to communities and to the Local government of Cape Town
How do individuals and community organisations use Mobile, Web and Social media?	Literature review, observation, in-depth interviews and focus group	Determine the purpose for which individuals and community members use Mobile, Web and Social media
How does the local government of the city of Cape Town use Mobile, Web and Social media?	Literature and document review, observation, in-depth interviews and focus group	Determine the purpose for which the Local Government of Cape Town uses its Mobile, Web and Social media capability
How does the use of Mobile, Web and Social media help public participation in the city of Cape Town?	Literature and document review, observation, in-depth interviews and focus group	Determine uses of Mobile, Web and Social media that favour eParticipation
How does the use of Mobile, Web and Social media hinder public participation in the city of Cape town?	Literature and document review, observation, in-depth interviews and focus group	Determine uses of Mobile, Web and Social media that hinder eParticipation

3.5.3 Research matrix

Table 3.2 Research matrix (source: Author)						
Research Questions / data collection and data analysis methods	Literature review	Document review	Observation of meetings	Focus group	In depth interviews	Content analysis
What is electronic public participation in government (eParticipation)?	X					
What are cultures and social structures in Subcouncils 17 and 16?	X	X		X	X	
What are individuals and community organisations mobile Web and social media resources in Subcouncils 17 and 16?		X		X	X	
What is the Cape Town eParticipation legal environment?	X	X			X	
What is Cape Town Mobile, Web and Social media infrastructure?	X	X			X	
How do individuals and community organisations use Mobile, Web and Social media?	X	X		X	X	X
How does the local government of the city of Cape Town use Mobile, Web and Social media?	X	X	X	X	X	X
How does the use of Mobile, Web and Social media help public participation in the city of Cape Town?	X	X		X	X	X
How does the use of Mobile, Web and Social media hinder public participation in the city of Cape town?	X	X		X	X	X

The project was designed to be able to respond to the main question: *“How does the use of Mobile, Web and Social media help or hinder the public participation area of consultation for law and policy making in the city of Cape Town - Western Cape?”* The intention was to determine the place of eParticipation in the city of Cape Town.

Given the limited resources available for the study and the size and the quality of the task at hand, drawing from a critical realist mind-set, the study became an exploratory case study of the *intensity of eParticipation* in the city of Cape Town; being holistic, qualitative, deductive and cross-sectional (snapshot). The data was collecting from the literature and by means of document review, in-depth interviews, focus group, and observation of meetings; which data would be analysed and triangulated using content analysis techniques.

The following section describes the design of the case study central to this study: intensity of eParticipation in the city of Cape Town.

3.6 Case study: eParticipation in the city of Cape Town

Hartley (1994:208-209) defines a case study as: '*a detailed investigation, often with data collected over a period of time, of one or more organisations, or groups within organisations, with a view to providing an analysis of the context and processes involved in the phenomenon under study*'.

In developing a case study research design, Yin (2005) identifies the main components thus: the research question, the proposition and *a priori* theory (if any), the unit of analysis, the logic linking the data to the proposition, and the criteria for interpreting the findings.

This research develops a case study of the *Intensity of eParticipation in the city of Cape Town*. The use of Mobile, Web and Social media for the purpose of consultation was examined within the boundaries of two Subcouncils (Research unit of observation) employing multiple methods of data collection (Benbasat et al., 1987). The data was collected from representative Subcouncils of the city the study could have access to: Subcouncils 17 and 16 of Cape Town.

3.6.1 Criteria for case selection

The criteria used to choose the case:

- Ease of data access: the researcher was staying in Cape Town and was travelling everyday from Athlone to Cape Town CBD (this is the main reason why any other city of South Africa was not selected for the study)
- Representation of the demographic diversity of the city: both Subcouncil 17 (Athlone and districts) and 16 (Goodhope) are very representative of the city demography, in terms of races, languages or gender; with differences in quantity and sophistication.
- Dichotomy of development: Athlone and districts was an underprivileged area during apartheid; whereas Goodhope benefited more in infrastructure and other advances.
- Availability of mobile technology within the population: The whole city of Cape Town is reputedly covered by cellular networks; and the populations in the Subcouncils concerned here can all be assumed to possess mobile phones.

These criteria support the research choice to study the city of Cape Town, within the boundaries of these two representative Subcouncils (17 and 16).

3.6.2 Case study procedures

An '*a priori*' coding scheme was devised to direct the data collection, drawing from the literature but leaving some room for additional categories to be introduced if found and deemed to be important. Then documents related to the topic were reviewed; and interviews, focus group and observation of meetings were undertaken.

Interviews and focus group data were collected for 6 months between October 2010 and March 2011.

3.6.3 Case study protocol

The case study data about the use of Mobile, Web and Social media for public participation in Subcouncils 17 and 16, was collected with due consideration to the particularities of a Subcouncil, and due consideration to city policies, city programs, the mayoral committee and so on.

The approach adopted was to gather as much information as stakeholders of eParticipation (Individuals in communities and officials of local government) were able to give in each of the Subcouncils, using the research instruments deployed. However, the research conceptual model developed from the literature (Chapter II) was used to guide the collection of data and to frame it as indicated in Table 2.5.

3.6.4 Case study data collection instruments

Data collection instruments utilised in this study were:

- Review of documents for evidences and a sense of facilitation of eParticipation
- In depth interviews and focus group in order to get perceptions and attitudes of interviewees and participants
- Observation of meetings in order to experience and report upon the use of the Mobile, Web and Social media in public participation in government

A case study was developed in this study using the observation of four Subcouncil and city council meetings, and the undertaking of 11 in-depth interviews and 1 focus group.

3.6.4.1 Interviewee and focus group interviewees and participants sampling

The case study approach requires that all stakeholders of public participation are represented in the data collection (see section 2.1.3):

- Selected citizens, as individuals members of a community
- Non for profit organisations representing or working within communities
- For profit organisation with a stake on eParticipation (businesses)
- Government agencies and institutions in South Africa

The study started with a targeted or purposeful sampling that snowballed as interviewees and participants were able to suggest other sources able to bring further insights.

- First, they had to be representative of eParticipation stakeholders;
- Second they had to be in a position potentially to give meaningful inputs;
- Third, they had to be as much as possible representative of the stakeholder group;
- Fourth, they had to be anchored within the communities they were representing.

3.6.4.2 Meetings Sampling

The objective was to attend to at least one meeting of each Subcouncil and a full blown city council meeting in order to obtain a feel for the issues and the use of Mobile, Web and Social media in meetings. Taking into consideration constraints like transport facilitation, time tables, and the meetings schedule, one meeting of each Subcouncil and two city council meetings were recorded and analysed.

3.6.4.3 Doing literature and documents review:

A review of academic publications on the topic was conducted in order to deepen the understanding of related concepts and theories, and to take account of previous similar cases. Furthermore, available documentation from government, from newspapers, magazines, Websites, blogs and some social media pages sources were consulted in order to account of actual local practice.

3.6.4.4 Doing in-depth Interviews:

In-depth interviews (see section 4.2.2 and Appendix A2) were conducted around specific themes with members of community organisations, managers in local government line departments, councillors, and individuals from businesses involved in the process. Interviews focused on interviewees' experience of using mobile devices, their perceptions and attitudes of the process of public participation and of other stakeholders of eParticipation.

In-depth interviews are conversations where the interviewer asks most of the questions in line with his/her research topic. They usually provide detailed information, understanding of experiences, and a reconstruct of events (Rubin and Rubin, 2005).

3.6.4.5 Doing focus group:

A group of three members of the community in Athlone and district was gathered to voice their opinion in a deliberative fashion, around the topic of the place of eParticipation in their community. In a focus group, participants can build on each other's ideas and comments to provide an in-depth view (Maree, 2007:90).

3.6.4.6 Doing observation of meetings

Meetings of Subcouncils 17 and 16, and the city of Cape Town Council were observed. This adds to and complements the information gained from interviews, where interviewees and participants 'resistance', subject 'unfamiliarity' or context influence might have affected the data gathered from interviewees (Becker and Geer, 1958; Williamson, 2000; Baker, 2006).

3.6.5 Case study analysis procedures

The analysis of the case study looked for evidence of the success or the failure of eParticipation in the city of Cape Town and the factors involved.

The analysis was intended to reveal actions that would lead to a successful implementation of eParticipation: a sort of "*middle range theory*". In middle range theory building, the researcher disaggregates complex contexts and situations into more discrete, carefully defined chunks, and then reintegrates these bits with an explicit analysis of their context (Bourgeois 1979; Peterson 1998).

3.6.5.1 Qualitative content analysis

The data collected and recorded as text was subjected to *Qualitative Content Analysis*. *Qualitative Content Analysis* is a method for data condensation, abstraction, sense-making and subjective interpretation of systematically classified qualitative material in an attempt to identify themes, patterns, core consistencies and meanings (Hsieh and Shannon, 2005:1278; Patton, 2002:453; Zhang and Wildemuth, 2008; Graneheim and Lundman, 2004). Those core consistencies are *manifest and latent meanings* drawn from the text. Manifest meanings refer to descriptions or explanations in the text while latent meanings refer to explanations derived from noticeable consistencies when various descriptions and explanations are joined together.

In this study, *first order constructs* are meaning units, *second order constructs* are categories and *third order constructs* are themes

The process of qualitative content analysis followed as suggested by Zhang and Wildemuth (2008) included:

- The selection of data to be analysed
- The preparation of data through the transcription of interviews and focus group, and the preparation of observation notes
- Definition of the unit of analysis for this particular process
- Development of main categories, categories and coding schemes
- Coding of all the text
- Assessment of coding and selection of more salient categories to fit in the research theoretical framework
- Development of a new theoretical framework which will be use to develop the case studies
- Conclusion drawing from coded data
- Reporting on the process and on findings

3.6.5.2 Triangulation

The research used a triangulation of sources and methods (Patton, 1999; Flick, 2004:180) in order to strengthen and validate the findings. The study associated different research methods to get the data; and after analysing the data, it gathered results from all instruments in order to complete or confirm the findings through combination and comparison.

3.7 Research quality management

This research is undertaken in order to respond to the research question and the following contextual factors need to be recognised as possibly affecting the outcome. The work was undertaken:

- With the perspective of a business analyst and IT manager (technical background)

- With a focus on the process of public participation involving the use of Mobile, Web and Social media
- Where eParticipation is understood to be a technology-mediated communication process between local government and individuals or citizen members of communities
- Where the government is assumed to be an emanation of the community which can therefore hold it accountable. (Democracy)
- Within the city of Cape Town – Western Cape – South Africa

3.7.1 Limitations of case study research and how they were handled

The study seeks an objective understanding of reality that recognises that meaning-making is an individual and context-mediated process (Egbo, 2005).

3.7.1.1 Scope of the study

- The study was performed within the duration of the masters program at CPUT
- This study is a snapshot exploratory inquiry constructing a case study of the use of Mobile, Web and Social media technology in public participation in Cape Town
- Within the city, the study only considered Goodhope and Athlone & district Subcouncils.
- The study is qualitative and would not produce quantitative data.
- The study focused on individuals and local government and did not extend to businesses, and barely mention community organisations.

3.7.1.2 Contribution of the study

The study contributes knowledge to the research field, to practitioners of public participation and to individuals in communities within Cape Town:

- The analytical framework and conceptual models used to research the place of eParticipation in the city of Cape Town can be reproduced in other settings, other cities, for the same purposes.
- Practitioners will benefit by distinguishing favouring and hampering elements to eParticipation; by better understanding the potential of using Mobile, Web and Social media for public participation, and foremost by getting a picture of the place of eParticipation in the city, for government and for communities;
- Individuals will understand that there is the potential for an effectively interlocution with government, and that they have the power of Mobile, Web and Social media on their side.

3.7.2 Ethical considerations

The research project reported in this thesis followed an appropriate behaviour in relation to the rights of individuals, communities and organisations subject of this work (Saunders, Lewis & Thornhill, 2009:130) as prescribed and recommended by CPUT and the Faculty of Informatics and Design research ethics standards.

3.7.3 Evaluation of research

The evaluation of the research may be conducted on the basis of this thesis which records in detail how the research was conceived, designed and performed. Credibility, Transferability, Confirmability, and Dependability of findings (Lincoln & Guba, 1985) have guided the execution of the project; and the design of this study was intended to address these issues from the start.

3.7.3.1 The Credibility issue

The credibility issue (validity and reliability) was dealt with by rigorously following the design protocols and methods during the data collection process involving interviews and observations: there was a predefined framework to guide the sampling and the choice of questions to ask; and due care was taken to make sure that information difficult or impossible to obtain from one instrument would be obtained from the other one (triangulation of sources). For example interviews provided an understanding of perceptions and attitudes that were not evident in the document review.

Credibility refers to the “*adequate representation of the constructions of the social world under study*” (Bradley J., 1993:436). Lincoln and Guba (1985) recommended a set of activities that would help improve the credibility of research results: prolonged engagement in the field, persistent observation, triangulation, negative case analysis, checking interpretations against raw data, peer debriefing, and member checking.

The researcher’s capability, being a master’s student without a track record of intensive research is evident in the genuine story of the research journey: with its mistakes, learning corrections and successes. That account is presented at the end of the next chapter (Chapter IV).

Furthermore, the project adopted the Critical Realist (CR) view about reality and the way to garner knowledge of it; choosing to develop a case study with qualitative methods; but using three different but complementary methods of data collection whereby findings could be triangulated in order to get a strong grasp of the reality.

Patton (1999) suggested working that way by making sure that methods were followed carefully during data collection, that the researcher scientific status is acknowledged and that the whole project was aligned and connected to the underlying philosophy that was chosen.

3.7.3.2 Transferability

The project was undertaken following a scrupulous protocol so that it can be reproduced in another setting so as to generate representative data which can then be subjected to comparative analysis. The project has developed a conceptual model which can be applied in other settings or cities (see Figure 2.6).

3.7.3.3 Confirmability and dependability

A CD containing interview records, transcripts and observation notes will be found attached as annexe B to the thesis in order to allow the reader to confirm that the research was undertaken and that following the trail of the research design the same findings might have been found.

Dependability refers to “*the coherence of the internal process and the way the researcher accounts for changing conditions in the phenomena*” (Bradley, 1993:437).

Confirmability refers to “*the extent to which the characteristics of the data, as posited by the researcher, can be confirmed by others who read or reviewed the research results*” (Bradley, 1993:437).

The major technique for establishing dependability and confirmability is through audits of the research processes and findings. Dependability is determined by checking the consistency of the study processes, and confirmability is determined by checking the internal coherence of the research product, namely, the data, the findings, the interpretations, and the recommendations (Zhang and Wildemuth, 2008).

3.8 Conclusion

The chapter defined and justified a paradigmatic stand of Critical Realism as the philosophical pivotal belief around which the whole project was designed. CR is a realist perspective which acknowledges the sense-mediated aspect of knowledge derived about social structures and attempts to unveil the underlying causal mechanisms of the observed phenomenon. Building a Critical Realism case study can reveal unacknowledged elements that are at play in using Mobile, Web and Social media in consultation in the city of Cape Town.

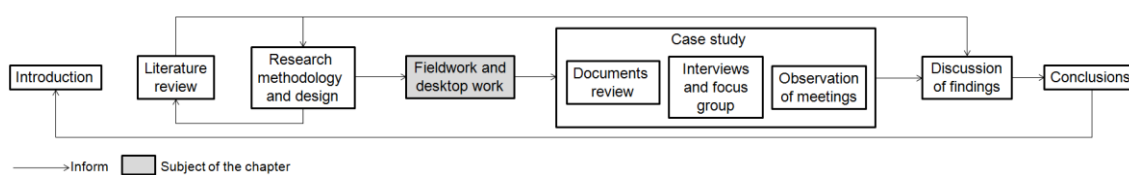
The case study strategy was adopted to answer the question that identifies a phenomenon (use of Mobile, Web and Social media does not foster public participation for law and policy making in Cape Town) and that identifies the elements of cause of that effect.

The study was designed then to be an exploratory case study of the intensity of eParticipation in the city of Cape Town, holistic, qualitative, deductive and cross-sectional (snapshot); collecting data from literature and documents review, in-depth interviews, focus group, and observation of meetings; which data would be analysed using qualitative content analysis techniques and triangulated.

The evaluation of the research quality started with its design as realised by addressing the issues of credibility, transferability, confirmability and dependability throughout the thesis: through audits of the research processes and findings; checking the consistency of the study processes; checking the internal coherence of the research and its data, the findings, the interpretations, and the recommendations.

The next Chapter (Chapter IV) reports on the fieldwork that was undertaken and the way that the collection, analysis and interpretation of data were carry out. It also includes a commentary on the researcher’s personal experiences in undertaking these activities.

CHAPTER IV- FIELDWORK REPORT



4.1 Introduction

The previous chapter explained how the research was conceived, designed and planned to meet the requirements of masters' research. The thesis now reports how the fieldwork progressed in order to show that rigorous standards were followed that increase the trustworthiness of the findings. The chapter also reports on the data collection process, the data analysis process and the researcher experience.

4.2 Data Collection: activities and experience

Observation of meetings, in-depth interviews and focus group activities were performed during the fieldwork period between October 2010 and end of March 2011. Literature and documents review continued throughout this period and beyond, until the submission of the final draft of the thesis.

4.2.1 Doing documents review

This particular sub-section reports on the review of documents which recorded stakeholders' status, interactions and projects that which were highlighted or announced in the media. The document review process was performed in accordance with the research conceptual model (see section 2.8.3) and continued until the final draft of the thesis was submitted.

The objective was to obtain evidences about the topic of research as can be found in official publications, websites, newspapers and other reports: distinguishing cultural attributes and patterns of social structures activities; isolating pertaining social facilitation activities and initiatives; and finally identifying ICT infrastructures, e-skills and access to artefacts which might make a difference in different parts of the city.

4.2.1.1 Document sampling

The method employed here was purposive sampling within a population of relevant publications from public participation stakeholders: acts, by-laws, policies, guidelines, press releases, written media releases, pamphlets, adverts, reports, memorandums, Website pages, emails, and scientific publications were surveyed.

Sampling criteria were:

- *First:* Elements relevant to the whole country, then narrowed down to the city
- *Second:* The link between them according to the coding scheme used for the analysis
- *Third:* Specificities to Subcouncils 17 and 16 of the city were elected

Those results were matched to data from the interviews and the focus group in the presentation and discussion of findings (see Chapter 5, 6 and 7).

4.2.1.2 Document collection

Documents were collected mainly online from stakeholders' Web publications, but also on paper and on CDs from government offices and available libraries.

4.2.2 Doing interviews and focus group

4.2.2.1 Interviewees and participants sampling

All interviewees and focus group participants came from Subcouncils 17 and 16, and were chosen using a purposive sampling of the most representative individuals of those communities based on criteria including: race, gender, age, education, occupation, access to technology, technology proficiency, access to community information, political interest and aspiration (motivation). The intention was to investigate the use of Mobile, Web and Social media to collect and communicate people needs, and to inform them about what the government can do. For that purpose, 14 representative stakeholders of the process were selected (see Appendix A2: List of interviewees and participants).

On the community side, the study engaged with five individuals: three from Athlone and district in a focus group deliberation (R1, R2, and R3 in Bridgetown) and two in Goodhope in interviews (R99 and LSRA).

On the government side, the study interviewed nine local government administrative staffs, councillors and alderman: two interview from Subcouncil 17 (RL and RC); two interviews from Subcouncil 16 (RW and RTA); two from the city council (Council and RPPU); two (acting and a former) managers of the IT department (RS and RNS); and an interview of a manager at the State Information Technology Agency (SITA).

4.2.2.2 Description of interviewees and focus group participants

Bridgetown focus group: the focus group took place in **Bridgetown** with three participants. The researcher explained the protocol to them and tried to create a conducive atmosphere for truthful deliberation.

Participant 1 (R1): Is a woman of coloured race living in and working in Athlone. Considering the place she works at, she might earn only a basic living wage. She seems to have a strong personality and has obtained at least a *matric* level qualification. She seems to be over 25 years old. She is not married and doesn't have any children. She sounds strongly Christian. She seems to be a feminist community activist.

Participant 2 (R2): Is also a coloured woman (apparently around 30 years old). She is married. She doesn't have children. She sounds as though she knows what she wants in life and is resolved to make it happen. She is very calm, almost timid and quiet. She has an occupation similar to that of R1.

Participant 3 (R3): Is a young coloured male just over 20 years of age. He doesn't live with his parents. They were abusive to him because of drugs. He, himself has a history of drug abuse (selling and using). He seems skilled at using ICTs (he helped the researcher to connect his laptop to the WLAN of the place) and he plays sometimes with his cell phone like he is checking something. He sounds like he is going through a personal transformation and is trying to grab a chance for a different life with a community related purpose, honourable and dignifying. He is supported by an NGO, to which he provides his labour and time when requested.

R99: The study met with this interviewee at the beginning of April 2011, at a cafe by Green Market square in Cape Town. She was referred to the researcher by another interviewee. She is a coloured woman, educated and well aware of issues. She is a journalist. She has very strong views. She possesses a Smartphone that she consults regularly as if checking for the time or quickly reading a message. Her family is Christian. Her father is a pastor. She avoids blasphemy and swearing. After a little discussion about how the interview would be conducted (she did not want to be identified), she was assured that the study will maintain her anonymity.

LSRA: The researcher was invited to meet this interviewee after work at his place where he feels more comfortable to speak. The place was on Long Street, in a court a bit hidden by some decorative plants. It is not easy to find but once visited, you won't miss it again. His place is full of artistic representations and designed objects: it is very inspiring.

The individual was friendly, but culturally strategic in his communication; and he is smart, which is of a value to the researcher: it was a cool chat. This interviewee was a single Afrikaans speaking white male; entrepreneur and almost 40 years old. He just graduated with a masters' degree. He seems satisfied with his life. He will be speaking on behalf of the Long Street Residents Association (LSRA). The association has a Website (which is accessible via mobile devices in an automatically formatted display for mobile) and seems to use technology in its communications

Council: This interviewee is a strong white and mature Afrikaaner. He is a Christian and a parent of at least one son. He is confident and seems satisfied with life. He has an important position at the city council.

RL: This interviewee is a strong and mature coloured woman, apparently very much concerned with others' situations. She is empathetic and seems restless, always open to talk and to advise. She sounds satisfied with her life and shows a great concern on others' conditions. She is councillor in Athlone and districts. Her office is extremely functional. There is just what is needed: a cupboard to store folders with complaints, follow-ups, regulations and other documents; a notice board with timetables of meetings and some project deliverable due-date; a table with a desktop PC connected to the Internet; a landline telephone, and a very old mobile phone.

RC: This interviewee was a coloured man, a Subcouncil official in Athlone and district. He was very insightful and seemed empathetic to the topic

RW: She was a mature, energetic and smiling white woman. She was educated and was busy living a life rather satisfying. She was a councillor at Goodhope Subcouncil and a member of the mayoral committee. She agreed to the protocol and to be voice-recorded.

RTA: This interviewee was a strong and mature white man, a member of municipal council who is not a councillor linked to a Ward (*Alderman*) at the Subcouncil 16 (Goodhope). He has very strong views.

RS: This interviewee is a high ranked manager in the city IT department. He is an engineer by training. He is a young Afrikaaner male (probably middle 40's) well aware of issues but a bit on the defensive.

RNS: This interviewee was a senior manager in the IT department before leaving employment in the city administration. He is male of "*Indian*" origins rather black skinned. He is very open minded and shared his ideas about the city without worries.

RPPU: This interviewee was a coloured mature man, thin, confident and neatly dressed. He smokes. He was working for the Public participation unit of the city of Cape Town. He is a lawyer by training and has gone through a degree. He agreed upon the interview protocol. The interview took place in his office.

SITA: This interviewee was a coloured man and senior IT manager at SITA who agreed upon the interview protocol to talk to the project. He was a very sympathetic and organised man using a Smartphone.

4.2.2.3 Interview protocol

- Arrived at the meeting venue on time
- Introduced the researcher, the topic of the study and the interview questions
- Informed interviewee and participants of their rights, assuring them that their details will not be divulged
- Requested permission to record the conversation
- Started the conversation when the agreements were arrived at.

A particular set of questions was developed but quickly abandoned, because it did not help in leading the interviewee to open up and give the useful information that they wished or felt able to share. Thus it was decided to work with a more fluid set of categories drawn from relevant elements of the conceptual framework devised in chapter II.

4.2.2.4 Interview Process

Once the interviewees and participants were selected and meetings were arranged, then the researcher would present himself at the venue with his recording equipment and with notes of some directing questions related to the categories to be discussed.

Financial constraints did not permit the purchase of a digital voice recorder, and so the researcher used his laptop to record the conversation and edit the recording for amplitude and noise reduction, using an open source application called *Audacity v1.3.7* (Mazzoni, 2008). The result was generally

acceptable. At the end of the interview, the conversation was saved in an audio file on the researcher's computer.

4.2.2.5 Interview transcription

Transcription the interview and focus group material was the most painful activity of doing research. The process started by just collecting "meanings" that were evident in interviewees' answers to questions. But in a review with the project supervisor wherein research procedures were assessed, it was realised that useful insights were just left aside. Thus the researcher went back to do *verbatim transcription* of interviews.

Interviews were an average of one hour long. And because the researcher laptop had to be used as the voice recorder, only a poor quality of sound was achieved; but good enough to be useful. Thus, careful listening and many replays of tracks were necessary to ensure that the right words were heard and transcribed. It was a very slow work that took four months to complete.

4.2.3 Doing meetings observation and notes taking

The idea of doing observations during meetings was to develop a broad perception of the perceptions of ICT, specifically the Mobile, Web and Social media as used by interviewees and participants. That perception could then be matched with findings from other instruments.

Meetings were easier to observe because they are open to the public who has a reserved area and a "big screen", so that speaking councillors could be seen and heard.

In meetings, the researcher was an "*observer-as-participant*" with moderate involvement (Baker, 2006:175). He took the role of a member of the public attending the meeting and looking who had a mobile device, how the person behaved with the device, how the proceedings were run, and what a member of the public might have felt if he/she was at his place.

4.2.3.1 Meetings sampling

The method employed here was a purposive sampling. The study needed a perspective on proceedings in meetings in Subcouncils 17 and 16, and also with a full council general meeting. The idea was to understand the place of ICT and of Mobile, Web and Social media in the decision making room, in terms of analysis presentation and inclusion of public participation in the council debates and decision making processes.

4.2.3.2 Notes taking and observation protocol

Pen and paper notes were used to record what was observed and the initial interpretation of what was observed during proceedings.

At first the general environment was assessed: how the building was constructed (conducive to the use of mobile devices or not); then those having their device out on the and how they were behaving with it were noted, trying to get strong clues as to usage.

4.2.4 Summary

The data was collected from literature and relevant documents, Subcouncils and city council meetings, interviewees and participants. These interviewees and participants were individuals and local government officials from Subcouncils 17 and 16, from the city council, from the city IT department and from SITA. That experience allowed the researcher to grow useful skills and competencies in undertaking this kind of research.

4.3 Doing Qualitative content analysis

4.3.1 Analysis process

The data gathering was performed using the research conceptual model in Chapter II. (See section 2.8.3). With the interviews and focus group transcripts, notes of observation and relevant publications at hand, it was time to start making sense of it.

The research project started with interviews and focus groups which were the larger part of the work, with more than seven pages long of each of 12 transcript material. In order to go through them quickly, the study used a little database system developed by the project supervisor and named “*Qualitative data content analyser*” (Bytheway, 2011) (see figure 4.1). It was a very basic tool allowing recording and analysis of interviewees, interviewers, interviews, and categories; it accommodated the full interview transcripts, and to worked with a full index of all words (a “concordance”); furthermore and most importantly, it was allowing the deconstruction of transcripts into “*chunks*” of text for analysis, using “*first order constructs*” or “*meaning units*”, which were then meaningfully related to a particular category defined in advance (See Figure 4.2).

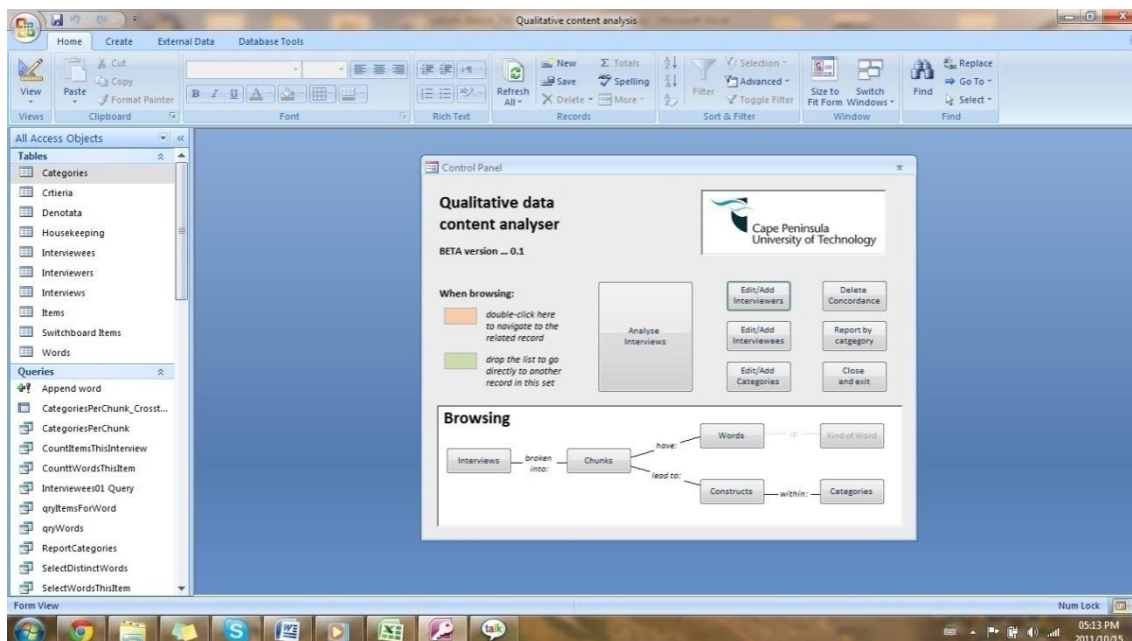


Figure 4.1 Qualitative data content analyser (QCA) (source: Author)

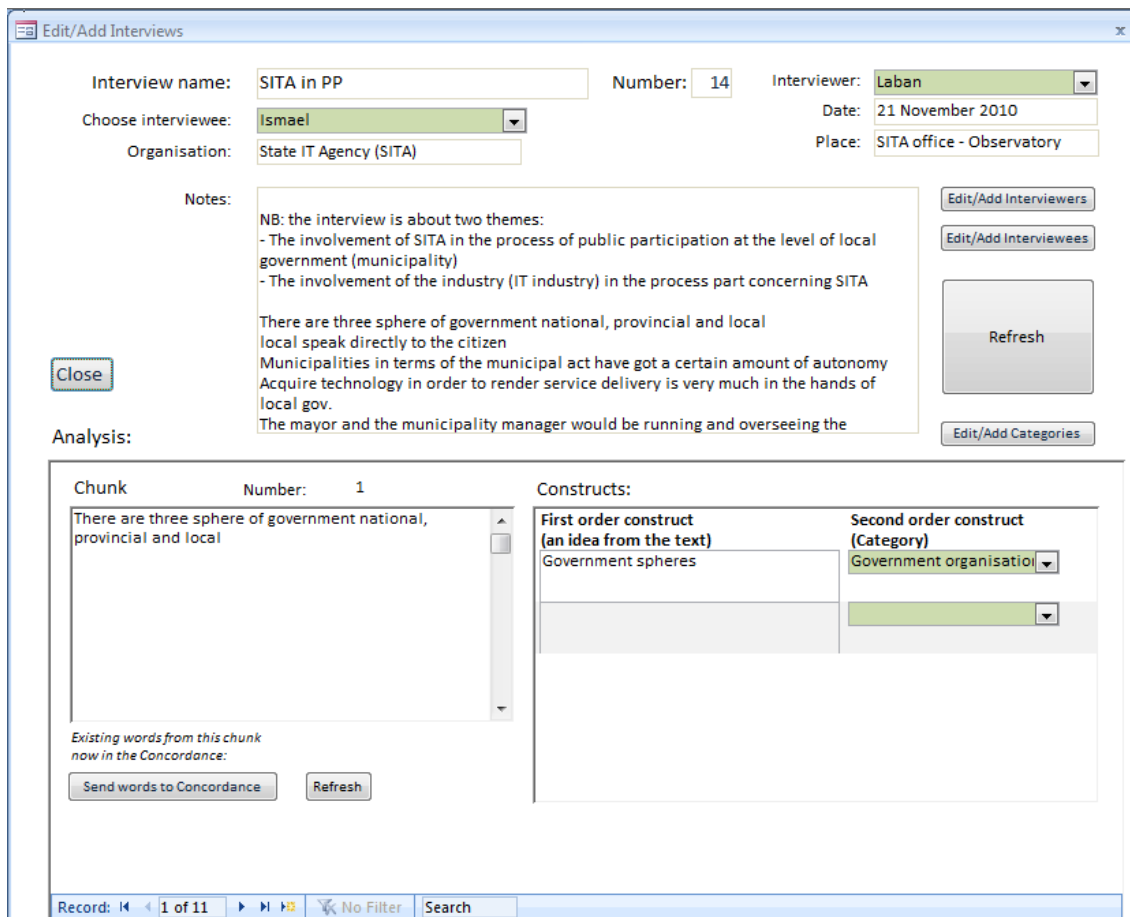


Figure 4.2 Chunks collection window in the QCA (source: Author)

4.3.1.1 The analytical process

The process followed was:

- Interviews were divided in two groups: individuals on one hand, and Local government on the other
- The full interviews and focus group transcripts were considered as the ‘units of analysis’ in the process of content analysis
- The whole interview was read through three times to get a broad understanding of the text, and to define categories all along as meanings were suggested by the texts
- With the texts in mind, the categories used for data collection were broken down (See Table 2.5 and 2.6), and that gave 65 satisfactory potential categories
- The study then went back to the transcripts to select a “chunk” of text of an appropriate size (typically a paragraph in response to a single question)
- The “Chunk” was read again and assigned meanings (manifest or latent) as “First order constructs”; meanings were assigned to a whole “chunk” or to sentences or group of sentences in a “chunk” (see Figure 4.1 and 4.2)

- Each “*first order construct*” was related to a particular *category* or *Code* to be selected from a drop down menu in the interface of the analyser
- Categories were thereby populated with *first order constructs*
- Then the categories were reassessed and concatenated according to similarities and relevance; and their number went down to 25 (see Table 4.1 and appendix A4)
- These categories were elicited and structured as sub-categories, categories, main categories and themes (Graneheim & Lundman, 2004:106-109).
- Themes, main categories and categories were identified in chapter II (see Table 2.5 and 2.10), and sub-categories emerged from the analysis of interviews and focus group data (see Table 4.1 and appendix A5 and A6)
- Themes are the highest order narrative, which are merged up from main categories and categories, which are made up of sub-categories.

4.3.1.2 Aggregation and Concatenation of sub-categories

The study ended up with 23 categories out of 65 (see Appendix A4) which were re-organised in 15 sub-categories, 6 categories, 2 main categories and 2 themes.

Here are the 10 sub-categories which benefited from aggregation and concatenation with others:

1. **Government use of Mobile, Web and Social media:** + *Government Mobile, Web and soc-med initiative;*
2. **Individual use of Mobile, Web and Social media:** + *Eskills, Individual Mobile, Web and soc-med initiative, Innovative use of Mobile, Web and soc-med;*
3. **Participation:** + *Community deliberation, Community online deliberation, Community Mobile, Web and soc-med initiative, Community decision making process, Political participation;*
4. **Community needs and issues:** + *Community initiative, Individual Need, Community needs, Cultural elements, Apartheid influence, Poverty influence;*
5. **Community resources:** + *Municipal demographics, Political knowledge, Political connection, Individual resources, Role in Community, Supportive acquaintances;*
6. **Perception of Mobile, Web and Social media:** + *Perception of the www, Perception of social media;*
7. **Community organisation structure:** + *Political, Political environment, Social Structure;*
8. **Legislations and policies:** *Legislation + Policy;*
9. **Government resources:** + *Role in Government;*
10. **Government communication:** + *Stakeholder awareness*

4.3.1.3 Categories and sub-categories scheme

Categories emerged from the literature review (see Table 2.5) are augmented with sub-categories as most important aspects suggested by the analysis of interviews and focus group data (see Table 4.1

and appendix A4, A5 and A6). Main categories and categories are in grey boxes and are written in bold face in Table 4.1:

Table 4.1: Categories and Sub-categories after analysis (source: Author)	
Categories and sub-categories	Definition
Perceptions and Attitudes (Main category)	This construct translates the product of cultural, economic and use behaviour towards achieving using Mobile, Web and Social media for eParticipation.
<i>Perception of Mobile, Web and Social media</i>	Describes individuals, community organisations' members and local government officials perception of Mobile, Web and Social media;
<i>Perception of Individuals</i>	Describes the perception of individuals whether as a community member or as a local government official;
<i>Perception of Government</i>	Describes a perception of government from individuals and from community organisations and from local government officials;
<i>Attitude to government</i>	Describes individuals and community organisations attitudes to government, as well as officials attitudes to government;
<i>Attitude to Mobile, Web and Social media</i>	Describes the attitude to Mobile, Web and Social media displayed by individuals, community organisations and local government;
Cultures and social structures	Culture can be seen as an element of identification of a group of people. It translates symbols, values (benefits) and norms for relating to self and to others, relating to authority, and relating to risk
<i>Participation</i>	Describes the pattern of communities of Cape Town reaching out to see their opinions considered;
<i>Community needs and issues</i>	Describes some motives to participate or not to participate, with reference to using Mobile, Web and Social media;
<i>Community organisation structure</i>	Describing how an expressed opinion or need goes beyond the community boundaries and reach the decision making table through the use of a Mobile, Web and Social media channel
Mobile, Web and Social media resources	Tools, regulations, and institutions providing means for individuals to participate
<i>Community resources</i>	
Use of Mobile, Web and Social media resources	Elements of individuals use of Mobile, Web and Social media relevant to eParticipation
<i>Individual use of mobile, Web and soc-media</i>	Describe patterns of use and preferences of use of individuals
<i>Community use of mobile, Web and soc-</i>	Describe patterns of use and preferences of use of community organisations

<i>media</i>	
Social facilitation (Main category)	Product of organisational culture, legal environment, infrastructures and initiatives towards using Mobile, Web and Social media for eParticipation.
<i>Government communication</i>	Describes local government communication and use of Mobile, Web and Social media about and for public participation
<i>Government organisation structure</i>	Describes structures and their impact on using Mobile, Web and Social media for public participation;
<i>Government decision making process</i>	Describes local government decision making process and situates where Mobile, Web and Social media fit in;
<i>Government needs</i>	Describes local government needs in order to fulfil it public participation mandate;
<i>Government resources</i>	Describes local government capabilities enabling it for eParticipation
<i>Government service delivery</i>	Describes local government use of Mobile, Web and Social media in delivering services in community;
<i>Public participation process</i>	Describes the process of public participation and it use of Mobile, Web and Social media.
eParticipation legal environment	Regulations pertaining to using Mobile, Web and Social media for public participation.
<i>Legislations and policies</i>	
Mobile, Web and Social media infrastructure	Infrastructural elements constituting the mobile channel (mobile device, cellular network services, and city back-end-systems).
<i>Mobile, Web and Social media resources</i>	Describes the local government of the city of Cape Town infrastructure reachable by communities' members.
<i>Mobile, Web and Social media Access</i>	Describes means and related regulations provided to communities by local government to foster public participation
<i>Mobile, Web and Social media Content</i>	Describes available information about the city's activities provided by local government of Cape Town
Mobile, Web and Social media initiatives	Local government initiatives pertaining to using Mobile, Web and Social media for public participation (C3 system, city Web portal, smartcape access)
<i>Government use of Mobile, Web and Social media</i>	

It became evident that interviewees and participants, from community and from government, related easily to their perception (high frequency of inferences), but less to their attitudes (low frequency of inferences - see appendices A5 and A6). The study thus postulates that interviewees and participants' attitudes would not be directly linked to their perception of themselves, communities, government, and

technology, and also of the process of Public Participation: their attitudes seem to express more of an emotional response to the kind of relationship they are allowed to have with government, in lieu of an articulated response.

4.3.1.4 Themes scheme

The conceptualisation of the study pointed at two themes which merger is expected determinant of the city *intensity of e-participation: intention to participate using Mobile, Web and Social media*, and *democratic engagement and openness to change* (see section 2.8.3 and Figure 2.6). The interpretation of categories and main categories provides the ground for the emergence of these themes (See sections 6.5.3.1 and 6.5.3.2).

4.3.2 Document and observation notes analysis

Documents and notes of observation of meetings were used in the triangulation of data. The data collected was organised around categories using their *manifest meaning* according to the research conceptual model order. They were then used to develop a presentation of the research context (See Chapter V), and were also added to complement the data from interviews and focus group (See Chapter VI).

4.3.3 Interview and focus group transcript analysis

The transcripts analysis developed higher order narratives (main categories and categories) from the interpretation of the primary narratives (sub categories and chunk of text) collected from interviewees and participants (Carcary, 2009). After developing main categories, categories and sub-categories or codes from significata, denotata were grouped in order to get a theoretical conjecture (Carcary, 2009; Schutz, 1958); these conjectures were challenged in the discussion of findings.

The data obtained from analysis was observed according to a set of rules of observation as suggested by Schutz (1958:510) (see appendices A5 and A6) in order to determine the most relevant categories, eliminate overlaps, and derive first hand interpretations.

Data observation rules were:

- Rule1: The most important categories for community interviewees and participants are rated with at least 12 inferences; and the most important ones for local government officials have a relative rate of 20 inferences each. These thresholds were chosen because they represented the number of inferences for a category just under the average.
- Rule2: The number of inferences denote of the interviewees and participants interest or better understanding of the topic and concepts involved in the subject of the question

Definition of terms:

- *Significatum*: criteria for inclusion or exclusion from a category (meaning attached to a category).
- *Denotatum*: each item that fulfils a significatum is a denotatum (chunk)

- *Inference*: interpretation of a denotatum of text from an interview transcript

First hand interpretations:

The observation of community members' data showed consistency with the literature on the importance of *perceptions and attitudes* for the adoption and use of eParticipation (see Appendix A5). The observation of local government officials' data showed the great importance of interviewees' perceptions; the importance of government organisation, structure and functioning; and the importance of city use of Mobile, Web and Social media (see in Appendix A6).

4.4 Researcher journey and experience

In qualitative research, the researcher is the instrument with which data is collected for the study; bringing into play his personal competencies, biases, beliefs, doubts: each of which can affect the quality of the result of the work. In order to build credibility, Patton (1999:1198) suggested a honest account of the research journey, recalling the researcher perspective, topic development, research constraints and opportunities (see Figure 4.3).

4.4.1 Particulars of origins and motivation of the researcher

The researcher in this study was originally from Cameroon and might have looked at the South African context from an outsider perspective, with little relation to the local context. That could have ensued in some misinterpretations or enough distance to have a better view of a big picture of the phenomenon onto play. Furthermore, his perspective may have been influenced by his training as a communication and computer networks technician and an IT service manager; this in addition to prior professional experiences in other roles which may have rooted in him strong and deterministic views of the potentials of Mobile, Web and Social media in improving processes, not necessarily shared by the interviewees and participants in this study.

The researcher grounded his motivation for the project on a perception of service delivery (availability of infrastructure) being unfit to satisfy the needs of individuals in communities; especially in Athlone which he first visited in 2009 where (despite significant investments by government towards alleviating community hardship including schools, a stadium, and housing) the troubles (abuses, poverty and hopelessness) continue. At the same time the city was looking so capable of acquiring and deploying ICTs in the general context that it was a surprise and a worry that Mobile, Web and Social media were not in use to alleviate the problems of communication and articulation of community needs. It was seemingly impossible for individuals' needs to be heard by that means, so as to help them to fulfil them. It seems that important ICT infrastructure was installed, but it was not really addressing the issues and needs at hand.

4.4.2 Researcher experience

Hence there was a personal motivation to perform the study but there was also a need to learn and understand the means and methods to obtain useful and scientifically sanctioned results from research.

The researcher's first moves were to talk about his ideas with peers then with senior researchers in related fields (political science, public management, eGovernment, etc.); then he read everything he could find written about it from any and all available sources. Random conversations with individuals in community and in government, and attendance at conferences and other meetings, lead to involvement with international research networks; finally there was some useful input from radio and television programs on local media including Cape Talk 567 radio, *Special Assignment* on SABC3 and *Third Degree* on eTV

The researcher then started testing research methods with two pilot interviews with friends born and dwelling in the city. These pilots lasted more than 90 minutes each and helped to revise the approach in terms of questions, behaviour, and recording, and managing interviewees' expectations and worries (these pilots have not been included as part of the main analysis reported here). Then he worked with friends to simulate a focus group discussion, in order to see how to deal with that method.

While attending meetings and talking to people he noticed a relationship between the way they were behaving with their mobile devices and the quality of their usage. This was not formal observation, and it would be difficult to justify the use of these informal observations; but it made possible the development of an observation protocol that was then used at meetings.

The transcription of data was a pain. The researcher at first tried a sort of journalistic transcription: you listen to the interview and you take notes of interesting things as they come. An evaluation of that method with the research supervisor showed that important information was being lost and so the process was actually based on verbatim transcripts: a tedious and time-consuming activity.

The other strange part of the research journey is the writing of the thesis. The problem here is that it is that report that would be used to certify of the quality of the researcher and his knowledge of the field; but one can't just put everything into one report: one must write for an audience of experts who want one to tell them everything in few words. In an effort to say everything that might be useful, the size of the thesis almost got out of hand; fortunately the research supervisor provided guidance about an acceptable thesis structure.

In summary, this was an adventure that was both exciting and frustrating, but from which lifelong lessons were learnt about finding a topic, approaching the subject to research, choosing research methods, adjusting to interviewees and participants, performing the data collection, transcribing and analysing the data, making conclusive deductions and writing up the thesis.

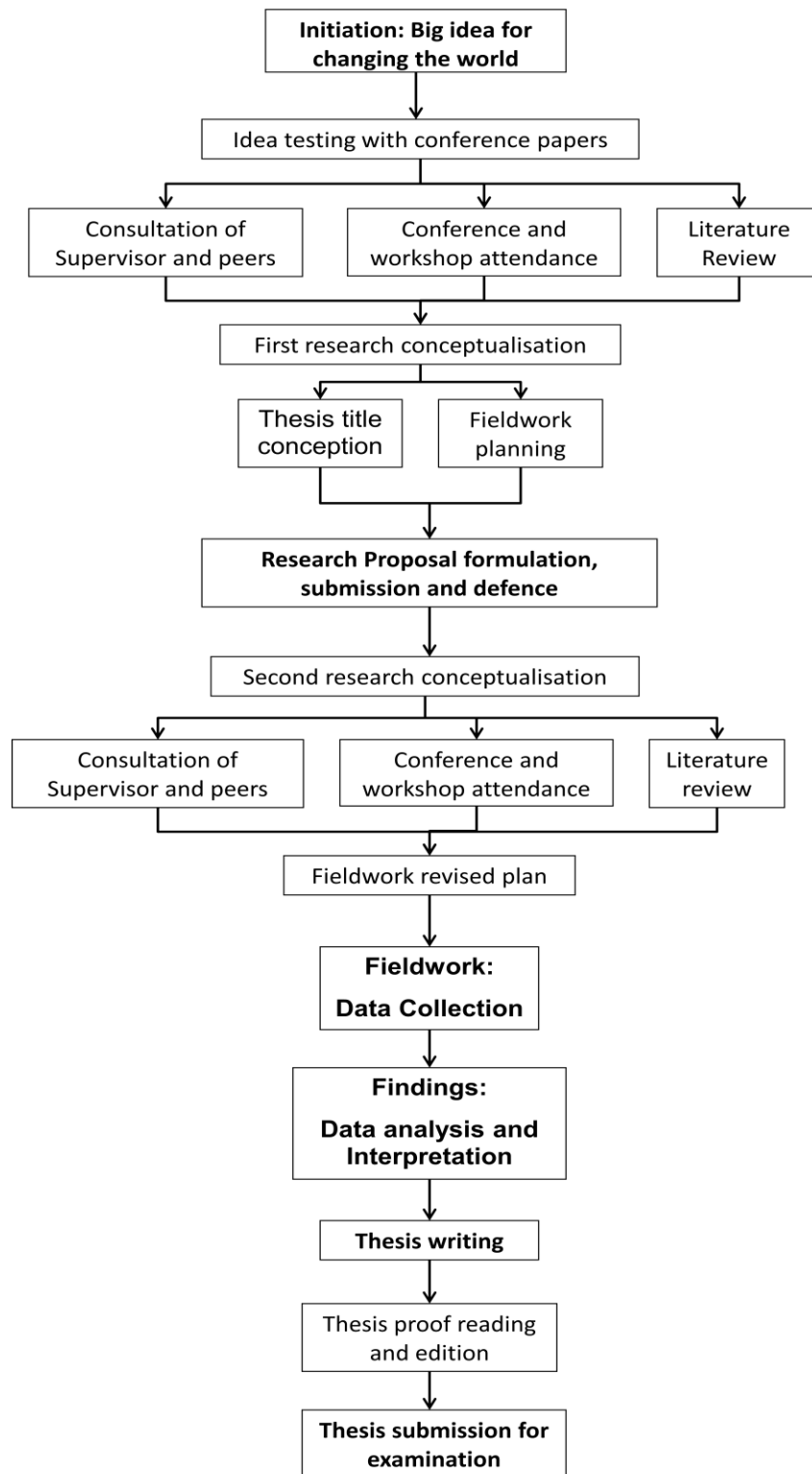


Figure 4.3: The research journey (source: Author)

4.5 Conclusion

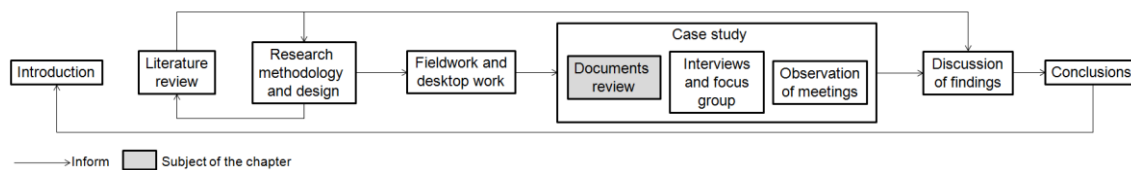
The fieldwork was a period of great activity and learning. The data was collected and analysed despite time and other constraints on the project.

The data was collected from literature and relevant documents, Subcouncil and city council meetings, interviewees and participants: also from individuals and government officials from Subcouncils 17 and 16; from the city council, from the city IT department and from SITA. That experience allowed the researcher to grow skills and competencies in undertaking these tasks.

The researcher learnt about going about finding a topic, approaching the subject to research, choosing research methods, adjusting to interviewees and participants, performing the data collection, transcribing and analysing the data, making conclusive deduction and writing up the thesis.

The next chapter (Chapter V) is the product of review and analysis of documents concerning eParticipation in Cape Town. It develops an understanding of the government in South Africa, Mobile, Web and Social media in the city, socio-economic and demographics of the city, and the influences of national and provincial spheres on local eGovernment initiatives.

CHAPTER V- CAPE TOWN'S E-PARTICIPATION CONTEXT



5.1 Introduction

The document review process directed at understanding the role of eParticipation in the city of Cape Town was performed in accordance with the research conceptual model and extended from July 2010 to July 2012. The objective was to obtain evidence about the topic of research as can be found in official publications, Websites, newspapers and other reports: distinguishing cultural traits, social structures and patterns of activity; isolating relevant elements to social facilitation activities and initiatives; and finally identifying ICT infrastructures, e-skills and access to artefacts which might make a difference throughout the city. This chapter presents an overview of the city of Cape Town individuals, local government and the Mobile, Web and Social media channels linking them.

5.2 The city of Cape Town

The city of Cape Town (City of Cape Town - SDI/GIS, 2008) can be divided into two major types of community arising from the Apartheid era: previously underprivileged and poor areas (very much represented in Subcouncil 17), and previously privileged and wealthy areas (very well represented in Subcouncil 16).

5.2.1 Individuals, community organisations and the mobile channel

Cape Town is the largest metropolis in the Western Cape Province. The city is a cosmopolitan place with communities of all races, religions, and languages, with various levels of education, earnings and wealth. The city is divided into 24 Subcouncils and 111 Wards. This study has chosen to look only at Subcouncils 17 and 16 within their boundaries defined in 2006 (Polack, 2011b). This choice was motivated by representation (they include most variations of culture and lifestyle that exist within the city), and accessibility within the limits of the project resources.

Cape Town's 2006 GGP (Gross Geographic Product), defined as the final value of all goods and services produced by the city in one year, is R123 582 million. Economic growth (the yearly percentage change in GGP) of 6% was achieved in 2006 (City of Cape Town, 2010a).

Over 90% of the Western Cape Province population lives in the City with a relative percentage of 52% of female and 48% of male. Around 50% are coloured, 35% is black, 10% is white and 5% is Indian or Asian (Statistics SA, 2010). In addition, there are communities of foreign nationals of unknown numbers.

5.2.1.1 The place of the individual

The place of the individual within the city's framework is in such a way that his/her voice must go through many layers of bureaucratic filtering before it reaches the decision-making table (see Figure 5.1).

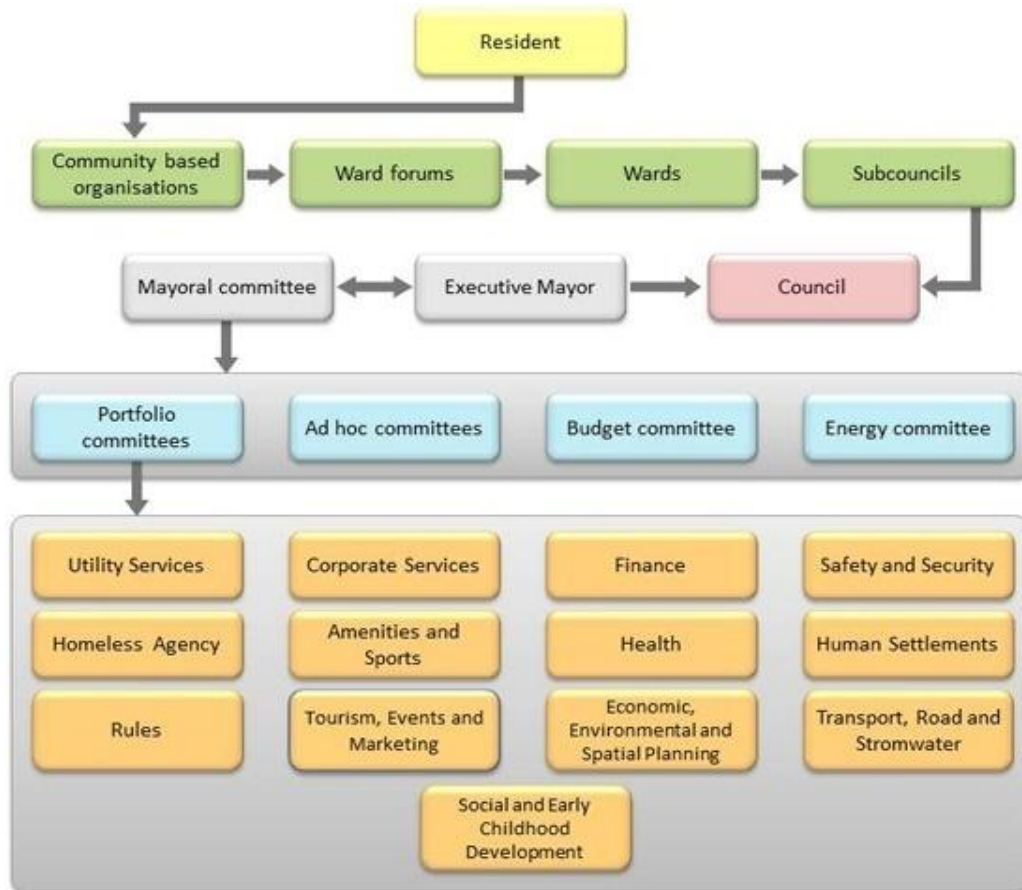


Figure 5.1: The place of individuals within the city scheme (City of Cape Town, n.a)

Subcouncils 17 and 16 are quite different in their characteristics:

5.2.1.2 Goodhope or Cape Town Subcouncil 16

Goodhope (Subcouncil 16) includes Wards 54, 74 and 77. The area was a “white only zone” during the Apartheid era and is still trying to manage the stigma of the inherited *District Six* removal. In our days, the area is the most densely populated of all the Subcouncils and hosts the seats of the Parliament of South Africa, the Provincial Government of the Western Cape and the local government of the City of Cape Town. This Subcouncil includes the core of the city's business hub where thousands of people come to work every day in a broad range of industries, including banking, hospitality, filming and events.

There are also numerous community based organisations including Camps Bay rate payers associations (<http://campsbayratepayers.blogspot.com/>), Long Street Residents Association (LSRA), Central City Improvement District (CCID), and as many political organisations as present in council (see section 5.2.3.1); and mosques, churches and temples.

5.2.1.3 Athlone and Districts or Cape Town Subcouncil 17

Athlone and District or Subcouncil 17 includes Wards 46, 47, 48, 49, 52 and 60. It is mainly inhabited by “*coloured*” people in an uncharacteristic mix of communities and cultures. The Subcouncil is part of the “*Cape Flats*” that was populated with displaced “*District Six*” inhabitants during the apartheid era. There are indigenous Khoe and San people, and also Indians, Malaysian, Chinese, Bantu and Caucasian originated peoples.

The area is problematic with social disintegration effects including: family breakdowns, single parenthood, breakdown of the authority of parents and teachers, high unemployment and un-employability rates, high crime and violence rates, substances abuses, despair and acceptance of a victimised image (Ramphela, 1991; Wachira, 2009:1-13).

Speaking of the effect of social disintegration in this area, Amanda Dissel (1997) cites Don Pinnock (1996), arguing that young people joined criminal gangs to fulfil a need for a *rite of passage* which was lacking in their post-apartheid environment. Traditional societies provided these rites to create a sense of direction, social acceptance and importance for the group.

“They create structures and rituals that work for them, carve their names into the ghetto walls and the language of popular culture, arm themselves with fearsome weapons and demand at gun-point what they cannot win with individual respect.” (Pinnock, 1996:13)

The community has structured in reaction to the situation with organisations including Impact Direct Ministries (IDM) (<http://www.impactdirect.org.za/>), Themba Care (<http://thembacareathlone.blogspot.com/>), the Rlab (<http://www.rlabs.org/>), People Against Gangsterism and Drugs (PAGAD) (<http://www.pagad.co.za/>); political organisations including DA, ANC or COPE; mosques, churches and other temples; all well-known from the city’s authorities.

5.2.2 The Mobile, Web and Social media channel in Cape Town

The Mobile, Web and Social media channel in Cape Town is approached looking at the penetration of technology in communities, services available on networks and platforms used for interacting.

5.2.2.1 Penetration

According to Goldstuck and Wronski (2011), the penetration of Mobile, Web and Social media has deepened and the users’ age curve has flattened to the extent to say that these channels have gone “mainstream”. The use of mobile Web applications such as Mxit and BBM has overwhelmed experts’ predictions. For example, Mxit (2012) report claims more than 44 million registered users in South Africa, with 19% of them coming from the Western Cape.

5.2.2.2 Services

Cellular networks operators including Vodacom, MTN, Cell C, 8ta and Virgin Mobile offer a variety of services to customers; ranging from mobile telephony, SMS, USSD, Internet and Web access.

On top of that are service operators allowing individuals to interact with local government services online, for example to pay their electricity, water, traffic fines and other bills (e.g: <https://www.ibuy.co.za/>, <http://www.ipay.co.za/>, <https://www.paycity.co.za/default.aspx>, or <https://www.energy.co.za/>).

5.2.2.3 Platforms

Individuals in the city's communities interact with each other on social media applications including Mxit, BBM, AIM, or Facebook. They increasingly use Internet enabled devices (Goldstuck & Wronski, 2011).

5.2.3 The government of the city of Cape Town and the mobile channel

5.2.3.1 The local government of the city of Cape Town

A) The city council

The local government of the city of Cape Town is constituted with a City Council and an administration or executive management team.

The City Council is the legislative body responsible of the governance of Cape Town. That body makes and implements by-laws, the Integrated Development Plan (IDP), tariffs for rates/services and the annual budget, and also enters into service level agreements; in addition it debates local government issues and ratifies or rejects proposals, acquires and disposes of capital assets, appoints the Executive Mayor, the Executive Deputy Mayor and the City Manager. Decisions taken by the City Council are implemented by the City's executive management team.

By-laws and policies are formulated and monitored by Council's portfolio committees which have an advisory role to the council (Polack, 2011).

The City council is elected for 5 years and comprises 221 councillors, half of whom are Ward councillors and the other half is constituted with proportional representatives (*alderman*) according to their political parties' strength.

The City Council is chaired by a Speaker who presides over meetings and oversees the process of public participations (Polack, 2011).

B) The administration of the city

The city administration is double-headed with a political head called "Executive Mayoral Committee or MAYCO" supervised by the City's executive Mayor and an administrative head or executive management team organised in directorates under a City Manager. Typically, the composition of MAYCO changes more often than the management team. Directorates are very broad in scope and the one responsible for the department of Information Systems and Technology (IST) is Corporate

Services. The IST department holds the largest budget of that directorate (city of Cape Town, budget, 2012).

The racial structure at staff levels of the city administration indicates that:

- 50% of staff are Coloured, 30% are African (black), 19% are White and 1% is Indian;
- Within top and senior management, 50% are white, 30% are coloured, 19% are African and 1% is Indian (City of Cape Town, 2011:95).

These figures suggest that the strategic decision making in the city is racially dominated by “whites”.

C) Public protection

Community last recourse in an argument with the city is the office of the *city ombudsman* (City of Cape Town, n.d) tasked to investigate and mediate residents’ complaints about the municipality; also the *office of the Public Protector* and the Western Cape Public Protector, to advise on, investigate and redress improper and prejudicial conduct, maladministration and abuse of power in state affairs (Office of the Public Protector, n.d); finally there is the office of the Western Cape Consumer Protector. However, it is always possible to take legal advice from a lawyer preferably a member of the Cape Bar Council (The Cape Bar Council, 2012) and seek justice in court.

D) The city functioning

In understanding the functioning of local government in the city of Cape Town, a range of documents and sources, in addition to those already referenced above, evidence the change:

- *The Constitution of the Republic of South Africa* (RSA,1996) is acclaimed as one of the most inclusive constitution in the African continent, guarantees equality of treatment for all South Africa’s diverse population.
- *Local Government: The municipal structure act* 117 of 1998 provides for the establishment of municipality and their sub-divisions.
- *Local Government: The municipal system act* 32 of 2000 provides for the organisation and the functioning of municipalities so as to insure a sound achievement of public participation.
- *Local Government: Municipal Electoral Act* 27 of 2000 provides for election events for local government office.
- *National policy framework for Public Participation* (2007) encompasses legal community participation obligations of municipalities (Department of Provincial and Local Government, 2007:30)
- *City of Cape Town cellular telecommunication infrastructure policy* (CCT, 2002) provides for the control, development and installation of cellular telecommunication infrastructure in the city.
- *City of Cape Town Language policy* (2002) provides for the fair and equal use of national languages on communication platforms including Websites in the city.

- *City of Cape Town Public engagement policy* (2009) provides regulation for means to be used for engaging with community members.

E) Participation in public participation

The city reported that 20 997 citizens were engaged in public participation in 2010 (Public Participation Unit, 2011). That number contrasts with the city's population of more than 3 million of inhabitants (Statistic SA, 2010).

5.2.3.2 Cape Town Mobile, Web and Social media resources and initiatives

The Government of Cape Town has chosen to invest heavily in information technology, following a "Smart City" strategy. An Enterprise Resource Planning system (ERP) has been deployed in order to clear out the backlog of a kaleidoscope of legacy systems (113 systems and 70 interfaces) dispersed throughout the 7 municipal authorities which were merged to form the city of Cape Town. Billing and procurement systems benefited significantly from it; then a Geographic Information System (GIS) was incorporated to improve planning; human resource management (HR) was added; and a complaint notification system called the "C3 system" was plugged into it. Beyond the ERP implementation, the 'SmartCape' initiative put PCs in libraries for the public use; the construction of a whole optical fibre network throughout the city is being undertaken (City of Cape Town, 2010; Odendaal, 2011); new safety systems to monitor and control crime are being implemented around toll numbers, GIS, and other South African Police Service (SAPS) databases.

All these will impact highly on the provision of transactional services to citizens. But such innovations as these contribute little to citizen's other needs for housing, sanitation, security, legal environment and other community infrastructural facilities?

The local government of the city of Cape Town has also started to use mobile, Web and social message media to communicate and engage with individuals and community's organisations; this shows that these channels are now perceived by the City to be determinant in reaching out to individuals in communities. As examples of local government Mobile, Web and Social media presence:

- SMS messages are sent to Ward forum members and availability of toll numbers around particular issues (e.g: Water-related enquiries - contact 0860 103 089, send an e-mail to waterTOC@capetown.gov.za or send an SMS to 31373 open 24/7. (@cityofct, 24/02/2012)),
- An information rich Website at <http://www.capetown.gov.za>;
- A page on *Facebook* at <http://www.facebook.com/pages/City-of-Cape-Town/113648061978937>;
- An accounts on *Twitter* at <https://twitter.com/#!/cityofct>;
- A *Youtube* channel at <http://www.youtube.com/user/cctecomm> (2012)

5.3 Conclusion

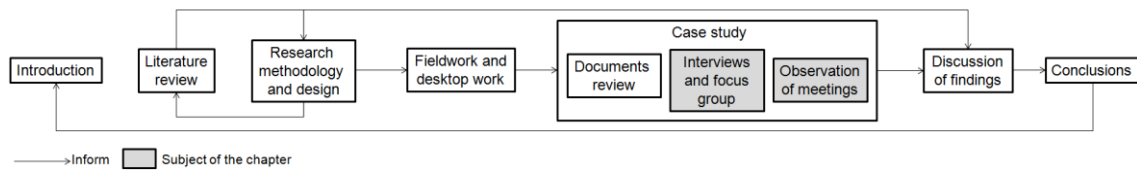
Since 1996, South Africa has been trying to correct problems induced by Apartheid which left the majority with poor preparedness in comparison with the privileged minority groups of the country.

Cape Town as the greatest metropolis of the Western Cape Province is a cosmopolitan place with communities of all races, religions, languages, various levels of education, earnings and wealth. The local government of the city of Cape Town is constituted with a City Council and an Executive Management team. Together they have chosen to go the ICT route, following a “Smart City” strategy.

On the side of the individual in community, the Mobile, Web and Social media channel in Cape Town is approached looking at the penetration of the technology in communities, services available on networks and platforms used for interacting.

The next chapter (Chapter VI) goes into great detail and presents the research findings in a case study generated from interpreting the data collected using literature and document review, in-depth interviews, focus group and observation of meetings.

CHAPTER VI- FINDINGS



6.1 Introduction

The preceding chapter provided a document-based review about Cape Town eParticipation in the context of South Africa and its e-Government initiatives, including: the influences of national and provincial spheres; e-Government in the provincial government of the Western Cape; socio-economic and demographics of the city of Cape Town; Mobile, Web and Social media in the city and on local e-Government initiatives. This is the context in which the case study unfolds. This chapter presents the findings, based on analysis of case study data concerning eParticipation in the city of Cape Town. The presentation of each sub-category follows the perspective of individual in a focus group in Subcouncil 17, then from individual interviews in Subcouncil 16, then from interviews with government officials. Data from documents and from observation of meetings are included where appropriate.

The research question directing the enquiries was: *How does the use of Mobile, Web and Social media help or hinder public participation in the area of consultation for law and policy making in the city of Cape Town - Western Cape?*

This chapter builds a case study of *e-participation in the city of Cape Town* from a triangulation of data collected from literature and document review, in-depth interviews, a focus group and observation of meetings. The case study analysis follows the structure of the research conceptual model (see section 2.8.3, Figure 2.6) and builds the story of the development of eParticipation in the city, bringing together readiness achievements in individual community members' *perceptions and attitudes* to eParticipation, and readiness achievements in local government induced *social facilitation* of eParticipation. These eParticipation readiness elements are expected to be determinants of individuals' *intention to participate using Mobile, Web and Social media*, and of local government *democratic engagement and openness to change*, constituting the city *intensity of e-participation*.

The inquiry is organised around the framework developed in Chapter II (Research conceptual model – see Figure 2.6) and the main categories and categories that emerged from Table 2.5 which are summarised here again, including themes, in Table 6.1, to structure the presentation of findings.

Categories describe influential external factors participating in the formation of the study stakeholders respective and most deterministic factors for taking up eParticipation. Each category is broken down into sub-categories.

Sub-categories (see Table 4.1) emerged from the analysis of interviews and focus group data as most significant aspects expressed by interviewees and participants.

The findings are presented following three main headings: two headings linking stakeholder groups (individuals and local government) to categories, and one heading summarising stakeholder category streams into main categories.

Stakeholders	Individuals	Local Government
Categories	Culture and social structures	eParticipation legal environment
	Mobile, Web and Social media resources	Mobile, Web and Social media infrastructure
	Use of Mobile, Web and Social media	Mobile, Web and Social media initiatives
Main categories	Perceptions and Attitudes	Social facilitation
Themes	<i>Intention to participate using Mobile, Web and Social media</i>	<i>Democratic engagement and openness to change</i>

6.1.1 Categories

The findings structure is then:

Categories for **Individuals** (community members that this study had access to):

- Cultures and social structures (sub-categories: Participation, community needs and issues, and community organisation structure)
- Mobile, Web and Social media resources (sub-category: Community resources)
- Use of Mobile, Web and Social media (sub-categories: Individuals and community use of Mobile, Web and Social media)

Categories for **Local government** (local government officials this had access to):

- eParticipation legal environment (sub-category: Legislation and policies)
- Mobile, Web and Social media infrastructure (sub-categories: Mobile, Web and Social media access, content and infrastructure)
- Mobile, Web and Social media initiatives (sub-categories: Government use of Mobile, Web and Social media)

6.1.2 Main categories:

The study worked around two main categories: *perceptions and attitudes*, and *social facilitation*.

Perceptions and Attitudes: this main category summarises determining categories ‘cultures and social structures’, ‘Mobile, Web and Social media resources’, and ‘use of Mobile, Web and Social media’, to provide a view of individuals’ *intention to participate using Mobile, Web and Social media* (which is it related theme) (see Figure 6.1).

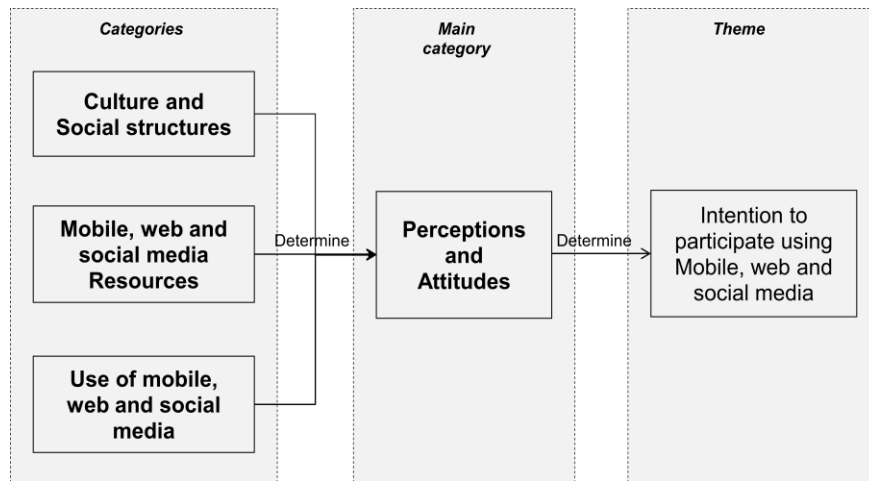


Figure 6.1: Individuals perceptions and attitudes for eParticipation (Source: Author)

Social facilitation: this main category summarises determining categories ‘eParticipation legal environment’, ‘Mobile, Web and Social media infrastructure’, and ‘Mobile, Web and Social media initiatives’, to provide a view of local government *democratic engagement and openness to change* (which is it related theme) (see Figure 6.2)

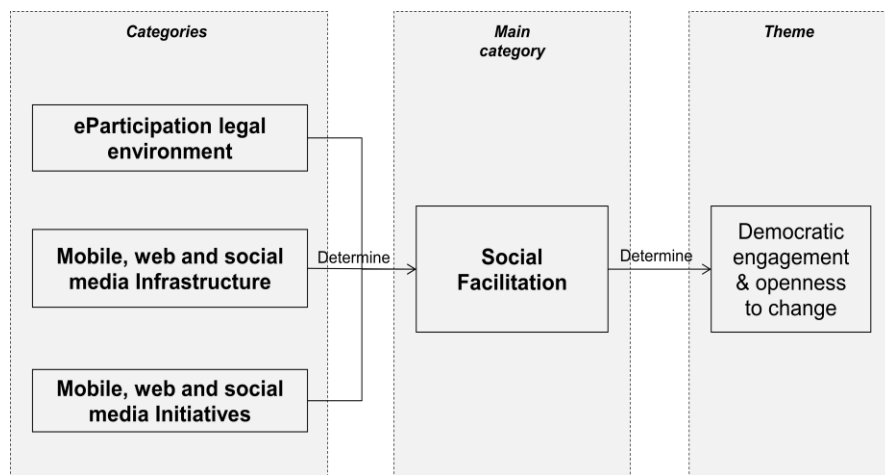


Figure 6.2: Local government social facilitation for eParticipation (Source: Author)

The analysis of the data led to significant sub-categories (see Table 4.1) within the structure in Table 6.1.

6.1.3 Themes

The study constructed two themes linked to stakeholders’ groups (respectively individuals and local government) which merger is determinant of the city *intensity of e-participation: intention to participate using Mobile, Web and Social media*, and *democratic engagement and openness to change*. These themes are presented in the conclusion within the summary of findings (see sections 6.5.3.1 and 6.5.3.2).

The chapter continues now with the presentation of findings. A summary of the findings is presented at the end of the chapter (see Table 6.2), with the conclusion (see section 6.5.2).

6.2 Individuals

The stakeholder group individuals (community members that this study had access to) is linked to the main category 'perceptions and attitudes' by three *a priori* categories:

- Cultures and social structures,
- Mobile, Web and Social media resources and
- Use of Mobile, Web and Social media.

This section discusses the way that these categories contribute to the formation of individuals' perceptions and attitudes for eParticipation in the city of Cape Town.

6.2.1 Cultures and social structures

The category 'cultures and social structures' was framed with significant sub-categories including participation, community needs and issues, and community organisation structure. The idea beneath is that individuals needs and issues would be brought forward in participation moments with government, whether in a personal capacity or through a community organisation. The connexion to culture draws from the understanding that individuals' interactions with self and others are culturally programmed; and are expected to differ from one community to another. The category 'cultures and social structure' was developed around three sub-categories (see Table 4.1):

- *Participation* describing the pattern of communities of Cape Town reaching out to see their opinions considered;
- *Community needs and issues* describing some motives to participate or not to participate, with reference to using Mobile, Web and Social media;
- *Community organisation structure* describing how an expressed opinion or need goes beyond the community boundaries and reaches the decision making table through the use of Mobile, Web and Social media channels

The notes that follow provide selected evidence taken from the interviews and focus group discussions as indicated.

6.2.1.1 Participation

Individuals:

Participation is visible in political parties' activities, religious events or other CBOs and NGOs events.

"R1: we have once participated in a youth campaign for 'Allan Boesak'... We went to get our hands dirty..."

R2: it was a COPE thing..."

*R1: we had to go to certain area to explain things to people... So the 'Boesak' campaign with youth ... It was called "Youth for religion" **Bridgetown focus group***

LSRA practices a sort of online deliberation. In their model, the coordinator of the association acts as a moderator: supplying documents to be checked upon and subjects to be debated upon; collecting contributions submitted directly online or via email; and availing that information to the councillor, to any government official interested or to the press. The use of technology is seen as advantageous because participation occurs afterhours and allows individuals who do not or cannot meet to share ideas.

"Basically I copy the emails ... Or whatever information is there ... And say this is what comes from members..."

"What is interesting is that often people respond when they are at work... they tend to access from work and the response I get come after hours" LSRA

Local Government:

The city prefers face-to-face interaction with communities.

"Face-to-face is still the mechanism which we prefer." RPPU

"We have a database and we have approximately 105 Wards in the city of cape town, of which 86% is very active and rely in regular meeting... unfortunately it is not in poor areas we can get the people to that active part" Council

In Government, community members seem to prefer violent demonstration as the way to express themselves in order to be heard by government.

"They are not even fearful on the police. They have reached the point where they've said: you people are not listening to us anymore and therefore we are going to the street to show that we will close the N2 and we will burn tyres and things like that." RPPU

In addition participating community members are still expected to handwrite their submissions which they are expected to drop in boxes at city facilities.

"They normally do it by hand, because we have common boxes in libraries, clinics and all of the city's facilities, so that they can drop them in there." RPPU

Local government sees participation in Wards through Ward forums constituted by sector representatives, sitting once a month to report, discuss and deliberate on their sector needs, government suggestions and initiatives.

"The sector sort of categorise a geographic area for the election in which any particular resident needs to get a certain amount of signature of resident in his neighbourhood and is nominated as their representative on that base." RC

However, some councillors are technology savvy enough to use emails and telephone to keep in touch with representative organisations in their Wards.

"... I for example I don't have public meetings, but I attend meetings of various rate payers associations, some community associations... I go to their meetings rather than calling the public to meetings... I may not be going to all of their monthly meetings but I mean I have email and telephonic contact with all of them and on a regular basis." RW

City council meetings are sort of board meetings where decisions regarding the future of the whole city are made and where public participation is only mentioned in order to comply with rules.

"The business that is done in that council is the business of taking decisions in terms of where the council wants to move in the future. Then it becomes very technical." RPPU

In these occasions councillors do not speak about their Wards issues but develop the portion of the political agenda allocated to them by the chief whip.

“First it is practically impossible for a Ward councillor, when a Ward councillor, it might not be a Ward councillor but a PR councillor, so when they get up in the council meeting, they are not speaking for their Wards. They are... There is a political process were Chief Whip of parties give each of them a time to speak on an agenda which he develops; which has got probably nothing to do with their Wards anyway but which looks at the governance of the city as a whole. So at no meeting of council, except at Ward-forum meetings and probably in some respect at Subcouncil meetings would you find people talking about public participation.” RPPU

Individuals’ participation is noticeable with activism for various causes; membership of CBOs, and other NGOs or attendance of community orientated forums, meetings and events or sector representation at a Ward forum.

The whole process of collecting community needs and opinions is performed with a greater use of Mobile, Web and Social media in Subcouncil 16 than in Subcouncil 17 where councillors rather use meetings. On the other hand, the city prefers face-to-face interactions to using electronic means for participation.

6.2.1.2 Community needs and issues

Individuals:

In Subcouncil 17, individuals list some needs including dealing with race division; eradication of drug dealing, robbery, the spread of killings, and substances abuse; as well as lifting the acceptance of unnecessary hardship in life as a norm.

“R2: ... There were three guys, one was a cop while the other two where drug dealers. They were breaking into cars and selling their drugs, using their friend’s radio to check on police patrol... R3: and there was this cop, he was seeing us smoking drugs. He was just watching us smoking ... He would do nothing...” Bridgetown focus group

“Because of apartheid, if you grew up in Khayelitsa, your priorities are very different from those living in more fortunate place where you can access that technology and make good use of it.” R99

There is an apprehension within communities in Subcouncil 16 that the city’s goals and strategies are not aligned with community’s needs and rights, pushing communities to look away for solutions.

“Marketing Cape Town as an event city walks over a lot of rights, residential rights and so on... It’s about promoting the city; it’s also about bringing money into the city: but the biggest concern that I have is this: are you actually valuating the city, for the property, for the people who want to live in the city?” LSRA

In Subcouncil 16, individuals tend not to exchange information amongst themselves about issues they are going through; but they benefit from LSRA mediation to learn about others views of issues.

“They are young single professional. I found that they have the same problems. But I am not sure whether they network in between or they have another connexion point than LSRA mediation.” R99

Local Government:

The city acknowledges that there are communities “out of the radar” and not well heard like some previously disadvantaged communities or refugees:

“How do you engage with people who are not on the radar? We have a huge number of refugees; they have a point of view... They can put their views forward but most of the time their views are totally ignored, they are not voters. And in community meetings they tend to be side lined.” RW

Previously disadvantaged communities don't have good access to ICT; there are too many complaints which do not make it through the systems onto decision maker's table;

“In our previously disadvantaged areas, we don't always necessarily have... These people don't have access to technology.” RPPU

Cultural and socio-economic conditions differences complicate engagement with communities:

“The community in Sea Point, is different from the community in Bellville, and Melkbosstrand, or in Strand or wherever, or in Khayelitsa, what the case might be... If I go to Khayelitsa and I want to close a pothole, they will say to me 'why do you waist money closing a pothole, we don't have water'. If I go to Strand, they will say 'I have everything I want this pothole closed.'... Now the councillor must evaluate priorities. It is more important to me that somebody has the basic services, municipal services like water, sewage and a house, than closing potholes.” Council

Government ranges communities' needs from jobs, crime, and housing, to health needs.

“We know what the problems are. We know if you ask me what the priorities are. The big ones are Jobs -huge-, crime nearly the same, housing and then down comes more specific issues, you know, health... So we know what the problems are, we know where the problems are and we know exactly where our 248 informal settlements are. We know what they need. I mean we met them, we tracked them ... We don't know right down to streets detail exactly what.... Euh ... What Mr. Lithuli wants, What Mrs Letswalo wants, where they want it... You know these kinds of local details.” RW

Previously underprivileged areas need more infrastructural upgrades and are just starting to get them.

“The area that we're in, the Ward 49, is an old area. So you find that your infrastructure, things like your sewerage, things like your electricity, those type of services, need maintenance now” RL

Community needs differ from one Subcouncil to another, from the previously privileged or under privileged areas where in Subcouncil 16 for instance, issues like jobs, crime, substance abuse, or housing are scarcely on the agenda. The result of that is the sort of problems people will be ready to expose to the authority: a pot hole on the street in comparison to help to get kids out of drugs.

6.2.1.3 Community organisation structure

Individuals:

Community in both Subcouncils 17 and 16 is organised around individuals, rate payers associations, civic organisations, religious organisations, the CCID, Cape Town Partnership, political parties (ANC, COPE, DA, etc), neighbourhood watch, community peace forums, Ward forums, and other CBOs and NGOs. They are in a position to bring forward, at least for each one of them a portion, or a broader compound of knowledge about community needs and opinions. These organisations use traditional main stream media (newspaper, radio, television, billboard) and community media (community newspaper), as well as social media to communicate.

“Make contact with CCID (central city improvement district) and local councillor and inform them about it. I contacted a couple of newspapers: the local 'Capetowner' newspaper which is the community newspaper, and also the Cape Town Partnership magazine, I sent a letter to motivate them.” LSRA

"When there is an issue or a story, I call LSRA and tell them what the article is about and that a response from resident is needed. And an email with a set of questions is sent to them. They answer; they collect the answers and send them back. And the article is written from that for 'The Capetowner'." R99

Local Government:

Local government has a database of recognised organisations.

*"They are the community Peace forum, the CCID, Kloefstreet and Green Point streets."
"The whole area here for example, has got 2 civic associations, one for Boekaaap and one for the west area, it got neighbourhood watch throughout the Ward, right across, and in touch with all the neighbourhood watches." RW*

Government is aware of the scarcity of information sharing initiatives and platforms.

"You have the churches working on their own on whatsoever report that they have; the mosques are working on their own for their report; And the different schools. But there is no sharing of information so that the problem can be tackled holistically." RL

In summary, individuals in community, whether in Subcouncil 16 or 17, rely on community organisations and leadership to carry through their needs and issues. Proceedings would be rather democratic within organisations but would not be broadly shared. They are usually constituted by senior community members dubiously "always right" about younger generations' needs and issues. The Local Government of Cape Town collects these needs and issues from registered organisations and Ward forums.

According to the city of Cape Town's Public Participation Unit (2011), the total of citizens engaged in 2010 City's Public Participation Processes was 20 997 (Public Participation Unit, 2011), which is a small portion of the City's population of more than 3 million inhabitants (Statistic SA, 2010).

Observations: In Subcouncil meetings, most public seats were occupied by contractor representatives, city staff, individuals looking for arbitration on issues, and only one or two members of an NGO. At council meetings, the public is in effect represented members of the media (Press, radio and television), members of political parties and some NGOs members. In all cases, the public is there to observe the proceedings, not to participate or to get involved. And it is only in Subcouncil meetings where councillors can be heard saying: *"The community has reported..."* The study never witnessed a direct community input be it in the form of an email or an SMS going through to Subcouncil and council meetings.

6.2.1.4 Summary

Individuals' participation is noticeable with activism for various causes; membership of political parties, CBOs, and other NGOs or attendance of community orientated forums, meetings and events or sector representation at a Ward forum. The whole process of collecting community needs and opinions is performed with a greater use of Mobile, Web and Social media means in Subcouncil 16 than in Subcouncil 17 where councillors rather use meetings. Organisations in both communities do not share much information about needs and issues; however in Subcouncil 16 they are going online to submit needs and opinions. The city of Cape Town government prefers face-to-face interactions with

communities. Community organisations gain greater government attention, and are usually invited to attend government caucuses with businesses and experts. However, when council meetings come, only political party agendas prevail, rarely encompassing direct references to community expressed needs and opinions.

In very short, three main findings can be derived here:

- Despite the fact that the local government of the city of Cape Town prefers face-to-face interactions with individuals for public participation, community organisations, businesses and experts are more readily heard than individuals.
- Community organisations and Ward forums are usually attended by seniors who are expected to care more for the whole community but are unaware of opinions, needs and issues of the younger generation (who themselves are usually uninterested in the proceedings of Subcouncils 17 and 16).
- Individuals' participation in decision making is in effect, limited to representation by political parties.

6.2.2 Mobile, Web and Social media resources.

Community members and community organisations have various resources including: human resources; financial means; Mobile, Web and Social media; the constitution of the Republic of South Africa and various acts of law and policies at all level of government; and local government facilities and support (see Table 4.1).

6.2.2.1 Community resources

Individuals:

Most individuals in Athlone and districts have an acquaintance with a political leader or a religious leader. These leaders' level and quality of passion for their communities can be considered as resources for them.

“Q: what's her name?

R1: One of our pastors is a chairperson...in our community... That's part of the provincial government... And we have a provincial government building in our area.

Q: So it was part of the provincial government...

R1: Isn't he a Ward councillor...

R2: he is in that building

*R1: isn't it a provincial government...” **Bridgetown focus group***

LSRA members are Long Street residents with an average age of 40, mostly professional, in addition to some businesses operating in the street. They mainly communicate in English and have acquaintances with some officials.

“Q: How old are they, the members?

*RQ: It ranges... It ranges in gender, ethnicity, language; I think it's mostly English. Euh... For age records I will say from probably late twenties, early thirties (30s), and then up to seventy (70), eighty. .. So your minus is about forty...” **LSRA***

That association uses a Website, social media tools and emails for its deliberations and publications. The Website is powered by Posterous (a simple blogging platform dating from 2008) and they have a dedicated email address and a Facebook page.

“So I am trying to keep cost down, and SMS is ... I just don't know how to do that with the Website so that it will be free.” LSRA

It has a working relationship with the *Capetowner*, which is a weekly community newspaper for the city centre, the Waterfront and Robben Island. There are very few platforms allowing CBOs, NGOs, and other community organisations to exchange information and ideas.

“When there is an issue or a story, I call LSRA and tell him what the article is about; and that I will need a response from resident. And I send him an email with a set of questions. They answer; he collects the answers and sends them back to me. And I write the article from that for 'The Capetowner'.” R99

“No deliberation. In this area, you have a few churches and mosque. They don't really mix and exchange points of view.” R99

Local Government:

City officials are equipped with ICT resources allowing them to engage with communities via electronic channels. They have cellular phones, IT services and infrastructure like the C3 notification system, and related legislations at their disposal.

“The expectation is there, go and communicate with your community; and interact with them, and also avail (hammering the table) your computer to them if they want to send an email to the city, for municipal purposes, not for brother and other friends in Timbuktu: because it is municipal property!” Council

However the city has a database of registered organisations. Ward forum members are seen as community activists.

“We have a database of people... Subcouncil has a database of recognised civil/civic organisation” RTA

The constitution and various acts and policies provide communities with rights, and drive government to put up organisations and means to get them participating:

“The constitution says that if a proposition is to become bill people must be involved thus it becomes a local government issue, because they have the right to comment.” RTA

Some government officials still do not believe that communities are equipped with and make use of Mobile, Web and Social media; they explain that by reference to age or to historical disadvantage:

“In our previously disadvantaged areas, we don't always necessarily have... These people don't have access to technology.” RPPU

“Old people don't have computers; they don't have the technology and so on... SMS we do...and then also, old people don't have cell phones...” Council

6.2.2.2 Summary

Community members and organisations have access to and use Mobile, Web and Social media. They are backed up by the country's constitution and legal environment which entice government to create the conditions for public participation. Unfortunately and it is well known within local government and

civil society that community organisations, that have the ear of government, do not exchange information themselves; nor do they have a platform for exchanging between themselves what they know about the places where they operate. Another resource lies with the fact that councillors and officials sometimes live within the communities they work for. However, some authorities remain sceptical with communities having Mobile, Web and Social media means to participate, because of their age or historical disadvantage.

6.2.3 Use of Mobile, Web and Social media.

The category *use of Mobile, Web and Social media* describes usages and preferences in usage of individuals alone or grouped in organisations. The category was sub-divided in two sub-categories (see Table 4.1):

- *Individuals use of Mobile, Web and Social media* describe a pattern of use and preference of use of individuals
- *Community organisations use of Mobile, Web and Social media* describe a pattern of use and preference of use of community organisations

6.2.3.1 Individual use of Mobile, Web and Social media

Individuals:

The majority of community members practice at least mobile telephony, SMS messaging, emails, or social media:

*“R1: yes we did talk to one another... We used 'AIMS' (AOL Instant Messaging Service). It's a machine between social networks, and SMS and Mxit.” **Bridgetown focus group***

Some individuals do not feel comfortable using certain applications:

*“I am quite reluctant to suddenly to have to manage a lot of information, you know keeping updates all the time, on twitter or on Facebook.” **LSRA***

While communities are already present online and expect government to come along through SMS and other mobile Web applications and social media.

“R3: ...So if you want everybody, the youth and the elderly, if you want all the generations, you will have to consider Mxit, because Mxit is used by all... Or Facebook...”

R1: Mxit got 22Millions users, so they got the data and database, so they really...

R3: So they can just add something there for people to see...

R1: to have an add on..

R3: add on, yes...

R1: I think that the people of Mxit will make a lot of money... And you will have a flash screen that will pop up for a couple of seconds...

R3: So they can have their own platform, government but also Mxit so that they can grab the attention of the users already over there...

*R1: Or they can possibly use Jamiix...” **Bridgetown focus group***

Local Government:

Local government in Cape Town trains its staff on the use of ICTs, thus they can be considered as all being able to do basic editing and emails, and to use their phones for calls and SMS:

*“And you are not allowed to get a computer till you've been to the training; and the trainer is satisfied that you can take it away, use it and do basic stuff like email, read a document and may be type a letter.” **RW***

*"Q: If they are not in the premises where the meeting are held by the time of the meeting can they send their input via SMS or something of that sort?
Via SMS, no.
Q: Do you use things like twitter, Facebook?
No" RC*

In their personal capacity, few Government officials do use social media, and do use it scarcely to engage with their community members.

"Councillors come from very different back grounds and their e-capabilities also varies with that" RS

6.2.3.2 Community use of Mobile, Web and Social media

Individuals:

A local Christian campaign in Athlone and Districts called 'Youth for Jesus Campaign' used a database of phone numbers, a bulk SMS facility and a social media aggregator of instant messaging Web applications called 'AIM' to manage the event.

"R1: Yes we did... We used a database. We collected their cell phone numbers, and together with Cell life, we used bulk messaging, we can send one message to hundreds of people... That's how we did it..." Bridgetown focus group

They also used social media to call parties or check on their friends' and relatives' situations.

*"R1: you can update your status from Mxit to facebook.
R2: can you? If a friend put a comment on your status page, everybody can see it and comment on it...
R3: it will stay there for the whole time on Mxit; people can see it but they can't comment on it...
R2: ok.
R3: But I think for Mxit...
R1: it's more personalised...and anonymous...
R3: ... In South Africa, for youth... Mxit is more for the yout... And Facebook is for..." Bridgetown focus group*

The LSRA Website is mobile enabled and uses the capacity offered by social media capabilities present on Internet for storage and processing.

*"I am using 'Posterous' as the engine.
... euh...no...well... The interesting thing with that 'Posterous' Website is that it is actually also viewed as mobile.
...We don't actually have a group on linked in, but if you search for the LSRA on Google, you are likely to see it coming up. So people are using it for their own good." LSRA*

LSRA does not use other famous social media tools like Twitter or Mxit.

*"Q: I was just looking for a kind of mobile process to gather messages...but you use the Website. Do you use things like 'Mxit' or 'twitter'?
RQ: euh ... No! Twitter... The Website does have a Twitter functionality..." LSRA*

Local Government

Government acknowledges that the cost of an SMS message is an impediment to its use by community members for public participation.

"But we can't lose on the fact that these people would not want to spend money performing a service on behalf of the community. It means that the fact of SMSing people they might have about R5 cost in their money." RPPU

Previously disadvantaged communities in informal settlements did not make use of the C3 system to voice their needs, while the wealthy living in leafy suburbs are making the most out of it, calling in for little jobs perhaps concerning street lights being off.

“It is working very well in the leafy suburbs, but it is not working so well in the poorer areas..euh...in Nyanga informal settlements and places like that...and we don't fully understand why” RW

Observation: All councillors in meetings have a mobile phone and most of them have Smartphones able to surf the Web. Individually they seem to use telephony and SMS messaging, but do not seem to go on social media.

6.2.3.3 Summary

In very short, in community, whether in Subcouncil 17 or 16, individuals and community organisations use Mobile, Web and Social media. Differences appear in the fact that they don't always use the same application and for the same purpose. For instance, in Subcouncil 17 individuals and community organisations used bulk SMS messaging to call for meetings; Mxit and Facebook to check on friends and relatives and to organise gatherings; and Twitter for information. In Subcouncil 16, emails, blogs like the LSRA Website and micro-blogging including Twitter were used to inform or to call for meetings; while Facebook and BBM were used for social networking.

On the other hand, for government's officials the mobile is for work and Web and social media is for fun. The C3 system despite being Web able still can't be reached through mobile networks. When bulk SMS is used, it is to call registered Ward forums members or community organisations to gatherings. And community members are not expected to be able to afford the cost of a SMS.

6.3 Local Government

The stakeholder group 'local government' is linked to the main category *social facilitation* determined by categories:

- eParticipation legal environment,
- Mobile, Web and Social media infrastructure, and
- Mobile Web and social media initiatives.

This section does discuss the way that these contribute to the formation of social facilitation for eParticipation in the city of Cape Town.

6.3.1 eParticipation legal environment

The category *eParticipation legal environment* participates in the main category *Social Facilitation*. The category and its sub-category *Legislations and policies* describe the legal environment pertaining to the use of Mobile, Web and Social media in public participation in government (See Table 4.1).

6.3.1.1 Legislations and policies

Individuals:

Community members interviewed and participants to the focus group didn't provide enough direct or indirect suggestions with regards to the legal environment of eParticipation in the city of Cape Town.

Local Government:

Local Governments are bound to other government spheres by laws and policies:

"I have an oversight role over council for the interaction of councillors of various structures in council, as well as in the specific area of public participation which is described by the constitution of this country." Council

The city of Cape Town has administrative and Political policies governing their respective activities like the Cape Town Public engagement policy. All officials follow policies and abide by them.

"We've got a whole lot of policies. We certainly got a policy about emails, and what you can do and can't do about your email. And we've got ...euh ... A lot of administrative policies which you need to ask administrative officials about because they sit within the administration and the politics don't necessarily have anything to do with them." RW

"We have a public participation policy in the city of Cape Town... approved by council... It's a live document; it's the city engagement policy of city of Cape Town." Council

"We use the means that are available in the policy. If the policy says to use these channels we will do it." RTA

Councillor cellular phones allowance is governed by a national legislation.

"The limit to cell phone allowance, we are not allowed to put that up. It's like councillors salaries; it is governed by national legislation." RW

Public participation processes run by local governments are designed at national level create frustration and do not fit local expectations:

"So the legislation makes us to ask those questions which frustrate people. Rather than seeking going out like IDP envisages and saying 'what do you want?' That works in the village. Where you can go and get everybody in a whole and say 'this' what we have done this year and this is what we gona do next year'. It's a city here and people look at local means and they don't understand." RW

Legislation that requires advertising for 30 days usually calls for public comments. And the city is on the verge of passing a by-law allowing it to use the database of community contacts for communication purposes.

"Every law passed by parliament that says something must be advertised for 30 days, that's calling for people to comment." RPPU

Observation: In meetings, especially council meetings, most addresses make reference to the constitution, municipal structures, functioning and financial regulations; in addition to specifics acts relevant to the topic discussed.

6.3.1.2 Summary

Community members the study spoke to are not familiar with legislation and the functioning of government, and avoided to elaborate on them. However, local government officials were relying upon laws and regulations for many of their argumentations.

In that sense, local government officials suggested impediments from local government relationships with other spheres of government, the structure and the functioning of local government. Concerns

were about meeting community expectations when programs, municipal allowances and infrastructures are governed by other spheres; they saw opportunities with the provision in laws and policies calling for public comments for 30 days for any legislation to be passed, enabling the city to reach high level of efficiency, internationally acclaimed best practices and standards with its various processes supported by its IT systems. This suggests that technology transformative contingency is taken into account. Unfortunately, Mobile, Web and Social media are not specifically highlighted and eParticipation is still not mentioned.

6.3.2 Mobile, Web and Social media infrastructure

The category 'Mobile, Web and Social media infrastructure' describes local government available Mobile, Web and Social media related technological material (servers, software systems, networks, facilities, and services); the ways and boundaries to access them (Amenities, services and regulations); and information to collect, process and submit. The category was made of three sub-categories 'Mobile, Web and Social media Access', 'Mobile, Web and Social media Content' and 'Mobile, Web and Social media Infrastructure' (See Table 4.1):

- *Mobile, Web and Social media Access*: describes means and related regulations provided to communities by local government to foster public participation
- *Mobile, Web and Social media Content*: describes available information about the city's activities provided by local government of Cape Town
- *Mobile, Web and Social media Infrastructure*: describes the local government of the city of Cape Town infrastructure reachable by communities' members.

6.3.2.1 Mobile, Web and Social media Access

Individuals:

Community members who participate and post comments during the week are found to doing this from work where they have Web access.

"So, what is interesting is that often people respond when they are at work... So, when I send out a request for information... So, you won't get it if the request comes on Friday, you will only get the response on Tuesday or Wednesday, because no one has access to Internet over the weekend... Not "no-one", but a lot of people don't. So they tend to access from work and the response I get come afterhours." LSRA

Local Government:

Government officials access to the Web and social media is limited in the city networks for security reasons, bandwidth consumption management, and to comply with SAP standards and time of work. 10000/23000 city staff have a direct access to a city computer and network.

"You know, it's a bit like the limit on computers' games. And also, there are all kinds of rules with SAP. Like, you can't just stick things into the SAP system. SAP Germany has got their own quality control standards before you connect things to the system: SAP in Germany has to look at it. So all you have to do is to ask, and motivate the case... So, I think it is logical operational rules rather than anything else." RW

"... I think we've got about 23000 staff members and about 10000 depots that have access to computers or have their own computers and others have access to them... So we are getting IT out further and further down the lines." RW

There are plans to connect informal settlements to Internet, in addition to broaden and better *Smartcape* reach.

"I think people are not stupid... They don't want...they are alarmed by technology they don't understand. The kids are just used to it... The other thing with the Smartcape's computers in the library, which incidentally uses open access software: that makes it easier for people if they want to learn about these things... We have ... You know... The librarian will help..." RW

In short, community members are provided means including *Smartcape* facilities in libraries and the city's Website.

6.3.2.2 Mobile, Web and Social media Content

Individuals:

Community members do not usually visit the city's Website looking for information.

Local Government:

Subcouncils 17 and 16 officials acknowledge the availability of detailed information on meetings on the city Website and on the Subcouncil page.

"We have the city Website with a lot of information: things like tendering; things like news; things like pots... The latest happening within the city is placed in our Website." RL

"All the minutes of all the city's council and Subcouncils meetings are on the city's Website" RS

In very short, the city's Website is poorly known within communities that still wonder how to benefit from it; while it is actually very rich with information about the local government activities; and even provides for comments and submission of needs.

6.3.2.3 Mobile, Web and Social media infrastructure

Individuals:

LSRA uses a social media engine compatible with mobile phone display formats for its Website.

"I am using 'Posterous' as the engine. It works quite well because I started to realise that some people may not be able to contribute to article intended to newspaper but they may want to 'post' once it has been released, actually commenting on that." LSRA

Community members in addition to possess a mobile phone or another Web and Internet enabled device, are present and use social networks and applications including SMS, AIM (AOL Instant Messenger), Mxit, Jamiix or BBM (Blackberry messenger).

"Q: not just answering 'yes', but telling something about that... It's nice that you'd like it... Would you also like to have it on Mxit?"

R3: yah...

R1: but there are messages which are received like that... And that SMS also give an option to opt out; thus if you don't want it anymore, you can just dial a number or other features, I don't know..

R2: yes I think that that's the opt-out...

R3: I think with youth it'll rather be through SMS, or Mxit or via another application..." Bridgetown focus group

Local Government:

The city of Cape Town has an impressive IT infrastructure to which a fibre optic network is being added between government facilities.

The SAP ERP system is the heart of the city's systems setup and establishes best practices and international standards for applications concerning knowledge management, human resources, geographic information system, finances, and other C3 notification system. There are also available SITA systems.

"... At the moment it (city optic fibre) started off as first link with linking as many cities' buildings as possible. It's started ground here mainly because that's where the city's management is." RW

"In terms of reaching out to people, we did what we called the 'SmartCape project'; which is putting some IT resources into libraries. Euh... We have just a hundred libraries across the city." RW

"The city has a program called C3 notification system, where you can log a call on the city's Website. And you register your complain or request. You log the call and the cal is directed to the relevant line department which will deal with those matters." RPPU

"Where SITA comes in, we have developed for example a transversal system. We try to buy a solution that we can put in and that everybody can use. For example we try to deploy a library system country wide starting with the provincial libraries and then local libraries." SITA

The city IT infrastructure includes: its SAP ERP systems; the C3 notification system; GIS and other HR and Finance systems; ICT equipments like mobile phones, servers, PC and laptops; the optical fibre cable; and Skilled IT staff.

"The IT department is primary responsible for the infrastructure that underpins the SAP system, all the servers, the city emails systems..."

"So the city ... put in a SAP based ERP system which would underpin the entire structure, and move everybody onto it." RW

All those allow government to believe that it possesses the capacity to engage with communities using ICTs.

"We've got new SAP systems; and we've got new IT systems. So I do believe that city does have the capacity to do it." RL

"Most definitely, we have the capacity... We have the people, and we have skills to talk to them on community base matters." RW

Observation:

In meetings, there are elements of the city ICT infrastructure present, in terms of available computers and wireless network dedicated for meetings proceedings. However, as an example, there is no live Twitter or other Mxit feeds for the event and for debated topics.

6.3.2.4 Summary

Community members are provided with facilities including *Smartcape* facilities in libraries and the city's Website. But that website is not well-known within communities that are therefore unable to benefit from its rich information about local government activities, and unable to provide comments and expression of needs.

the ever-improving city ICT infrastructure includes elements including: a forthcoming fibre optic backbone; SAP ERP systems underpinning major functional applications; the C3 notification system in order to log complaints and to monitor their resolution; and officials are equipped with laptops, and mobile phones allowing them to fulfil their duties at any time and everywhere.

6.3.3 Mobile, Web and Social media initiatives

The category *Mobile, Web and Social media initiatives* and its elicited sub-category 'Government use of Mobile, Web and Social media' describe government initiatives intended to promote the use of Mobile, Web and Social media in public participation (See Table 4.1).

6.3.3.1 Government use of Mobile, Web and Social media

Individuals

Individuals from Subcouncil 17 are keen to receive messages from government but they don't want to register for it; and LSRA (Subcouncil 16) has never received a notification from the government via SMS, but it has received emails. And community members from the two Subcouncils wonder if it wouldn't be possible for officials to use easy-to-collect information from their Website to inform their decisions:

*"Q: She is an old lady, she knows what she talks about...(laughter)... OK...Are you notified by SMS from the government about meetings to attend to or things of that sort?
LSRA: No, not SMS ... They send out emails... And I must say I am quite confused because I get sometimes an email from CCID and I get the same email from someone in government; so it comes from all over the place... Sometimes from the organisation herself, like from the Cape Town film office. There is a lot of duplication in the emails." LSRA*

*"Q: would like the government to send you messages?
R3: yes, if they even can send messages, saying things like all the youth staying , all the youth, only youth between this age and that age to meet at the Athlone stadium for whatever reason, I would go if it is my age group.
R1: on my thought... People would have to subscribe and confirm that they would like to receive SMS, and participate to surveys..." Bridgetown focus group*

Local Government:

The Local government of Cape Town uses the C3 Notification system: an add-on to the SAP ERP system, as an innovation to better service delivery. C3 is a complaints' logging system.

When informed of a complaint by the constituency, a councillor can log it on in the various ways available, including via the city call centre receiving a call or an SMS.

*"And what we needed was a single platform. So the city took what a lot of people had considered to be a very bold to highly risky statement to put in a SAP based ERP system which would underpin the entire structure, and move everybody onto it.."
"But what we are doing is we have something called C3 system; and it's a notification system... And we just got an international award for it. Essentially, within the SAP system, it is a system used for logging complains." RW*

The C3 system records the complaint which is then directed to the relevant service in order to be dealt with. It also helps to monitor the progress in the treatment of an issue. C3 is seen as a service delivery monitoring system.

PPU: Ok ... May be we should start with: how do we use technology. The city has a program called C3 notification system; where you can log a call on the city's Website. And you register your complain or request. You log the call and the call is directed to the relevant line department which will deal with those matters. RPPU

"We've got each complain that has ever been logged on that SAP system right back to 2002." RW

As other examples of use of ICT for public participation, the city runs a GIS system and has kick-started a knowledge management program in 2010. The GIS map brought the city interest back to Subcouncil 17 which is now getting refurbished.

"The other way that we are using it is for example the use of the Geographic information system (GIS)... Our GIS is connected to SAP and SAP is actually a novel, so ... It was bought with this connection in place from the start." RW

Ward forums use SMS to organise their meetings but they don't accept mobile or Web submission yet.

*"Q1: what do you think about people reaction while receiving an SMS from you? (Gov perception)
RC: It's a current practice specifically in Wards forums... We make use of a bulk SMS system. We send out notifications to Ward councillors and forum members to remind them of Wards forum meetings. It is very much useful in that it provide a quick access to people and provide us with a code that you can pulled from the system to know who received it or not. We do that when the meeting are announced." RC*

Councillors' eSkills are fundamental to their use of mobile, Web and social media for community engagement:

"But they get SMS, they are on our databases... These people... People in Ward forums meetings... People in public meetings... They sign their presence off and give their phone number. That cell phone number is on our databases... They get information from their cell phones... Yes...and emails... They get ... They also have emails." Council

*"Q: Do you advise the politician to use technology in their forum?
Yes we do, but it depends on the individual capacity of each councillor
Q: Do they use that?
Some of them do use SMS quite extensively
Q: and the email?
Yes they do" RC*

The city ICT subcommittee owns the city IT strategy and it is possible to see private and personal interests, in addition to administrative and political interests, and issues generating resistances to the use of ICT.

"The city ICT strategy is to continuously look for better channels, to make the public participation experience meaningful; Allowing people to access very sophisticated system and have access to information" RS

For the future the city is looking towards using SMS and applications connecting to well frequented mobile social media like Mxit in order to engage with youth; understood to preferring that sort of platform.

"Most of the ideas for the moment are around using SMS. I think what they see in SMS is a broad mean for actually communicate with people. I think that going beyond SMS, with things like Facebook or twitter will take much longer. They don't think that people use those technologies." RNS

"We are moving towards SMS" RS

6.3.3.2 Summary

Local government initiatives are seen here as *government use of Mobile, Web and Social media*. In the city of Cape Town, they are seen by community members in Subcouncil 17 and 16. But these communities have not been directly addressed or heard by government, which they would like to see entering their Mobile, Web and Social media discussion spaces. They have some discomfort using initiatives like the overloaded city Website, the annoying though improvable *Smartcape* in libraries, or the poorly known C3 notification system or the very new and yet to discover city initiative with social media.

The Local Government of the city of Cape Town is very proud of its achievements in terms of technology utilisation for public participation; impacting on the quality of service delivery. That includes

the city's Website, *Smartcape* facilities, the C3 system, the use of SMS, the GIS adding visual depth to planning, the technology validation of councillors and officials, the availability of mobile and Web equipment to all officials and staff down to all line departments, and the new city social media turn.

6.4 Main categories

This section presents the main categories "*perceptions and attitudes*", and "*social facilitation*"; and summarises the contributions of all categories of each main category.

6.4.1 Perceptions and Attitudes

The main category "*Perceptions and Attitudes*" which can also be read "*individuals perceptions and attitudes for eParticipation*", recalls the degree to which an individual believes that a particular system or entity would enhance or diminish his or her ability to communicate needs and opinions; and that a particular system or entity would modify his or her behaviour for eParticipation. In the study conceptual model, that main category is a direct determinant of "*intention to participate using Mobile, Web and Social media*" (see also Figure 6.1).

The main category "*perceptions and attitudes*" was broken down into 7 sub-categories reflecting a particular aspect of perceptions and attitudes with reference to public participation stakeholders considered (Individuals, community organisations, and Local government) and to Mobile, Web and Social media. These sub-categories include (See Table 4.1):

- *Perception of Mobile, Web and Social media*: describes individuals, members of community organisations and local government officials perception of Mobile, Web and Social media;
- *Perception of individuals*: describes the perception of individuals as community members or as local government officials;
- *Perception of government*: describes a perception of government from individuals, from community organisations and from local government officials;
- *Attitudes to government*: Describes individuals, community organisations and local government officials attitudes to government;
- *Attitudes to Mobile, Web and Social media*: Describes individuals, community organisation members and local government officials' attitudes to Mobile, Web and Social media.

6.4.1.1 Perception of Mobile, Web and Social media

This category describes how individuals, community organisation members and local government officials of the city of Cape Town do perceive Mobile, Web and Social media.

Research suggests that individuals and community organisations have taken up Mobile, Web and Social media for social purposes (see sections 5.2.2).

Individuals:

In Bridgetown under the jurisdiction of Subcouncil 17, focus group participants all individual members of the Subcouncil's communities, expressed ideas about a mobile channel with government.

"R1: Mobile is the leading communication technology for communities, for the youth, for everybody."

"R3: costly... For youth, it is on Mxit it would be a good idea."

R3: ok... I really think that government should get involve with Mxit... That's what I think...

*R1: it would be a major turnaround... They could get some very positive feedback..." **Bridgetown focus group***

The Long Street Residents Association (LSRA) (within the jurisdiction of Subcouncil 16) tries to bring through resident concerns, opinions and needs. Information and deliberations are all made online, using the social media platform opportunity. The whole association is run like a Web forum and Internet access and proficiency is a membership requirement.

*"...So if someone doesn't have access to a computer or to Internet, unfortunately they won't be able to be part of it." **LSRA***

The interviewee went far to think that a mobile channel could help improving public participation and noted:

*"Yeah, I think that mobile phone could work..." **LSRA***

The two communities perceive Mobile, Web and Social media to be an appropriate response to a need for a genuine and grounded communication channel with community members and organisations aspiring to get local government to join their conversations.

Local Government:

The city is still discovering the strategic role and impact of ICT for the business of government, and does increasingly see Mobile, Web and Social media applications as relevant and important enough to deserve more attention for their activities. That importance is echoed with statement from city officials:

*"Our IT is all about strategy... Planning is done with IT in the room, rather than IT being told afterwards." **RW***

*"if I wouldn't have that (mobile) I would have no arms" **RTA***

*"That would help so much. It would mean to have direct access to the child and the child will be able to speak to you." **RL***

*"The idea that they (government) could use electronic tools to communicate with people is quite a new idea in south Africa." **RN***

ICT managers of the city on the other hand see great opportunities with for instance social media marketing and GIS systems capable of improving planning and increasing contact with constituency.

Online deliberation is acknowledged as existing but is seen too difficult to control to provide any useful information.

*"It's about how they are structured, how it gets coordinated so that what comes through becomes useful information... that will need to be managed, because it can become quite destructive if it is not well managed" **RC***

Some leaders of the process of public participation are not familiar, do not take it seriously or do not see ICTs in general as a suitable channel for public participation.

*"How do you use technology if 50% or more of the people is not equipped with technology?"
"What about that? Do the community equipped with email? But 40% is not equipped with email so cell phones, radio and television, press release... People don't have that... Public meetings... That is the most important hub in this document that's why it's on top as well, that is the most important." Council*

"I am not convinced that technology is the basis for sound public participation... I don't see that as being meaningful participation." RPPU

"I may be old fashion but I am just not interested in it. To me, that's a waste of time." RTA

Observation: At Subcouncil and council meetings it is easy to spot most councillors and officials giving the same place accorded to their glasses to their mobile phones: they seem to be given the same level of importance.

In very short, community members perceive Mobile, Web and Social media to be used by everyone and are keen to welcome government in their networks. But government, despite being capable of joining the conversations, still wonders whether enough people are online, articulated and able to contain any excess.

6.4.1.2 Perception of Individuals

Individuals:

The perception of the individual member of community varies from being in government or not. Community members see themselves as not being considered and listened to in government whether individually or in organisations.

"There is a feeling that when they do it straight to the city, they don't get appropriate response; but when the media ask something, they jump!" R99

Community members recognise to be quite emotional when facing the authority, and not being ready to directly involve themselves in solving issues.

*"People are usually very personal in their submission."
"They raise valid questions on particular issues..." R99*

"People often complain... but they don't want to confront it directly" LSRA

In Subcouncil 17, the focus group raised an identity issue about their indigenous origins:

*"R3:...For me as an indigenous.
...R1: indigenous!... People say that we are 'coloured', but we don't really know what it means...
'Coloured' isn't a race.
Q: is that a problem?
R1: it's a big problem...
Q: ok
R1: you always get white, then black and then coloured...
Q: oh!
R1: it's a mindset thing... And surely in the Cape Flats people will have that attitude.
Q: oh!
R1: so our ancestors were indigenous people... that is very big, so that someone can speak about that
Q: yes...
R3: we won't call ourselves 'coloured'...we are South African... In other countries you don't have that thing of: oh, you are black, oh you are white...
R1: you rather a European...
R2: yeah" Bridgetown focus group*

Local Government:

The general sentiment of the local government of Cape Town about the people in communities is that they tend to sit back and complain:

"Then I will sit here and complain about tax...over taxing." RTA

They will only come out if their socio-economic conditions are threatened:

"It is really only when something... poses a direct threat or a potential future threat to your socio-economic circumstances or your personal whatever; it's then when you want to engage with government." RPPU

"You must understand the type of business we're in. People will only going to come to us when there is a problem...We hear complains every day and the minute you ask 'do you want to make a statement?' then you get nobody. So we have the complaints but people are not prepared to come forward." RL

They don't have the means (Skills and financial resources) to use Mobile, Web and Social media;

*"How do you use technology if 50% or more of the people is not equipped with technology?"
"You are in Africa..." "People don't have that..." Council*

Officials accentuate that perception with a demographic segmentation of community members in gender, age, occupations and the geographic area they live in. Where under 15 are not considered to provide any informed opinion; only over 30 years old are getting to participate in the community; those in between do not feel concerned by community issues; young single parents have other preoccupations; the working class feels more concerned; and people in leafy suburbs are the one rather keen to using ICT to report a pothole on their streets.

"Local government becomes important to you when you become a house holder. So you are not talking to the very young in local government but generally speaking you tend to talk to 30 something." RW

"A 15 years old with respect is not going to give me a very informed opinion on the budget, on the R19.23 million budget of the city." RPPU

While voices in the IT department want to take the debates online:

"The citizens are actually online" RNS

Observation: In meetings, the public is a speechless observer. In addition an individual condition is only referred to through what was said in Ward forum through a councillor or an official; or was raised by an organisation or a CBO.

Individuals in Subcouncil 17 and 16, estimate that they are not listened to by government. They admit that they get emotional when facing an authority and that they shy away when it comes to involve themselves in the resolution of issues. In addition, those from indigenous origin in previously underprivileged suburbs seems to explaining their condition with an invalidation inherited from the apartheid era; while CBD and previously privileged areas dwellers put that directly on the issues crippling the government as a whole. However, they all agree at the end that they still trust the government and local government especially to be able to improve.

The local government of the city of Cape Town on the other hand, only sees individuals as:

- complaining back sitters who will only move when their socio-economic conditions will be threaten;
- they don't understand how government works;
- before 30 years old they don't have any interest in community issues;
- they don't have Mobile, Web and Social media means for eParticipation when they live in previously underprivileged areas;
- they prefer face-to-face interactions so that they can get emotional and defiant to the authority.

In very short, individuals in Subcouncil 17 do not yet see themselves as having a voice that can change much, while in Subcouncil 16 they seem to think that they have a voice but they are just not listened to. On the other side, local government do not trust individuals' account of their needs.

6.4.1.3 Perception of Government

The perception of Government (Local Government) has many perspectives which all matter when it comes to derive its influence on intention to participate. There is a perception of government from individuals and from community organisations; and there is a government perception of itself backing up an attitude to community members.

Individuals:

For community members in both Subcouncils 17 and 16, anything that is government just has a bad reputation of illegitimacy and incapacity to relate to the youth:

"Q: and you talk about politics..."

R3: Not quite...

Q: why?

R1: I would never engage with that kind of topic...

R3: yeah...

R2: Politic is a bit negative...

R1: yeah

R3: yeah"

R3: ...I want to see that you are real, as a human who can relate to me as youth, to us... That's what I want to see, that's what I want to hear. All time it's like... Problems! How to deal with problems... But I think that the main problem is that they can't relate to youth, the mobile thing... So just see what we like as youth: we like mobile phones, we like Internet, we like... Things like that... If government can somehow come up with something ... And show that they can understand youth ... I will run behind them... Most of youth will vote... I know

R1: yah, I will...

*R3: Obama did that..." **Bridgetown focus group***

In Subcouncil 16, government is considered to have a weak capacity to listen to communities, to be over controlling, abusive, opaque and inefficient.

*"Put it this way, there is an issue that we are seeking reaction on. You actually send it to government, to municipality, to CCID, to department that you are having the issue with. So it's kind of spanning everything. It turns to work. You know we have an issue with even CCID (Central City Improvement District), the mayor ... But there is this thing of... Euh...it's a bit of a black hole." **LSRA***

*"There is a feeling that when they do it straight to the city, they don't get appropriate response; but when the media ask something, they jump!" **R99***

Government public meetings are considered unproductive shows where issues are expressed and nothing happens afterwards.

"I am not sure if I am right here, but I think that most of public events are just shows..." LSRA

The city IT is not perceived capable enough to deal with each submission if the whole city came to participate.

"Q: do you think that the city has the capacity to interact directly with individuals in communities, talking about ICT?"

R99: I am not so sure the city has the capacity to do that. It would be too difficult to get anything done if they had to consider every mail, email, SMS and other things." R99

However, there is a strong belief that government can do better because of its access to expertise, some noticeably successful service delivery initiatives, and the recognition of the fact that individuals and community organisations are not doing enough efforts to communicate their needs and opinions:

"R1: here is a good example of what is happening of government... There is a building behind there called the 'Themba care' that they look after ... So the government know how to look after such kind of things..." Bridgetown focus group

"You've got to be giving information to government in the long term. You just can't sit and say this must be fixed. You've got to show that a lot of things are happening and it may take three or four years." LSRA

And Individuals would like to know more about what the government is doing:

"Q: I would like to know what features you would like that platform to have to interact with government. If it is not Mxit, but rather just a mobile site; or if it's just SMS kind of thing..."

R3: ...So if you want everybody, the youth and the elderly, if you want all the generations, you will have to consider Mxit, because Mxit is used by all... Or Facebook...

R3: So they can have their own platform, government but also Mxit so that they can grab the attention of the users already over there..." Bridgetown focus group

Local Government:

Local government recognises that its activities are controversial and that she is largely misunderstood:

"People don't understand... National, provincial, local; they just say you are government fix my problem. So you spend a lot of time trying to explain that to people." RW

"You know that we place all sewerage pipe, we place all water pipes that are corroded, and if we don't fix them they are going to burst and we gona have burst water all over the place which gona cause floods..."

So the city very often has to do the thinking about the invisible. And a lot of what the city does, that basic service, it is not visible to the naked eye." RW

Local government sees itself as closer to the citizen (compared to other spheres); as the service delivery hand of the whole government; listening and aware of issues:

"We are also practically aware of the rich privileged areas with these old people and their millions and millions sitting and not knowing what to do but screening their computers looking for problems to come in... We are aware of that." PPU

It sees impediments to deliver into regulations that define it, in its relationships with other spheres and in the administration that implement its resolutions:

"... A lot of administrative policies which you need to ask administrative officials about because they sit within the administration and the politics don't necessarily have anything to do with them... We are trying to get more funding from national and province." RW

But local government hasn't transformed enough to accommodate online deliberation:

"One of the problems that you will have when approaching government is that government does not understand that you can use technology" RNS

"I think it would be useful to get into that kind of space you know, where firstly younger and young people feel a greater sense of being spontaneous without being counter government, how they experience life within the community." RC

And the city IT manager is said not to have enough influence to make changes to happen:

"IT manager is not seen as a very important player" SITA

Observation: In meetings, whether in Subcouncils or in council, government is in general considered to be doing a good job by itself as can suggest auto-congratulating words from officials and councillors addressing the speaker. However, many complaints are raised around the coordination of activities with upper spheres that make national and provincial regulations and provide the important resources for service delivery.

In conclusion, despite that the government is considered not being trustworthy by individuals and to be difficult to work with by community organisations (whether in Subcouncil 16 or 17), there remains hope for improvements due to access to relevant expertise and the acknowledgement of the weaknesses of individuals and community organisations involvement in the resolution of issues.

On the other hand local government:

- acknowledges its position of frontline in service delivery;
- acknowledges being misunderstood by communities;
- suggests impediments due to administrative and legal unease;
- considers itself to be ICT capable, while recognising not having transformed well enough to accommodate considering the product of online deliberation in its decision making process.

6.4.1.4 Attitude to government

Individuals, community organisations and local government officials are behaving and displaying attitudes varying from defiant to demonstration of pride.

Individuals:

Community members in both Subcouncil 17 and 16 tend to be frustrated and despondent to be heard by government and to see their expectations coming to fruition; and they get defiant and emotional when they encounter a government representative.

*"R3: I don't see anything happening ... I don't vote. For me that means... so the things they say that they gonna do don't really happen ... And I don't see anything happening..." **Bridgetown focus group***

*"I must say that residents don't get responses from the city, and they become despondent from getting any response from the city." **R99***

*"People interact with government and I think it's quite historical... They... It's very personal. You know they say government doesn't recognise their rights." **LSRA***

Community organisations seem more understanding of the government and would like to start by doing the community part of gathering and supplying relevant and sufficient information to government.

*"...I think the most important thing is that they need information to support an argument... that information needs to be qualified, somehow..." **LSRA***

However, there is still that opening, expecting information from government; especially through Mobile, Web and Social media.

"Q: My point is: would you like to receive that kind of message telling you that this is a new by-law that we are about to pass, what do you think about it?"

R1: Yes

R2: yes

R3: yes" Bridgetown focus group

Local Government:

At the same time, city officials carry a sense of helplessness towards upper sphere of government and binding structures, processes, policies, procedures and guidelines.

But the same officials pride themselves for being the service delivery hand of the government and they are responding to community needs.

"...he knows that someone listen to him, he's got a letter..." RTA

Observation: how to interpret the very low attendance to Subcouncil and council public attendance? It seems to be an attitude in response to what is perceived to be useless gatherings that solve none of individuals' problems.

In very short, individuals are despondent from getting heard in government: community organisations are very frustrated by government response to raised issues and by their own lack of capacity to make things happen. In the same time, government is priding itself for improved service delivery.

6.4.1.5 Attitude to Mobile, Web and Social media

Individuals:

Individuals in communities, in community organisations and in government behave or have modified their behaviours with regard to how they perceived or how Mobile, Web and Social media impacted their lives.

Community members in Subcouncils 17 and 16 have integrated Mobile, Web and Social media in such a way that in some organisations it is a must have for membership:

"...So if someone doesn't have access to a computer or to Internet ...unfortunately they won't be able to be part of it." LSRA

"Euh...because children now are born in a digital world... And all they know are Internet and the 3G stuff... She won't know and she will think that having a laptop is part of life

Q: isn't it?

R1: they will have the feeling that a building with WIFI is normal... We didn't grow up with that kind of life style. Before we grew up we didn't have all that stuff...

R2: we didn't have these things..." Bridgetown focus group

Local Government:

On the other hand, the local government of Cape Town in Subcouncils 17 and 16 is opened to ICT innovation, expressing a sort of dependency to mobile and an attraction to the Web and social media:

"If I wouldn't have that I would have no arm." RTA

"We see IT as the absolutely fundamental foundation on which the entire city is ran" RW

"Q: do you use social networks like Mxit or facebook..."

RL: I don't use Mxit, but I am on facebook. I have been forced on to facebook. I don't use it a lot but I am actually there.

Q: And you don't do twitter?

RL: No...not yet...I still got to get use to facebook, man (with laughter)." RL

"I think that IT and e-communication just have an amazing capacity to broaden the network and within a short space of time, to listen to a wide range of opinions." RC

However, even though ICTs are welcomed for they are expected to provide efficiency and a channel to reach the youth, there are concerns about using social media to engage with communities:

"I am not interested to participating in social media ... to me that's a waste of time" RTA

"I am not convinced that technology is the basis for sound public participation. I am convinced that sound public participation is still the face-to-face interview." RPPU

Observation: Personal and mobile computing are present in meetings, where contacts to city's ICT systems during proceedings are scarce and mostly are mentioned in the agenda

In very short, while in communities whether in Subcouncil 17 or 16, Mobile, Web and Social media are "a *must have*" in order to be able to carry on with communication needs, local government is not yet comfortable going that route: Mobile, Web and Social media are still seen suspect and not well controlled yet.

6.4.1.6 Summary of findings for the main category perceptions and attitudes

The main category "**Perceptions and attitudes**" for eParticipation summarises determining categories 'cultures and social structures', 'Mobile, Web and Social media resources', and 'use of Mobile, Web and Social media' (see Figure 6.1). In that respect, findings are brought together and separated between individuals and local government.

Individuals' perceptions and attitudes for eParticipation:

- It was found that individuals or community members perceived Mobile, Web and Social media to be in use by everyone; and they are keen to welcome government in their networks.
- Individuals use Mobile, Web and Social media but not always the same application or for the same purpose.
- Individuals in Subcouncil 17 do not yet see themselves as having a voice that can change much, while in Subcouncil 16 they seem to think that they have a voice but they are just not listened to.
- Communities' members in Subcouncil 16 are wealthier, have a better sense of worth and have a feeling that they can influence government actions; while Subcouncil 17 inhabitants are poorer and have the need to identify themselves as *indigenous* to get a certain sense of worth, and they do not feel strong enough to influence government without demonstrating.
- Individuals perceive their communities as culturally ready to connect, and hope that representative organisations will take their needs and opinions to government; but community organisations, although concerned by what individuals go through see themselves as the best channel to reach government and to get things done.
- Individuals are despondent from the failure to be heard in government;
- Community organisations are similarly frustrated by government response to issues and their lack of capacity to make things happen; at the same time.

- Despite government being considered not trustworthy by individuals and difficult to work with by community organisations, whether in Subcouncil 16 or 17, there remains hope for improvements with the emergence of relevant expertise, and an acknowledgement of the weaknesses of individuals and community organisations in their involvement in the resolution of issues.

Local government perceptions and attitudes for eParticipation:

- Local government officials do not trust individuals' account of their needs;
- Officials prefer community organisations reports and information to individual submissions;
- The Mobile is considered to be for work whereas Web and Social media are for fun (a similar separation of medium and application as the one found with community members).
- Local government is basking in self-generated pride for what they consider to be improved service delivery.
- Local government, although capable to joining the conversations, still wonders whether enough people are online, are articulated and able to adopt the necessary discipline.
- Local government acknowledges its position as the frontline in service delivery; and acknowledges being misunderstood by communities;
- Local government notes the impediments due to administrative and legal unease;
- Local government considers itself to be ICT capable, while recognising that it is not transformed well enough to consider the enactment of online deliberation in its decision making process.

6.4.2 Social facilitation

The main category “*social facilitation*” describes the product of local government organisational culture, legal environment, infrastructures and initiatives towards using Mobile, Web and Social media for Public Participation. As a category, social facilitation included as sub-categories: *Business resources*, *Government resources*, *Government organisation structure*, *Government decision making*, *Government communication*, *Government needs*, *Government service delivery*, and *Public participation process* (See Table 4.1):

- *Government resources*: describes local government capabilities enabling it for eParticipation
- *Government organisation structure*: describes structures and their impact on using Mobile, Web and Social media for public participation;
- *Government decision making*: describes local government decision making process and situates where Mobile, Web and Social media fit in;
- *Government communication*: describes local government communication and use of Mobile, Web and Social media about and for public participation
- *Government needs*: describes local government needs in order to fulfil it public participation mandate;

- *Government service delivery*: describes local government use of Mobile, Web and Social media in delivering services in community;
- *Public participation process*: Describes the process of public participation and it uses of Mobile, Web and Social media.

6.4.2.1 Government resources

Local government resources in order to make eParticipation possible span from community resources collected through filling government skills and human resource needs, SITA available capabilities including MOBIGOVA initiative, other sphere capabilities, contributions and donations, to taxes and other duties.

Individuals:

Government uses community resources for its purposes:

“And one joke that came from a member of government who said often, if you try to take government on, government will take tax payer money to defend itself; basically it's your money to get legal support coming to fight you back” LSRA

Local Government:

The city has successfully integrated and standardised most of its systems around its ERP system installation:

“And what we needed was a single platform. So the city took what a lot of people had considered to be a very bold to highly risky statement to put in a SAP based ERP system which would underpin the entire structure, and move everybody onto it...” RW

Each councillor has access to an office, a landline telephone, a cell phone with a monthly R500 cell phone allowance and a personal computer (desktop or Laptop):

“Everybody got a cell phone and a cell phone allowance of R500 a month... All councillors have access to an office, they are all given a landline, a computer, and we are moving towards laptops.” RW

The city has used libraries (which are the responsibility of the provincial government) to deploy its *Smartcape* initiative and received some funding for that purpose from upper governmental spheres and some private bodies:

*“Q: Libraries?
RW: They belong to the province...euh... And with us, they cost us over R3 million a year. And we are not going to close them down any time soon: they are now too valuable. You know, we are trying to get more funding from national and province.” RW*

The city CIO is not a complete director and is reduced to suggest solutions. His duties include exploring and opening channels to enable the city with technology:

“A CIO of local government with regard to public participation in government probably has 2 responsibilities: one is to see how we can use the developmental responsibility of local government to try and bridge the digital divide... And the second is about content and how we could get the appropriate content out there.” RS

The city has a database of all public participation stakeholders:

“We have a database of people... Subcouncil has a database of recognised civil/civic organisation.”

RTA

Cape Town capacities allow the city to function with limited provincial and national input:

“Cape Town does not look for the province because they have high capacity compare to other municipalities.” RS

Municipalities have the prerogative of choosing their suppliers and usually go about preferring acquaintances to SITA apparatuses to fasten their ICT capability building:

“Municipalities in terms of the municipal act have got a certain amount of autonomy... There are municipalities which are Metro such as Cape Town which has developed quite extensively their capabilities and has developed quite a high response in service delivery... Cape Town city council generates a lot of revenue which allow then quite an extensive budget.” SITA

The government doesn't have an aggregated report of community organisations activities:

“We are hoping that that sharing of information will assist. But from the city side I don't believe that we have something that does that”. RL

As other resources, the city has efficient and important municipal revenue; it is divided into Subcouncils focusing on monitoring service delivery. It has a large staff base with dedicated roles to deliver services to communities, and it has a central call centre:

“The city of Cape Town has 23000 employees and 13000 has PCs at home” RS

“Q: Do you have a toll number where people can phone to submit issues, like 31515 you know? No, we have a central sort of call in line where people will send in information. But often for by-laws, this information is directed to councillor's offices. We have a dedicated helpline, where again information comes in. We also have a system known as the C3 system where complains come in, and have to be recorded in the C3 notification system, the complaint is informed with a reference number, and directed to the appropriate line department, and if it is in accordance with certain standard, the department put a response on it.” RC

Observation: in meetings, the city uses various electronic means for presentations and recording of proceedings.

In very short, the Local Government of the city of Cape Town has extensive capabilities to make eParticipation a reality in Cape Town. That includes:

- to call upon community resources (human infrastructural and financial);
- it municipal revenue from rent, rates, tax, fees, fines, and cassettes allocations from upper spheres; relevant legislations;
- staff personnel; relevant facilities; strong businesses connections;
- and computer systems and networks.

All that potential is provided to councillors to help them gather community needs and opinions; and to defend the city's positions wherever needed. However, the CIO is still a sort of observer of strategies who cannot lead the city's electronic transformation, but can only make suggestions.

6.4.2.2 Government organisation structure

Individuals:

Individuals are confused by the complexity of government organisation, sometimes calling for local government to deal with issues of national or provincial jurisdiction like the management of migration

or the construction of hospitals. Sometimes limits blurs between civil society and government in certain organisation like the CCID or the Cape Partnership, all of them benefiting from an important involvement of government:

“And I must say I am quite confused because I get sometimes an email from CCID and I get the same email from someone in government; so it comes from all over the place...” LSRA

“And also I can't understand the structure... What is the chain of command? Put it this way, there is an issue that we are seeking reaction on. You actually send it to government, to municipality, to CCID, to department that you are having the issue with.” LSRA

Local Government:

Government in South Africa is organised around three spheres namely National, Provincial and Local. Local government is the closest to the individual and as such, is seen as the service delivery arm of government:

“There are three sphere of government national, provincial and local” SITA

The city is divided into 24 Subcouncils and subdivided into 111 Wards. Each Ward is represented at the city council by a councillor and an alderman according to the party's score at the municipal election. And each Ward is subdivided in voting stations or areas. For example, Ward 49 within Subcouncil 17 has 9 areas, or it can be sub-divided in CBOs, NGOs, and other religious organisation: it is “organisation participation” in comparison to a “geographic participation”. Geographic participation is expected more grounded but harder to set up and to run. Each Ward forum must have between 10 and 25 members or sectoral representatives. The city has a city council of 221 councillors and aldermen, and a junior council of 250 members:

“The city kind of Ward forum is two folds depending on how you want to identify your Ward. It can be through your people so that you can have representatives from each area. For example I have nine areas in my Ward, which are nine voting stations; but the Ward forum can also be formulated by organisation. For example we are talking about schools, NGOs, CBOs, religious organisation churches, mosques, that type of setup. So we can do it either by geographical or participation for organisations. So we are going to do organisational participation.” RL

“We call those sectors together, and people interested together, and then they will elect a sector representative in their forum. And the onus is on that representative to provide feedback on sport and recreation in that Ward.” RC

“We can't have less than 10 to 25 people on your Ward forum.” RL

In Cape Town, the legislative body is the city council and the executive body is the mayoral committee or MAYCO which is the political head of the city administration. MAYCO members head city directorates and regularly collaborate with other councillors members of various portfolios and subcommittees part of the city high priority programs like housing.

The MAYCO member for Corporate Services and Human Resource portfolio includes the IT Department, performance management department, and is custodian of the Integrated Development Planning (IDP) process:

“Q: The city has a heavy IT infrastructure with... I am not very sure about that... Hemm... An SAP ...how do you call that program...”

RW: ERP system...well, ok. Let me start by telling you who I am and that is going to be easy. I am RW and I have 2 jobs at the council. One is that you are sitting in my area, in my Ward. So I am the Ward councillor of this area. But the IT job is not connected to the Ward. I am the mayoral committee

member for 'Corporate services and Human resources' which includes IT, which include staff, all the council vehicles, fleet, the building, the language department and include the IT department; And also, the IDP planning and performance management. So... all of this sits politically under me at the mayoral committee." RW

Some officials in the Local government of the city of Cape Town note the weakness of the administration mindset towards reaching out to communities using ICTs; with public participation rather considered as a compliance requirement than a government culture:

"You know. I think you will find that political party use technology a lot more efficiently in municipalities. And that I think is because of the kind of bureaucracy you find here. There is not a mindset that thinks in that kind of almost marketing way." RW

Despite their role as nexus for political, communication and service delivery lines, assembled within the Inter-Directorate Liaison – IDL, Subcouncil officials estimate that they are not well listen to at the MAYCO level:

"We have something that is called 'Inter-directorate liaison (IDL)', because of the nature of Subcouncil which serve as a nexus for politicians, the community and of course the service delivery line department. We serve as a kind of nexus. And our function is largely monitoring and service delivery; so the Internetwork that we call IDL is part of our service and they facilitate the communication within the network." RC

Local government environment is considered very heavily structured; bound to legislations and to political or officials' particular agendas:

"There is a place to say that the environment of local government is a very structured and hierarchical environment and it requires different levels of what is called delegation to assure that there is accountability and proper management of this kind of things." RC

"Councillors are not really responsible to administration; they are responsible to their parties and in council to the Chief Whip." RW

The city Website is maintained by the IT department and run by the communication department. The city IT strategy is owned by a dedicated subcommittee to which the IT department reports to:

*"Executive management team form the ICT subcommittee: They own the ICT strategy of the city"
"The city ICT strategy is to continuously look for better channels to make the public participation experience meaningful." RS*

"Specialist portfolio committee: the corporate service portfolio committee (CIO report to that one) within an ICT service subcommittee pushing for adoption of better ways of doing business and using technology" RW

"Q: Yes ... I need to ask this... Don't you think that there would be important to place a political leadership about driving knowledge management and all the IT investment and management of information?"

RW: Yes... Knowledge management is not part of our department... But we are certainly recording our institutional knowledge. I mean at the moment the city systems are recording institutional knowledge..." RW

There is also a Public participation Unit (PPU) with missions including maintaining databases related to the process, reporting on the process and reporting on participation to the process for all events:

"Those databases are being used to communicate whatever activity that the city is on the process of doing or planning or wanting to do with those communities... And in those databases, my unit (Public Participation Unit) is responsible for coordinating the management of the quality of the database..." RPPU

In short, community members are confused by the complexity of government organisation structure and then wonder what level or organ or official position should be recipient of their needs and opinions.

Local government, in addition to be only one level of government, is also subdivided in Subcouncils routed in Wards. Subcouncils playing a monitoring role in service delivery complain not having enough attention at the council; while Ward forums representativeness of community members is not satisfactory. One noticeable influence of upper spheres of government lies with the process of public participation which design of implementation causes misunderstanding with communities. IT has not yet gain a strategic place in the organisation of the city. And the Public Participation Unit with its limited prerogatives as just a unit and not even a department, translates an insufficient importance given to the democratic process expected to inform the government of the needs of individuals in communities.

6.4.2.3 Government Decision making

Individuals:

Communities see local CBOs as a tool to carry through individuals needs and opinions onto the decision making table:

"Q: how do you see the reception of this kind of initiative by the government, in terms of accessing the information you put online... Do they follow you?"

RQ: yah... It's a very big question... And I think ...It's interesting ...that the councillor was very supportive, the police, the South African police was very supportive... Except that they were sometimes struggling to get their information across ... Information was getting lost in the communication trail... And I think even the bosses wouldn't understand how the serious issues were."

LSRA

Local Government:

The city council is the ultimate decision making organ of the local government of the city of Cape Town. It is a board meeting where little place is left to the expression of community opinion. It makes decisions on behalf of communities. Its decisions include the city budget; allocating resources; passing, modifying and recalling by-laws and policies:

"The business that is done in that council is the business of taking decisions in terms of where the council wants to move in the future." RPPU

"Q: I do have a copy of it... My concern is that I was looking for a sense of public participation when I was listening to the meeting... They were just looking like board meetings..."

...The systems and structure that we have talk about... participatory democracy... This means that community must participate, not govern. They've elected their governor: that's the board meeting you were talking about." RPPU

"Acquire technology in order to render service delivery is very much in the hands of local government." SITA

The speaker of the city council has an oversight role:

"The Speaker of the city of Cape Town has an oversight role over council for the interaction of councillors of various structures in council, as well in the specific area of public participation which is described by the constitution of this country." Council

In council meetings, councillors do not speak for their Wards but on particular agendas and for a specific time determined by the Chief Whips and their respective political formations:

“There is a political process where Chief Whip of parties gives each of them a time to speak on an agenda which he develops. Which has got probably nothing to do with their Wards anyway but which looks at the governance of the city as a whole... So at no meeting of council, except at Ward forums meetings and probably in some respect at Subcouncil meetings would you find people talking about public participation.” RPPU

Local government follows for its decision making as any other sphere, main government priorities including jobs, crime, housing and health.

“We know if you ask me what the priorities are. The big ones are Jobs -huge-, crime nearly the same, housing and then down comes more specific issues, you know, health... So we know what the problems are, we know where the problems are and we know exactly where our 248 informal settlements are. We know what they need. I mean we met them, we tracked them ... We don't know right down to streets detail exactly what... Euh ... What Mr. Lithuli wants, What Mrs. Letswalo wants, where they want it... You know these kinds of local detail.” RW

Any by-law to be passed follows a specific process starting with a draft, through public comments, revisions, caucus with field expert and council approbation:

“The constitution says that if a proposition is to become bill, people must be involved thus it becomes a local government issue, because they have the right to comment.” RTA

“In the current system, there are specific intervals which describe when we go to seek for public opinion within the five years governmental regime. There are specific time tables stipulated, that must inform how you deploy resources, how you deploy your proposed management system, that must inform your monitoring and evaluation systems...” RC

Public participation is seen as a compliance issue:

“The mayoral committee is compelled by law to promote public participation: It is a compliance issue.” RS

There is a quarterly report on the C3 system, submitted to Subcouncil and to city council:

“At the Subcouncil level, in our council, we are now incorporating to providing every quarter a feedback to the Subcouncil, as an informed report as to the C3 has been dealing with the case in the sub council.” RC

Some officials acknowledge the weakness of loopback to communities which expressed themselves in the processes of public participation:

“There is a major break in term of a loop back to those communities... People... And we've been agitating for that at the Subcouncil... We're saying our credibility stand forward with whatever we do with the information we gather last year...” RC

In short, the decision making process culminates at the city council, where community needs and opinions are expected to be put forward. Executive decisions lay with the MAYCO. Community members are expected to provide needs and opinions to advising decisions which implementations would be monitored with the C3 system. The loopback to community is rather weak.

6.4.2.4 Government communication

Individuals:

Government is seen to be withholding information; and that result in misunderstanding its purposes and the place of other stakeholders of its initiatives:

“It may sound controversial... I found that a lot of information was sometimes withheld... If you look at the event phonic application for the whole of the CBD, which is a sort of a generic guide line; you got

a dedicated guideline for Long Street... We never knew about that.” **LSRA**

The C3 system is almost unknown and government communication channels and IT initiatives are ill known.

“Q: Are you aware of the C3 system?

RQ: I've heard of it and I must say that I don't know how it functions... And I actually heard of it in the last two weeks.” **LSRA**

“Q: Are you aware of the optical fibre infrastructure that the city is constructing?

R99: yes I am, they say that it will be done by November this year.

Q: Do you think that people will benefit from it?

I am not sure, people will benefit from it. It won't directly touch their lives... People live in very different and various conditions” **R99**

Most community members do not know about public participation processes and how they work:

“Q: do you know what is public participation?

R2: What ... Public participation?

R1: Do you mean like a survey?

Q: Not really... Public participation in government...

R1: Stuff to do with officials and so...

Q: Also a bit of that...

R1: May be...

Q: you never heard about that... You never did that?

R1: does it have to do with doing a proposal for them?

Q: Actually it's part of something...

R3: Something with Wards, needs...

R1: Councillors... Something?

R3: And the whole community... Get to relate for meetings...

Q: you participated in that...

R1: yes we did... We went to vote for our mum... In/for our area...

R2: Ward councillor...

R1: yah... but we never really get how it works” **Bridgetown focus group**

In addition, they have difficulties to distinguish between government spheres and between their jurisdictions in the same geographic space:

“R2: what is provincial government, like Western Cape for whatsoever that happens here, it's the government or what?

Q: they deal with different issues, let say bigger issues... They are doing different things compare to the local government... Local government will take care of potholes in streets...

R1: like social development...Bridgetown focus group

Local Government:

The city recognises that government organisation and functioning are not understood in the public.

They have difficulties to communicate the city realisations:

“Communicating to a lot of different kind of communities, with different levels of sophistication, different languages and we have three official languages in Cape Town... It's actually quite a lot more languages that are spoken out there.” **RW**

Government has not achieved to create a respectful, trustful and mindful environment for public participation:

“I am talking about any reasonable person in my mind; that would say I respect your view, I respect your right to say something: I might not be able to agree with it. That's the most important thing. And that is something we haven't in my mind achieved.” **RPPU**

Officials have notice the weakness of the loopback to community on actions taken on their behalf and for their benefit:

“There is a major break in term of a loopback to those communities...” **RC**

“Q: do you give them a feed back?”

They all get a feedback

Q: what kind of feedback

We give them some specification and access to the drafted document

A couple of them who have been very personal in their comments, we asked them to take an appointment and to come and see me to discuss these issues directly with me” RTA

Any by-law to be passed goes through a process of specification, drafting, expert advices, traditional media release and public participation. Face-to-face interactions, radio, press flyers, and loud healing are still regarded as the best means to engage with communities:

“The proposition would be sent down to the Ward councillor, who will bring it down to the Ward forum, which will talk to the community, they collect the comments and they bring them up. And we will talk to community organisations which are interested in what might happen here like 'rate payers', Long Street residents, etc; and they are registered with us.”

“We might go on Radio, TV and Press release for some people who might not be able to pick that up from the Subcouncil route” RTA

“Face-to-face is still the mechanism which we prefer.” RPPU

“...That is the most important. Then you get workshops, public hearings, Ward forum meetings... That is important. Subcouncils meetings people get flyers to come to Subcouncil meetings... These ones that I marked (public meetings, Ward forum meetings, flyers, market research, loud hailing.) are for me very important.” Council

In its communication with communities, the city targets demographics like single mothers grouping or gender, but not age groups:

“It will be difficult to start asking a 15 years old: 'We are planning spend R19 billion, 10 will be for this and 10 will be for that'; and get any type of meaningful response. I am not entirely convinced that it's just a question of splitting people up according to age groups and to say we are targeting according to the right basis.” RPPU

The city website that also includes Subcouncil pages is published by the communication department; and very few officials have an idea whether the Website was seen or not by community members. Furthermore, they don't know or don't want to unveil the city connections with cellular network operator to unlock the cost issue of using SMS for public participation:

“Q: Do you have a mobile Website?

Here is our Website within the city Website. (Showing on his computer monitor)

Q: who is responsible to update that Website?

We are supposed to update that Website

We've been busy sending through information about the Subcouncil activities, which are then moderated and published.” RC

In short, Individuals are left with a shady picture of government activities somehow entertained by a communication that hasn't properly reached them yet. Hence they show an ill knowledge of government organisation, structure, processes and initiatives.

The local government of Cape Town acknowledges the weakness of the loopback to communities. It has not yet succeeded to create a respectful, trustful and mindful environment for public participation. It still considers face-to-face interactions as the most important instrument of public participation. And officials themselves do not know how to use the city website to communicate with their constituency and individuals they interact with to deliver services.

6.4.2.5 Government needs

Individuals:

Community members didn't elaborate on government needs.

Local Government:

The local government of Cape Town looks for legitimacy and wants to raise the standard of the city:

"If you clear up an informal dumping and rubbles and things like that... it's all about raising standards and trying to give to the city a whole standard." RW

When a legislature is starting there is a need to get the councillors to understand how the city works and to get ready to go and talk to community members:

"We have 210 councillors that we have to engage with... from very different backgrounds and to get them involved. I mean that's the first thing that we do in the city is to get the councillors ready, to go out and talk, and to understand how the city works. Because a lot of people who may be coming are community activists: they don't really know how the city works." RW

The MAYCO is looking for an affordable and sustainable ICT solution able to improve service delivery:

"What drives the MAYCO is anything that is affordable and sustainable, and that can improve service delivery." RS

"But, the law is very specific about what we've got to do and when we've got to do it. Now we would love to do as much of it electronically as possible." RW

They want people back on the discussion table but they hesitate to go online where individuals are:

"There are different groups: the empowered and the isolated where the councillors are supposed to create the link with the government." RS

"So our Website will be live and people could come and make comments and we will be able to know how many hits we got on that site. We're hoping that with time people will be more interested. Probably engage with a younger audience as well, which is more incline to communicate via electronic means." RC

The city feels a need to improve its channels availability to access administration, with a mobile application for public participation for instance:

"There is a need to create a mobile application linking the city to citizen" RS

"The challenge of government is how to increase the footprint to reach broader areas." SITA

Government is hampered by issues of insufficiency or inadequate skills, and issues of scaling out ICT initiatives:

"Economic of scale and scarce skills issues appears in the areas because the best of them will live and go to biggest town looking for better opportunities." SITA

In short, the local government of the city of Cape Town looks for legitimacy and high standards. The IT department would like to take the debates online; the MAYCO does not see how that would cut costs; and there are issues of skills deficiency and scaling ICT initiatives.

6.4.2.6 Government service delivery

Individuals:

Communities do not perceive the government to be responsive enough. Officials are sometimes considered just incapable of helping, caught in intricate processes and administrative formalities; in addition to the lack of commitment community members:

"It's so difficult... We've got people in the street, even restaurant and hotels who don't want their name mentioned. Because the concern they have is actually a friend of them who run this establishment and they don't want them to know they are complaining, that they are using the association. So it is really complicated stuff..." LSRA

It seems that, only issues which fall in the stream to be solved would get a chance to be addressed or even just heard.

The city is still assumed to be trying to reach a balance between residents, other government spheres and investors:

"It's about promoting the city; it's also about bringing money into the city: but the biggest concern that I have is this: are you actually valuating the city, for the property, for the people who want to live in the city?" LSRA

Communities expect the police to deliver safety and to fight crime, but communities are rather bitter about its performances. In addition, there is a feeling that government does not move quickly when it comes to attending to underprivileged areas; and feedback sessions are rather scarce, not well attended to and usually do not satisfy community members expectations:

*"R3: So you just like you can send a message or something...
R1: people do that already... Because in all the conferences we attended with government we sent them our personal...
R3: experience...
R1: yes... But there is no feedback, of course!" Bridgetown focus group*

Local Government:

The implementation of the SAP ERP system did motivate processes reengineering for greater efficiency:

"And that gave us for the first time a single set of financial figures and a single platform for HR. And... Then we moved on from there... Euh... And we put in a payroll billing system and other systems....euh ... And it did put up international best practices... And made us look at the way we were doing things." RW

Satisfactory service delivery is the principal mission and challenge of local government. That mission implies to identify the various areas; identify the cultures of these areas, the municipal culture, the service culture; their shortcomings and to move into them:

"So identify the various areas, identify the culture of that area, the municipal culture, the service culture, the shortcomings of that area and move into that (hammering the table with his fist)" Council

The quality of service delivery is the one that matter and can only be measured with the level of satisfaction of people living in the area. And this is expected to be achieved with a thorough listening of community needs and opinions:

"And the suburb that represents a councillor, he must get in the world of the people that stays in there. If I go to Khayelitsa and I want to close a pothole, they will say to me 'why do you waist money

closing a pothole, we don't have water'. If I go to Strand, they will say 'I have everything I want this pothole closed.'"

"Now the councillor must evaluate priorities. It is more important to me that somebody has the basic services, municipal services like water, sewage and a house, than closing potholes." Council

The IT department is overloaded with work and projects:

"We are learning from our political party how to engage with our constituency. But it requires skills and it requires infrastructure. And we've got an overloaded IT department which is trying to do a lot of other things." RW

A lot of IDP expressed issues are not the jurisdiction of local government:

"The problem with IDP is that not all issues mentioned are of the city jurisdiction." RW

Some Ward forum members receive an out of pocket expense allowance to help them to travel distances to attend meetings:

"And these Ward committees are people that are very active in their communities and who want to give one on one input to their councillors. We establish Ward committees; give them the facilities, office facilities, meeting facilities as well as administrative facilities. We also give to the people that come to these meetings, from the public, a meeting allowance for out-of-pocket expense." Council

In short, Individuals in communities estimate service delivery unsatisfactory because they do not feel considered and they do not see the government being responsive enough to their life threatening issues.

On the other hand, the local government tries to get an impossible balance between its resources, its objectives, its needs, community needs, and various influential interests cutting across its structures and processes, to deliver satisfactory services to individuals in community.

6.4.2.7 Public participation process

Individuals:

Community members have heard of or have attended to face-to-face meetings with government officials, even though for those from previously disadvantaged areas the process is not well known.

"Q: do you know what is public participation?

R2: What ... Public participation?

R1: Do you mean like a survey?" Bridgetown focus group

Local Government:

Public participation is a sectoral process based on requirements and on targeted audiences:

"You see, we're going to see public participation as this all embracing concept or practice which has a single set of rules, perhaps a policy... But we see it as a much more sectoral process based on the needs of requirements and the targeted audience for that particular process." RPPU

The most important public participation process is the IDP which is a participatory budgeting process and is defined in municipal structure and systems acts:

"We have a process of public participation which starts with our IDP. Which is, you know, where the law is clear about how the public participation is done; municipal structures; municipal systems are, and all those things that point you on the right direction.

But, the law is very specific about what we've got to do and when we've got to do it. Now we would love to do as much of it electronically as possible." RW

"So we have to engage with people differently in the city, and that is the challenge to... Not to talk to people about things that do not interest them... So how do you get people to engage with you on a city wide level, when their interest is primary very local?" RW

The process is prescribed by various acts and policies following on the constitution of South Africa:

"We have a process of public participation which starts with our IDP. Which is, you know, where the law is clear about how the public participation is done: municipal structures, municipal systems are, and all those things that point you on the right direction." RW

It is more discussed in Ward forums and Subcouncil meetings:

"...So at no meeting of council, except at Ward forums meetings and probably in some respect at Subcouncil meeting, would you find people talking about public participation." RPPU

For a by-law, the process entails to advertise a draft for 30 days, seeking comments from individuals; then comes the time for organised and expert stakeholders meetings; and propositions will go down to Ward forums again and come back until a balance is reached: then the council will decide.

*"It's a mechanical process. All the responses got send by the closing date. Some bureaucrats up there on the 17th floor will sit and say X says we must put more money on that. So you make note of all of that, you write all down, so he can have a nice list of it. That goes as part of it report."
"The reason they do it is from a compliance point of view. We must put it in so that we can tic that off. And they receive one or two comments." RPPU*

*"Policy says to put adverts on local newspapers and they have 30 days"
"The proposition would be sent down to the Ward councillor, who will bring it down to the Ward forum, which will talk to the community, they collect the comments and they bring them up. And we will talk to community organisations which are interested in what might happen here like "rate payers", Long Street residents, etc. And they are registered with us." RTA*

Meetings are the main public participation mechanism used by the city. And public participation is done with the idea of complying with legislation.

"Public meetings... That is the most important hub in this document that's why it's on top as well, that is the most important. Then you get workshops, public hearings, Ward forum meetings..." Council

The city establishes and facilitates Ward forums and committees to collect and carry through the needs and opinions of communities to be used in government decision making.

"We establish Ward committees: give them the facilities, office facilities, meeting facilities as well as administrative facilities." Council

In short, the process of public participation is poorly known and understood in communities. However, it is used in government to validate the quality of decisions against community needs. The process involves several mechanisms but government considers meetings as the most effective ones.

In **summary** of the category *Social facilitation*, it is to notice that community members interact with some government business connections providing for instance cellular networks and Web services. The process of public participation is poorly known and understood in communities. In addition, individuals are confused by the complexity of government organisation structure and therefore question what level or organ or official position should be recipient of their needs and opinions. And at the end, they estimate service delivery unsatisfactory because they do not feel considered; and they do not see the government being responsive enough to their life threatening issues.

The Local Government of the city of Cape Town has extensive capabilities to make eParticipation a reality in Cape Town. It has a very complex structure and its decision making process culminates at the city council, where community needs and opinions are expected to be put forward. The loopback to community is rather weak.

The city looks for legitimacy and high standards for its processes and for the city. It also tries to get a difficult balance between its resources, its objectives, its needs, community needs, and various influential interests cutting across its structures and processes, to deliver satisfactory services to individuals in community.

6.4.2.8 Summary of findings for the main category social facilitation

The main category **social facilitation** was looking at the product of local government organisational culture, legal environment, infrastructures and initiatives towards using Mobile, Web and Social media for Public Participation.

Individuals and social facilitation for eParticipation:

- Community members are not familiar with legislations and with the functioning of government.
- Community members in Subcouncils 17 and 16 estimated have not been directly addressed to or listened to by government which they would like to see entering their Mobile, Web and Social media discussion spaces.
- Community members have some discomfort using initiatives including the city Website, the improvable *Smartcape* initiative in libraries, the C3 notification system or the very new -and yet to discover- city social media turn.
- That city website is ill known from communities that is then arguably unable to benefit from its information richness about the local government activities, and the even provided comments and needs submission capability.

Local government provision of social facilitation for eParticipation:

- The ever improving city ICT infrastructure comprehends elements including a forthcoming fibre optic backbone; SAP ERP systems underpinning major functional applications, the C3 notification system logging complain and monitoring their resolution; and officials are equipped with laptops and mobile phones
- The local Government of the city of Cape Town is very proud of its achievements in terms of technology utilisation for public participation. That includes the city website, *smartcape* facilities, the C3 system, the use of SMS, the GIS adding visual depth to planning, the technology validation of councillors and officials, the availability of mobile and Web equipments to all officials and staff down to all line departments, and the new city social media turn.
- The local Government of the city of Cape Town has a very complex structure and its decision making process culminates at the city council, where community needs and opinions are expected to be put forward. The loopback to community is rather weak.

- The local government looks for legitimacy and high standards for its processes and for the city as a whole. It also tries to balance its resources, its objectives, its needs, community needs, with various influential interests cutting across its structures and processes, in order to deliver satisfactory services to individuals in community.
- The local government officials suggest impediments from local government relationships with other spheres of government, the structure and the functioning of local government in terms of meeting community expectations.

6.5 Conclusion

At this point, the findings are summarised and interpreted in themes.

6.5.1 Introduction

The rationale of the study was on determining the place of eParticipation in the city of Cape Town. After collecting, analysing and interpreting the data, it appeared that due consideration should be given to two main themes characterising the place of using Mobile, Web and Social media means for public participation in government: *individuals' perceptions and attitudes*, and *local government social facilitation*. (see Figure 2.6).

Within the conceptual framework elaborated in Figure 2.6, Cape Town's *Intensity of eParticipation* is determined by the *intention to participate using Mobile, Web and Social media* of its communities matched to the *democratic engagement and openness to change* of its government (see section 1.5.1 and 2.8.1, and Figure 2.6).

Individuals' *intention to participate using Mobile, Web and Social media* is determined by their *perceptions and attitudes*; while the local government of the city *Democratic engagement and openness to change* is determined by its level of *social facilitation* for eParticipation (see Figure 6.1 and 6.2).

This section continues with the presentation of a summary of findings depicting *individuals' perceptions and attitudes for eParticipation*, and *local government provision of social facilitation* for eParticipation.

6.5.2 Summary of findings

The study findings are summarised in Table 6.2 per category and main category.

Table 6.2 Summary of research findings (Source: Author)	
Cultures and social structures (section 6.2.1)	<ul style="list-style-type: none"> - Despite the fact that the local government of the city of Cape Town prefers face-to-face interactions for public participation with individuals, a better ear is given to community organisations, businesses and experts. - Community organisations and Ward forums are usually attended by seniors who are expected to care more for the community but are doubtfully aware of younger generation opinions, needs and issues; because young people are considered usually uninterested in Subcouncils 17 and 16. - The participation of individuals in decision making is merely represented by political parties.

<p>Mobile, Web and Social media resources (Section 6.2.2)</p>	<p>Community members and organisations have access and use Mobile, Web and Social media. They are backed up by the country's constitution and legal environment which entice government to create the conditions for public participation. Unfortunately, it is well known from local government and civil society that community organisations which are preferably listen to by government do not exchange nor have a platform for exchanging what they know about where they operate between themselves. Some authorities remain sceptical with communities having Mobile, Web and Social media means to participate, because of their age or the impact of Apartheid.</p>
<p>Use of Mobile, Web and Social media (Section 6.2.3)</p>	<p>In communities, whether in Subcouncil 17 or 16, individuals and community organisations use Mobile, Web and Social media. Differences appear in the fact that they don't always use the same application or for the same purpose. For instance, in Subcouncil 17 individuals and community organisations used bulk SMS messaging to call for meetings; Mxit and Facebook to check on friends and relatives and to organise gatherings; and Twitter for information. In Subcouncil 16, emails, blogs like the LSRA Website and micro-blogging including Twitter were used to inform or to call for meetings; while Facebook and BBM were used for social networking.</p> <p>On the other hand, for government officials the mobile is for work and Web and social media is for fun. The C3 system despite being Web able still can't be reached through the mobile. When bulk SMS is used, it is to call registered Ward forums members or community organisations to gatherings. And community members are not expected to be able to afford the cost of a SMS.</p>
<p>eParticipation legal environment (Section 6.3.1)</p>	<p>Community members are not familiar with legislations and the functioning of government, and avoided to elaborate on them.</p> <p>Local government officials suggest impediments from relationships with other spheres of government, the structure and the functioning of local government; in terms of allowances and infrastructures being governed by other spheres. The city IT systems enable it to reach high level of efficiency and internationally acclaimed best practices and standards in its various processes. This suggests that technology transformative contingency is taken into account. Unfortunately, Mobile, Web and Social media are not specifically highlighted and eParticipation is still not mentioned.</p>
<p>Mobile, Web and Social media infrastructure (Section 6.3.2)</p>	<p>Community members are provided with means including <i>Smartcape</i> facilities in libraries and the city's Website. That Website is ill known from communities then arguably unable to benefit from it information richness about the local government activities, and the provided comments and needs submission capability.</p> <p>The ever improving city's ICT infrastructure comprehends elements including a forthcoming fibre optic backbone; SAP ERP systems underpinning major functional applications, the C3 notification system logging complain and monitoring their resolution; and officials are equipped with laptops, and mobile phones.</p>
<p>Mobile, Web and Social media initiatives (section 6.3.3)</p>	<p>Community members in Subcouncils 17 and 16 estimated have not been directly addressed to or listened to by government which they would like to see entering their Mobile, Web and Social media discussion spaces. They have some discomfort using initiatives like the city Website, the Smartcape in libraries, or the poorly known C3 notification system or the very new and yet to discover city's social media turn.</p> <p>The local government of the city of Cape Town is very proud of its achievements in terms of technology utilisation for public participation; impacting on the quality of service delivery. That includes the city's Website, Smartcape facilities, the C3 system, the use of SMS, the GIS adding visual depth to planning, the technology validation of councillors and officials, the availability of mobile and Web equipments to all officials and staff down to all line departments, and the new city social media turn.</p>
<p>Perceptions and Attitudes (Section 6.4.1)</p>	<p>It was found that individuals or community members perceptions and attitudes were:</p> <ul style="list-style-type: none"> - Mobile, Web and Social media to be in use by everyone although not always the same application or for the same purpose; and they are keen to welcome government in their networks; - Individuals in Subcouncil 17 do not yet see themselves as having a voice that can change much, while in Subcouncil 16 they seem to think that they have a voice but they are just not listened to. - Government is not trustworthy and is difficult to work with; but they trust that improvements are possible with the emergence of relevant expertise; - They are despondent from the failure to be heard in government, and that community organisations are similarly frustrated by government's response to issues - Their own involvement in the resolution of issues as weak - Their communities as culturally ready to connect, and hope that representative organisations will take their needs and opinions to government;

	<p>On the other side, local government of the city of Cape Town</p> <ul style="list-style-type: none"> - does not trust individuals' account of their needs - Prefers community organisations reports and information to individual submissions. - Although capable to joining the conversations on mobile Web and social media, still wonders whether enough people are online, are articulated and able to adopt the necessary discipline. - Considers mobile to be for work whereas Web and social media are for fun; a similar separation of medium and application as for individuals. - Is basking in self-generated pride for what they consider to be improved service delivery. - acknowledges being misunderstood by communities; it notes the impediments due to administrative and legal unease; considers itself to be ICT capable, while recognising it is not transformed well enough to consider the adoption of online deliberation in its decision making process.
<p>Social facilitation (Section 6.4.2)</p>	<p>Individuals and social facilitation for eParticipation:</p> <ul style="list-style-type: none"> - Community members are not familiar with legislations and with the functioning of government. - Community members in Subcouncils 17 and 16 estimated have not been directly addressed to or listened to by government which they would like to see entering their Mobile, Web and Social media discussion spaces. - Community members have some discomfort using initiatives including the city Website, the improvable Smartcape initiative in libraries, the C3 notification system or the very new -and yet to discover- city social media turn. - That city website is ill known from communities that is then arguably unable to benefit from it information richness about the local government activities, and the even provided comments and needs submission capability. <p>Local government provision of social facilitation for eParticipation:</p> <ul style="list-style-type: none"> - The ever improving city ICT infrastructure comprehends elements including a forthcoming fibre optic backbone; SAP ERP systems underpinning major functional applications, the C3 notification system logging complain and monitoring their resolution; and officials are equipped with laptops and mobile phones - The local Government of the city of Cape Town is very proud of its achievements in terms of technology utilisation for public participation. That includes the city website, smartcape facilities, the C3 system, the use of SMS, the GIS adding visual depth to planning, the technology validation of councillors and officials, the availability of mobile and Web equipments to all officials and staff down to all line departments, and the new city social media turn. - The local Government of the city of Cape Town has a very complex structure and its decision making process culminate at the city council, where community needs and opinions are expected to be put forward. The loopback to community is rather weak. - The local government looks for legitimacy and high standards for its processes and for the city as a whole. It also tries to balance its resources, its objectives, its needs, community needs, with various influential interests cutting across its structures and processes, in order to deliver satisfactory services to individuals in community. - The local government officials suggest impediments from local government relationships with other spheres of government, the structure and the functioning of local government in terms of meeting community expectations.

6.5.3 Reading the Intensity of eParticipation

This section presents themes which emerged from combining contributions from categories and main categories, and reads the intensity of eParticipation from them.

6.5.3.1 Theme: *Individuals intention to participate using Mobile, Web and Social media*

This theme emerges from the combination of one main category and three categories, respectively: perceptions and attitudes; cultures and social structures; Mobile, Web and Social media resources; and use of mobile Web and social media (see Figure 6.1). The value of the theme is read by interpreting the contribution of categories to the main category (see section 4.3.1.4).

In a scale that can be characterised as *weak*, *mild* and *strong* (where *weak* means with a greater amount of negative elements, and *mild* means a balance between positive and negative elements, and *strong* means a greater amount of positive elements), Perceptions and attitudes for eParticipation suggest a *mild* individuals' intention to participate using Mobile, Web and Social media due to:

On the helping side,

- The availability over the whole city of cellular networks providing access to Internet, an opportunity for reaching Web applications and social media
- The increasing Web presence of individuals and organisations availing enormous amount of information
- The impressive social media membership and activities on Mxit, facebook, and BBM
- The new community activism of the youth in previously disadvantaged areas
- The hope that government can improve and join community member's conversations.

On the hindering side,

- Mistrust in a government perceived inconsiderate, not listening and difficult to engage with
- Unfamiliarity to laws and regulations, knowledge of government structure, organisation and functioning
- Discomfort in using an ill knowledge of government initiatives including C3 system and the city Website
- Cultural mismatches with some influences imputable to apartheid giving a sense of disempowerment to poorer communities and a sense of empowerment to wealthier communities in order to deal with their issues and to approach the authority
- Uneven Mobile, Web and Social media preferences and usage throughout the city

6.5.3.2 Theme: Local government democratic engagement and openness to change

This theme emerges from the combination of one main category and three categories, respectively: social facilitation; eParticipation legal environment; Mobile, Web and Social media infrastructure; and mobile Web and social media initiatives (see Figure 6.2). The value of the theme is read by interpreting the contribution of categories to the main category (see section 4.3.1.4).

Using the same scale of *weak*, *mild* and *strong*, social facilitation for eParticipation also suggest a *mild* local government *democratic engagement and openness to change* able to accommodate the use of Mobile, Web and Social media for public participation, due to:

On the helping side,

- Initiatives including *Smartcape*, SAP ERP system, the use of mobile telephony, SMS messaging, GIS system, C3 notification system, the technology validation of councillors and officials, a portal rich in information and a presence on social media
- the acknowledgement of being misunderstood by community members
- to seek legitimacy and high standards of processes and service delivery

On the hindering side,

- The preference given to face-to-face interactions over other innovative means
- The mistrust of individuals' account of their needs, preferring community organisations reports and information to them
- The consideration of mobile devices to be useful for work whereas Web and social media are just for fun
- In the decision making process, individuals voice goes through too many layers before reaching the decision makers, who are themselves most the not acquainted to using the Web and social media
- Ignorance on whether enough people are online, are articulated and able to adopt the necessary discipline of participating
- Impediments linked to it legal environment, structure, organisation and processes.
- The weakness of loopback to communities after meetings

6.5.3.3 The intensity of eParticipation in the city of Cape Town

Intensity of eParticipation is defined in this study as the frequency and the influence of the “use behaviour” of eParticipation on law and policy making in a given locality.

Perceptions and attitudes for eParticipation suggested a **mild individuals' intention to participate using Mobile, Web and Social media**, and *social facilitation for eParticipation* also suggested a **mild local government democratic engagement and openness to change** able to accommodate the use of Mobile, Web and Social media for public participation

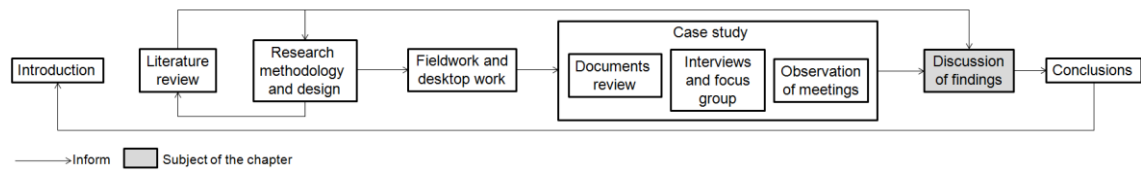
The frequency of participation in public participation (suggested in section 5.2.3.1-E) in terms of face-to-face and electronic interactions on one hand, and the limited influence of these interactions on the other hand, in comparison to the influence of consultants, experts and organisation opinions over the city council and administration (see sections 6.5.3.1 and 6.5.3.2) indicate a very low intensity of eParticipation in the city of Cape Town.

6.5.4 Conclusion

Reading from a demand and supply perspective, it is possible to conclude at this stage that in communities there is a demand to use Mobile, Web and Social media for public participation in government, which is not met by an appropriate level of social facilitation from government due to unresolved issues of democratic engagement and openness to change in its culture, structures, and processes. This conclusion provides ground to ascertain a low *intensity of eParticipation* in the city of Cape Town.

The next chapter (Chapter V) discusses the research findings in light of the existing literature in order to determine the contribution of the research to knowledge.

CHAPTER VII- DISCUSSION OF FINDINGS



7.1 Introduction

The preceding chapter presented the findings arising from a case study of the use of mobile, web and social media for public participation in the city of Cape Town, highlighting opportunities and impediments to eParticipation. The present chapter opens up a wider discussion of these elements with specific reference to the research questions set out at the start of the study, and making further reference to prior reported research in the field of eParticipation.

The aim of this study was to establish how the use of mobile, web and social media in the public participation area of consultation of communities for law and policy making in the City of Cape Town helps or hinders the process of public participation. The rationale was to determine the place of eParticipation in the city of Cape Town. The main goal was to determine the elements affecting the communication of Individuals' needs and opinions to the local government of the city of Cape Town.

This research project has focused on the process of consultation for law and policy making in the city of Cape Town. This process involves stakeholders including *individuals* or community members and the local government of Cape Town. The technologies considered were Mobile, Web and Social media.

This chapter examines and validates the findings in order to determine the place of eParticipation in the city of Cape Town in terms of *Intensity of eParticipation*. It is organised according to the main research question and the sub-questions (See section 3.5.2).

The main research question was: *“How does the use of Mobile, Web and Social media help or hinder public participation in the area of consultation for law and policy making in the city of Cape Town - Western Cape?”*

And research sub-questions were:

- *What is electronic public participation in government (eParticipation)?*
- *What are cultures and social structures in Subcouncils 17 and 16?*
- *What are individuals and community organisations mobile Web and social media resources in Subcouncil 17 and 16?*
- *What is Cape Town eParticipation legal environment?*
- *What is Cape Town Mobile, Web and Social media infrastructure?*
- *How do individuals and community organisations use Mobile, Web and Social media?*
- *How does the local government of the city of Cape Town use Mobile, Web and Social media?*
- *How does the local government of the city of Cape Town use Mobile, Web and Social media?*

- *How does the use of Mobile, Web and Social media help public participation in the city of Cape Town?*
- *How does the use of Mobile, Web and Social media hinder public participation in the city of Cape Town?*

7.2 What is electronic public participation in government (eParticipation)?

In this study, eParticipation was defined within the eDemocracy research field (see section 2.3) as “*the use of Mobile, Web and Social media to engage citizens, support the democratic decision-making processes and strengthen representative democracy*” (Macintosh, 2004). In this definition, government provides citizens with eParticipation, making of eParticipation an offspring of eGovernment. However, this is inadequate because eParticipation is also interested in events outside the scope of government including online citizens’ deliberation and its ability to influence government decision making. Many authors even suggest to position eParticipation within an overall and reframed governance model (see section 2.4.3). That requires a refinement of the definition to include efforts to broaden and deepen political participation by enabling citizens to use ICTs to connect with one another and with their elected representatives and governments (Avdic et al. 2008; Tambouris, Macintosh, et al. 2007).

Nevertheless, the research data suggests that such an understanding of eParticipation is weak whether in community or in government. Efforts to enable, broaden and deepen “political” connectivity with one another, and then with government still do not make much sense to those involved as suggested by (see sections 6.4.1 and 6.4.2):

- The weakness of trust between the two groups of stakeholders (Individuals and local government),
- Individuals’ weakness of interest in politics,
- Local government preference for face-to-face interaction while giving a better ear to organisations,
- The place of community members (individuals) in the decision making process,
- The weak understanding in the two stakeholder groups that mobile, web, and social media might help to achieve eParticipation.

7.3 What are cultures and social structures in Subcouncils 17 and 16?

South Africa is a multi-cultural society. Differences between communities include physical characteristics and cultures. Culture shapes individual and community behaviours. Culture can be seen through the elements that characterise a group of people, and which can be seen through symbols, values and norms for relating to self, to authority, and to risk. The cultural behavioural pattern or paradigm of the local government of the city of Cape Town could be approached through the Cultural Web (See section 2.2.5).

In considering culture in the context of this study, it might be expected that:

- A culturally-empowered individual (or community) will be keener to use Mobile, Web and Social media to participate in government;
- A culturally democratically engaged local government that is amenable to change will involve communities in its decision making processes using Mobile, Web and Social media.

The study is concerned to find out whether there is such an empowerment, such an engagement and openness to change, and how they affect eParticipation.

The discussion that follows examines culture through symbols, values and norms as individuals behave in relating to self, others, risk and to authority; then the *cultural Web* is used to summarise the situation in the city administration.

7.3.1 About cultural programming for relating to self, others, risk and authority

Authors argue that in South Africa, *Apartheid* has been responsible for damaging social structures and institutions, disorganising and disempowering communities, breaking down the authority of parents and teachers. This led to despair and to the acceptance of a victim image (see section 5.2.1.3). Living under such circumstances, individuals in Subcouncil 17 (and in all similar city areas), who are labelled “black” or “coloured” are expected to always feel unworthy, and never able to achieve much in life. They are seen to have a low self-esteem and difficulties in relating to others. It is the opposite situation to that of empowered individuals from Subcouncil 16, who (it can be argued) benefited from apartheid.

7.3.1.1 In subcouncil 17

In conversation at the focus group in Bridgetown (in Athlone and districts), individuals involved with the *Impact direct ministries* and the *Rlab (Reconstructed lab)*, talked freely about their ethnicity and reiterated the low self-esteem of individuals in Athlone and districts; the relation to risk and to authority was suggested tantamount to mistrust and defiance. However, an official in the area acknowledged a noticeable attitude turn of post-apartheid unemployed young people who are becoming community activists (see section 6.4.1.2, 6.4.1.3 and 6.4.1.4). These elements while remaining consistent with documents reading of the situation in the area also indicate that young people are getting to reconsider their self-worth, reclaiming the symbolic of being indigenous. Young people are getting to explore what they can do about the situation of their community.

7.3.1.2 In Subcouncil 16

The individual is a young, employed, stressed and living alone. He/she would be looking online for friends and for a place to voice out what he/she won't be easily able to do in a physical space. While the tendency is to self-reliance, and to deal with risk, others and the authority within the framework of regulations, interviewees in the area voiced some unease relating to government; getting them despondent to be listened to (see sections 6.4.1.2, 6.4.1.3 and 6.4.1.4). These empowered individuals are frustrated by government's communication channels: and they get emotional in their submissions.

These elements suggest that communities whose cultures suffered from apartheid are coming to a level of balance and re-empowerment amenable to using Mobile, Web and Social media in public participation. In parallel, those who benefited from apartheid are getting frustrated by the difficulty of running after a government that seems incapable of listening to their needs.

7.3.2 The city of Cape Town *cultural Web* for eParticipation

Johnson et al. (2006:201) suggested the concept of *cultural Web* which they defined as a “representation of taken for granted assumptions of an organisation and the behavioural manifestation of organisational culture”. That model develops the organisation *paradigm* or “the way we do things around here” by linking rituals and routines, stories, symbols, power structures, organisational structures, and control systems (See section 2.2.5). This section discusses the reading of the city of Cape Town eParticipation organisational culture through the *cultural Web*.

7.3.2.1 Rituals and Routines

Meetings are the main public participation mechanism used by the city. Unfortunately, the reality is that public participation is done with the idea of complying with legislation (see section 6.4.1.4).

7.3.2.2 Stories

- “Makasa open toilets” issue was a problem estimated inherited from ANC: in this story, regulations were followed, agreements were reached with community members but the result wasn’t satisfactory and communities demonstrated (see section 1.3.1).
- “Liquor selling hours by-law”: experts of all boards were listened to; The community was heard but not considered. As a result a profound cry out burst in the city from liquor selling organisations, and customers: The by-law went back to council for revisions (see section 1.3.2).

These stories suggest the way in which the process of public participation is handled: bearing in mind some erroneous beliefs and assumptions about individuals account of their needs.

7.3.2.3 Symbols

Local government sees itself as the service delivery hand of the government and the closest to individuals in communities (see section 6.4.1.3). However, the place of the community member in it framework denotes a sort of mistrust of his/her submissions (see section 5.2.1.1).

Mobile, Web and Social media are not for sound public participation (see section 6.4.1.1 and 6.4.1.5).

7.3.2.4 Power

The power in the local government of the city of Cape Town is a matter of its structure, relations to South African institutions, the influence of political parties and race:

- Council and city administration(see sections 5.2.3.1-A and D)
- MAYCO (Mayoral Committee) (see section 5.2.3.1 -B)
- Whites in the city administration (see section 5.2.3.1 -B)
- Dominant political parties Democratic Alliance and ANC (see sections 5.2.3.1-A)

- The city ombudsman, western cape public protector (see section 5.2.3.1-C)

7.3.2.5 Organisational structure

- City Council
- Mayco
- Portfolio committee
- City executive management
- Directorates
- Departments/ IS&T department is part of the directorate “corporate services”
- PPU or Public Participation Unit (this is a unit overseen by the speaker of the city council)

That dual headed hierarchy is stretched down to Ward forums and line departments (see sections 5.2.3.1-A, 6.4.1.3, 6.4.2.2 and 6.4.2.3).

7.3.2.6 Control systems

- Laws and upper spheres policies
- By-laws and policies
- International best practices and standards
- Performance management systems

Officials follow regulations whether enacted in upper spheres of government or in city council, in addition to international best practices usually included in the package with acquired large scale computer systems (see sections 5.2.3.1-A, 5.2.3.1-D, 6.4.2.2 and 6.4.2.3).

7.3.2.7 The Paradigm (See Figure 7.1)

- **The city has a strong belief in high quality service in terms of business best practices and standards.** Thenceforth, the city invested in cutting-edge ERP systems and adopted it as “best practice” and providing proper standards (see section 6.3.2.3). Moreover, councillors and officials are trying to abide to regulations (laws, policies and guidelines) by any means, even though they see them to be constraining and irrelevant to the reality they are facing with communities. In addition, when dealing with issues, they tend to rely more on “expert” views whether from community organisations, from businesses or from consultants; relegating the views of individuals to the background, and thereby defeating the whole purpose of public participation (see sections 6.4.1.3, 6.4.2.5 and 6.4.2.6).
- **eParticipation is immature and will bring more problems than it will solve.** The use of Mobile, Web and Social media for public participation is considered incompatible: public participation is a serious matter and should be dealt with “by the book”, mainly by means of face-to-face meetings. In this regard, Mobile, Web and Social media are seen as just toys or platforms for having fun with friends and relatives. Moreover, they seem to ask how eParticipation would work within the overloaded environment of local government (see sections 6.4.1.1, 6.4.1.5, 6.4.2.5 and 6.4.2.6).

The cultural web of the city of Cape Town with regard to eParticipation is summarised in Figure 7.1 adapted from the original framework by Johnson et al. (2006:202).

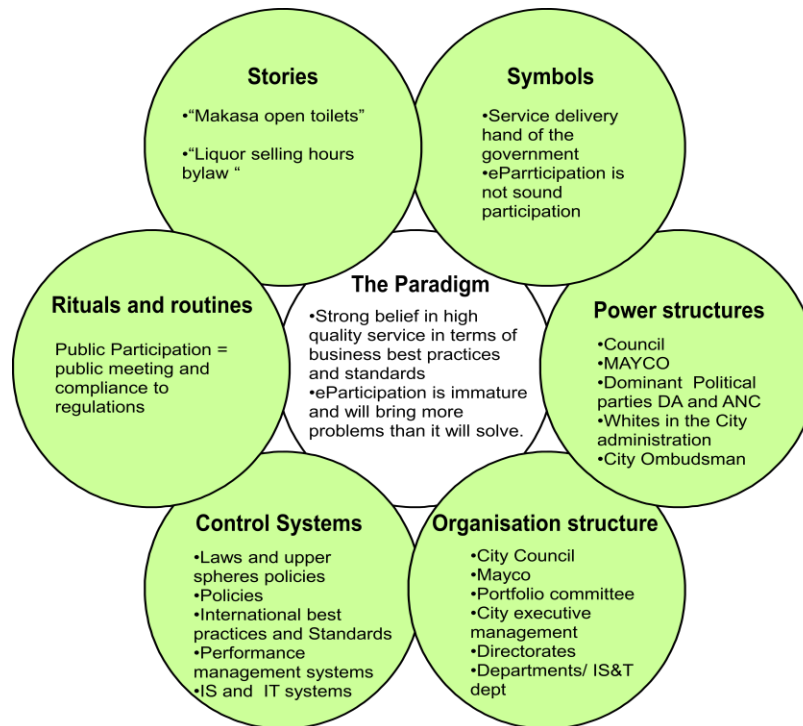


Figure 7.1: Local Government of the city of Cape Town cultural Web (adapted from Johnson et al., 2006:202)

7.3.3 Summary:

In summary, communities whose cultures suffered from apartheid (mostly found in Subcouncil 17) are coming to a level of balance and re-empowerment amenable to using Mobile, Web and Social media in public participation. While those that benefited from apartheid (very well represented in Subcouncil 16) are ready for eParticipation but are getting frustrated by the difficulty of running after a government that seems incapable of listening to their needs.

On the other hand, the local government of the city of Cape Town considers itself as the strong arm of the government in service delivery. It believes in high quality service in terms of business best practices and standards, and considers eParticipation as immature and prone to bringing more problems than it might solve.

This discussion about a cultural threshold of eParticipation

Culturally, individuals in communities and the local government of Cape Town seem to have a profound disconnect, where there is a genuine community call for empathy that is answered in a way that treats them as if they were incapable of articulating their needs and opinions.

7.4 What are Cape Town individuals and community organisations' Mobile, Web and Social media resources?

Mobile, Web and Social media resources for individuals and community organisations were understood in this study to include: financial means or income, education, e-skills, ownership of a mobile device and any Internet and Web enabled device, membership of an online social media, a city library membership, connection to community leaders and community organisations, social norms, laws and policies favouring the use of Mobile, Web and Social media in interactions with government (see sections 2.2, 2.3, 2.4 and 2.5).

The study found resources available to both Subcouncil 17 and 16, but varying in quantity and in quality in terms of approach to regulations, to community based organisations, to community leadership, to the availability of enough individual capital, and to Mobile, Web and Social media.

7.4.1 Regulations

On a common ground, communities in Subcouncils 17 and 16 are all backed up by the country's constitution; and by national, provincial and local legal environment pertaining to eParticipation (see sections 5.2.3.1). However, in Subcouncil 17, individuals barely know about relevant laws, regulations, government structures, functioning and capabilities (see sections 5.2.3.1 and 6.3.1.1) in comparison to individuals in Subcouncil 16 who have a greater knowledge of these.

7.4.2 Community based organisations

They are active community based organisations in both areas (17 and 16) (see section 5.2.1.2 and 5.2.1.3). Unfortunately, these organisations, which are preferably listen to by government, do not exchange amongst themselves nor have a platform for exchanging information they have about their areas (see section 6.2.1.3) in order to broaden and deepen an argument to fit into the overall city decision making.

7.4.3 Community leadership

Subcouncils 17 and 16 community members have prominent personalities to turn to when they are in difficult times including priests, business men, social entrepreneurs, numerous community activists, political leaders, government officials and councillors (See section 6.2.2.1). But individuals only go to them when there is a life threatening situation (6.4.1.3 and 6.4.1.4).

7.4.4 Individual capital

Individuals are found to be usually unemployed in Subcouncil 17; have low income; scarcely achieved degrees; and have their areas plagued with crime, abuses, poverty and a deep sense of unworthiness (see sections 5.2.1.3 and 6.2.2.1).

In Subcouncil 16 on the other hand, individuals are usually employed, have greater income, are educated to university degrees level, and have always enjoyed security, the lowest crime rates, and a certain sense of superiority and empowerment (See section 5.2.1.2).

These put individuals in Subcouncil 16 in a better position to take up and use eParticipation.

7.4.5 Mobile, Web and Social media

The entire city of Cape Town is covered by landlines and cellular networks (see section 5.2.2).

Most individuals over 16 years old, have access to a cellular phone or even a smart phone, allowing them to surf the Web for entertainment (music, videos, games), to converse and to connect at any time and from anywhere with friends and relatives on social media applications like Mxit, BBM, Facebook, Twitter and other AIM (see section 5.2.2 and 6.2.3).

In every Ward of Subcouncils 17 and 16, there are city libraries equipped with the Smartcape initiative which are considered unsatisfactory by community members in terms of Web capability, whether because the equipment is poorly maintained and the Internet connexion is very slow, or the personal computing amenities that they already have themselves is superior.

7.4.6 Summary

In terms of resources both communities are under the same regulations, have enough community based organisations, have enough leadership, and can all at least exchange SMSs when they can't go on Mxit, BBM or Facebook. However, individuals from Subcouncil 16 and other similar areas have greater personal capital (finance, education, skills, etc.) and social capital (ties with work and legal environment) giving them an important advantage in using Mobile, Web and Social media for public participation in government in the city of Cape Town.

7.5 What is Cape Town eParticipation legal environment?

Cape Town is a South African metropolis. As such, the city is bound by the country's national and provincial legislations in addition to its own by-laws, policies and other rules and standards. The study explored the legal environment of the city of Cape Town pertaining to using Mobile, Web and Social media for public participation in government.

The study examined relevant legislations, rules and standards covering municipal functioning and public participation framework; eGovernment acts, strategies, laws and policies; compliance to business standards and best practices; mobile, Websites and social media operator licensing information, end-user rights and privacy policy.

Tambouris, Liotas, et al. (2007), Macintosh & Whyte (2008) and Heeks (2006) stressed in their assessment frameworks the necessity for a suitable enactment of eParticipation to get it working properly. Especially, they insisted on the level and stage in policy decision making, the rules of engagement, the methods employed, and the duration of the process.

7.5.1 Level and Stage in the policy decision making process

In Cape Town, the individual is situated away from the decision making scene and only intervenes when a by-law or a policy is considered by the council to go for public participation (see section 2.2.3, 2.2.4 and 5.2.1.1). The rules of engagement for public comments are formulated in various regulations at all levels of government.

7.5.2 The rules of engagement

The rules of engagement are expected to define how to engage with a community. The worry here is to misdirect or to abuse the participating community member. To that effect, in South Africa, the Department of Provincial and Local Government developed a framework for public participation (2007:12) emphasizing the implementation of a *community complaints management system* (which might be the C3 notification system in Cape Town), the broad advertising of *public participation principles* (The city of Cape Town public engagement policy.) and of *citizen's participation charter*, the running of *citizen's satisfaction surveys*, and the *empowerment and the support of Ward committees* (see sections 5.2.3.1-D, 6.3.1.1, 6.4.2.1, 6.4.2.2 and 6.4.2.4).

The city also follows international best practices and standards from relevant business partners including the German business software systems developer SAP.

All officials follow the rules and abide by them. But they will not do more, even if an innovation would allow them to reach more individuals, unless it is stipulated in the rules.

The public participation processes run by local governments are designed at national level and do not fit local expectations: they create frustrations for officials and for communities.

That allows an interpretation where under so many constraints the rules of engagement do provide for implementations of public participation processes are ineffective.

7.5.3 The methods employed

eParticipation authors (Macintosh, 2004; Tambouris et al., 2007) acknowledged an important number of participation areas and determined as much electronic tools to assist with the task. For consultation in Cape Town, meetings are the most important public participation mechanism used by the city (see section 5.2.3.1-E and 6.4.2.9).

Technology tools for such processes include publications on the city's portal, emails, some document editing and spreadsheet software; and some calls and SMS would have been used to organise events, to record the proceedings and to report to the council. And hopefully, some expressed needs would join the queue of C3 notifications to be solved by a particular line department. However, very little of the city's technological capability is used to convey social network services, data mining of meetings records or any language processing.

7.5.4 The duration of the process

The process of consultation seeking individuals' needs and opinions requires providing enough time for awareness to be achieved and articulated submission to be devised.

In Cape Town, the process usually calls for 30 days of advertisement for community members to make their comments.

7.5.5 Summary

Public participation *in policy decision making* occurs before the council makes its decision, and the place of the individual in the process is a bit too far to make much difference in council meeting.

Rules of engagements barely provide for using electronic means.

The methods employed do not properly consider using Mobile, Web and Social media to inform, collect, analyse, report, involve in decision making and feed back to the community.

And the *process duration* while quite short in comparison to other countries, is rather extensive in terms of electronic capacity, is not yet balanced to accommodate eParticipation potential.

In summary, by virtue of its legal environment (sometimes considered heavy and barely understood by individuals), the city of Cape Town government seems to use the process of public participation to validate its particular initiatives whether inherited from upper spheres programs, or from political parties' projects; rather than to allow initiatives to be derived from the actual needs and opinions of community members.

7.6 What is Cape Town Mobile, Web and Social media infrastructure?

In this study, technology was seen as the Mobile, Web and Social media systems constituting the mobile channel used by all stakeholders in public participation. Considerations were given to infrastructural elements including mobile handsets, local government ICT systems, cellular networks services and Web and Social media applications.

Individuals and community organisations in Subcouncils 17 and 16 use Web services also accessible from their cellular phones including Mxit (preferred by youth in Athlone and districts), BBM (most appreciated in GoodHope), while Facebook unifies the two. There is little online debate in Athlone and districts; but in Goodhope there is a significant level of online deliberation about issues of concern (see sections 5.2.2, 6.2.3 and 6.3.2.3).

Local government of the city of Cape Town has a solid ICT infrastructure giving to most its staff members access to a computer; connecting people and facilities using a newly implemented fibre optic backbone cable; using cutting edge servers delivering applications throughout the city 24/7; and having a highly skilled IT department running an award winning SAP ERP system. The SAP ERP system supports major applications including a highly information rich website, finance, HR, GIS and the C3 notification system. In addition to that, SITA systems are available to the city, as well as cellular

networks including Vodacom, MTN, Cell C and Telkom which cover the whole city (see sections 5.2.3.2 and 6.4.2.1).

All cellular networks operated in Cape Town, including Vodacom, MTN, Cell C, Virgin mobile and 8ta offer mobile telephony, USSD and Web services on which run a plethora of social network applications. The most used of these applications are Mxit, BBM, and Facebook, where the city is starting to join the conversation (see sections 5.2.3.2, 5.2.2, 6.2.3, 6.3.2.3 and 6.4.2.1).

These elements of Cape Town Mobile, Web and Social media infrastructure are prominent and allow constructive thinking about deploying eParticipation within the city.

7.7 How do individuals and community organisations of the city of Cape Town use Mobile, Web and Social media?

This question recalls in mind issues of adoption and use of technology. The study investigated cultures and social structures, available Mobile, Web and Social media and their use in the city of Cape Town, in order to envision how the technology was adopted and how it was used by community members.

It was found that individuals in Subcouncils 17 and 16 go online for entertainment, to look for information, and to relate to friends and relatives. They also participate in forums, publish blogs, organise events, report on issues, and attend to professionally related matters (see sections 5.2.2, 5.2.3.2, and 6.2.3).

They download wallpapers, ringtones, games, music or applications onto their mobile device; and they surf the Web to learn more about issues and topics within their area of interest. Exactly how frequently, how widely and how persistently this happens seems to be a matter of perceptions and attitudes to “self”, to others and to the Mobile, Web and Social media available to them; a matter of preferences for the type of content consumed and the type of application to use (see sections 6.2.3 and 6.4.1).

The relation to “self” for individuals in Subcouncil 17 has suffered from Apartheid, and was marked down by gangsters’ influences and all sorts of abuses. However, they are now very slowly recovering with some youth getting into activism, interrogating their racial qualifications of *coloured*, and calling themselves *indigenous* (see sections 5.2.1.3 and 6.4.1.2).

Individuals in both Subcouncils expect the local government to come and join them online (see section 6.4.1.4).

At the end it all boils down to the fact that most individuals are online although those in the previously privileged areas have a greater grip on the potential of Mobile, Web and Social media to address their life issues. They all expect local government to come and join them online.

7.8 How does the local government of the city of Cape Town use Mobile, Web and Social media?

The use of Mobile, Web and Social media in the city of Cape Town is aligned with South Africa's eGovernment strategies and programs. The national framework provided a vision towards achieving a knowledge economy and the Millennium Development Goals, a legal environment and agencies which are implemented down to cities. The city of Cape Town drew from that core to design its future; investing heavily in ICTs and enacting policies and bylaws. Technology advances in the city include the rollout of the *Smartcape* initiative in libraries, the ongoing construction of a city owned optic fibre backbone, the deployment of an ERP system supporting, eProcurement, HR, Finance, GIS, the city Web portal, the C3 notification system and others (see sections 5.2.2 and 5.2.3.2). These efforts are meant to improve government processes, thus service delivery.

The study further found that:

- Community members are not familiar with legislations and the functioning of government (see sections 6.3.1.1, 6.4.2.2, 6.4.2.4 and 6.4.2.7)
- Community members have some discomfort using initiatives including the ill known city Website, the *Smartcape* initiative in libraries, the poorly known C3 notification system and the very new city's social media turn (see sections 6.3.3.1 and 6.4.2.4)
- Community members in Subcouncils 17 and 16 estimated have not been directly addressed to or listened to by government which they would like to see entering their Mobile, Web and Social media discussion spaces (see section 6.4.2.4).
- The Local Government of the city of Cape Town has a very complex structure and its decision making process culminates at the city council, where community needs and opinions are expected to be put forward. The loopback to community though is rather weak. Officials suggest impediments from local government relationships with other spheres of government, the structure and the functioning of local government in terms of meeting community expectations when programs, municipal allowances and infrastructures are governed by other spheres (see sections 6.4.2.2, 6.4.2.4, and 6.4.1.3).
- The Local Government of the city of Cape Town is very proud of its achievements in terms of technology (see section 6.4.1.5)
- The city looks for legitimacy and high standards for its processes and for the city as a whole (see section 6.4.2.5 and 6.4.2.6).

These findings suggest that the city of Cape Town has built up enough potential in its usage of technology in order to be able to make eParticipation happen.

7.9 How does the use of Mobile, Web and Social media help eParticipation in the city of Cape Town?

Findings pertaining to the use of Mobile, Web and Social media helping public participation included:

In terms of individuals' intention to participate using Mobile, Web and Social media (see section 6.5.3.1):

1. The availability over the whole city of cellular networks providing access to Internet, an opportunity for reaching Web applications and social media (see section 7.6).
2. The increasing and impressive social media membership and activities on Mxit, Facebook, and BBM, individuals avail enormous amount of information about their preferences and their needs (see sections 5.2.2, 6.2.3, 6.4.1.1, 6.4.1.5 and 7.7).
3. The new community activism of young people in previously disadvantaged areas showing empowerment and agencies with the organisation of meetings using Mobile, Web and Social media, and an attitude that would like to engage with government on individual and community issues (see section 6.4.1.2 and 7.7).
4. The community member's hope that government can improve and join the debates on mobile and online (see sections 6.4.1.3, 6.4.1.4 and 7.7).

In terms of local government democratic engagement and openness to change (see section 6.5.3.2):

5. Initiatives including *Smartcape*, SAP ERP system, the use of mobile telephony, SMS messaging, GIS system, C3 notification system, the technology validation of councillors and officials, a portal rich in information and a presence on social media (see section 7.6) indicate a certain openness to change and technology innovation.
6. The acknowledgement of being misunderstood by community members (see section 6.4.1.3) suggest an acceptance that the government might be doing something wrong in its communication of its activities and achievements
7. To seek legitimacy and high standards of processes in service delivery (see section 7.3.2.7) imply a vision that includes all individuals in decision making, and a belief in greater accountability effectiveness and coherence in delivering services.

These findings ascertain a strong individuals' intention to use Mobile, Web and Social media for public participation in government (see section 7.7). In addition, they establish that the local government of the city of Cape Town is thriving towards openness, greater accountability, effectiveness and coherence (see section 7.8) although the *participation* dimension of this sort of "open government" (see section 2.7.2) is still rather weak.

7.10 How does the use of Mobile, Web and Social media hinder eParticipation in the city of Cape Town?

Findings relevant to the use of Mobile, Web and Social media hindering public participation included:

In terms of individuals' intention to participate using Mobile, Web and Social media (see section 6.5.3.1):

1. Mistrust in government perceived not listening and difficult to engage with, prevent individuals from engaging with local government (see sections 6.4.1.2, 6.4.1.3, 6.4.1.4 and 7.3.1).

2. Unfamiliarity with laws and regulations, and little knowledge of government structure, organisation and functioning create misunderstanding of government actions and initiatives (see sections 7.4.1, 7.4.6, and 7.5).
3. Discomfort in using and ill knowledge of government initiatives including C3 system and the city Website (see sections 6.4.2.4 and 7.7) prevent individuals from accessing availed channels and content.
4. Cultural mismatches with some influences imputable to apartheid giving a sense of disempowerment to poorer communities and a sense of empowerment to wealthier communities in order to deal with their issues and to approach the authority (see sections 6.2.3, 6.4.1.2 and 6.4.1.3) threaten to maintain a *status quo* that only benefits technology first adopters.

In terms of local government democratic engagement and openness to change (see section 6.5.3.2):

5. Local government mistrust of individuals' account of their needs, preferring community organisations reports and information to theirs seem to advance more organisations interests and to create wider disconnect with individuals needs and opinions (see sections 6.4.1.2)
6. The preference given to face-to-face interactions over other innovative means to seclude most community members from participating because of their activities or the kind of platform they would be keen to be engaged on by government (see sections 6.4.2.7 and 7.8).
7. The weakness of loopback to communities after meetings (see section 7.8) increases the misunderstanding thus the mistrust towards government.
8. In the decision making process, an individuals' voice goes through too many layers before reaching the decision makers (see section 7.8), increasing the risk of excluding the real needs from the decision
9. The consideration of mobile devices to be useful for work whereas Web and social media are just for fun (see section 7.8), prevent officials from reaching out to individuals online where they are.
10. The weakness of officials e-skills and their ignorance on whether enough people are online, are articulated and able to adopt the necessary discipline of participating (see section 7.8) prevent government from extending public engagement on Web and social media.
11. Impediments linked to its legal environment, structure, organisation and processes render transformation difficult and prevent the local government from effectively responding to individuals' needs (see section 7.5).

These findings align with challenges suggested by the literature (see section 2.6): political-strategic barriers (findings 5, 6, 7, and 8), organisational and legal barriers (findings 2, 11), value definition barriers (finding 9), social barriers (findings 1, 3 and 4), and deployment barriers (finding 10). These barriers allow thinking that eParticipation is seriously impeded in Cape Town because of local government enactment of Mobile, Web and Social media for public participation, and because of transformation flaws towards broader inclusion of individuals in decision making.

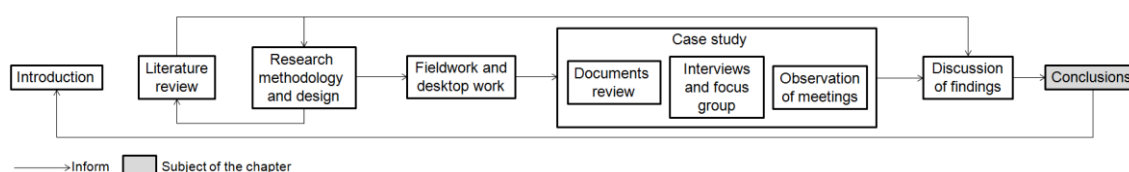
7.11 Conclusion

Chapter VII was designed around the study conceptual model to discuss the main findings at the level of the research sub-questions, the main research question and the research aims and objectives.

The research findings ascertain strong evidence of individuals' intention to use Mobile, Web and Social media for public participation in government, and they establish that the local government of the city of Cape Town is moving towards openness, greater accountability, effectiveness and coherence although it is failing to address its transformational challenges to achieve eParticipation. This is because of the way local government enacted Mobile, Web and Social media for public participation, a way that allows transformation flaws towards broader inclusion of individuals in local government decision making.

The next Chapter (Chapter VIII) concludes this research report, by recalling the whole process; by recalling findings; by addressing the research objectives; and by sowing seeds for further research.

CHAPTER VIII- CONCLUSION



8.1 Introduction

As the “mother city” of South Africa and one of its wealthiest metropolises, Cape Town bears all the particulars of the country inherited from the Apartheid era and all its aspirations of a democracy healed of its tortuous past. Within that setting, consultation for by-law and policy making seems not to be working properly as suggested issues like the “Makhasa open toilet saga” and the passing of the by-law on “liquor selling hours”: both created public outrage even though public participation was undergone. It was as if most views from the public perspective were ignored, or scrapped or just never heard.

The focus of this study was to look into the use of Mobile, Web and Social media in public participation in the city of Cape Town, in order to determine how it helps or hinders the collection, analysis and integration of individuals’ views in the decision making process. The aim was to determine the place of eParticipation in the city.

This chapter concludes the study by providing a summary of the main research findings. It addresses the research problem, aim, objectives and implications of the research. It reflects on the research process, on limitations and proposes topics for further research.

8.2 How does the use of Mobile, Web and Social media help or hinder public participation in the area of consultation for law and policy making in the city of Cape Town?

8.2.1 Helping use of Mobile, Web and Social media (see section 7.9)

The study found that the use of Mobile, Web and Social media helped public participation in the area of consultation for law and policy making in the city of Cape Town:

- By developing a strong individuals’ intention to use Mobile, Web and Social media for public participation in government (see section 7.7). This finding can be interpreted as a demand for government to provide the public with opportunities for eParticipation.
- By providing the local government of the city of Cape Town with electronic means and facilities for openness, greater accountability, effectiveness and coherence (see section 7.8). These are key elements of good governance that support the delivery of satisfying services to the public (European Commission, 2001:10).

8.2.2 Hindering use of Mobile, Web and Social media (see section 7.10)

The study also found that the use of Mobile, Web and Social media in the city of Cape Town encompassed challenges including: political-strategic barriers (findings 5, 6, 7, and 8), organisational and legal barriers (findings 2, 11), value definition barriers (finding 9), social barriers (findings 1, 3 and 4), and deployment barriers (finding 10) (see section 7.10). These barriers allow thinking that eParticipation is seriously impeded in Cape Town because of local government enactment issues of Mobile, Web and Social media for public participation, and because of transformation flaws towards broader inclusion of individuals in decision making.

8.3 About the research problem

The research problem tackled by the study was the failure to realise the potential of Mobile, Web and Social media to improve the processes of public participation: because of an apparent lack of understanding.

In the search of this understanding, this research explored the use of Mobile, Web and Social media for public participation in local government in Cape Town and found elements that were helping and elements that were hindering eParticipation. The new understanding that has been achieved does not solve the problem; but it does contribute to its resolution by identifying issues to be addressed by those who are involved (and also those who are not) in the process.

Ideally, eParticipation is about reinventing the governance of the society around new electronic capabilities; it is about achieving direct and participative democracy. eParticipation is in harmony with ideas of open government (see section 2.7.2) and new public administration which bring individuals back to the centre of things: a model of governance that redistributes the power back to individuals in community (Denhardt & Denhardt, 2000:555; Palen et al. 2007:58; OECD, 2009:23-24).

8.4 A framework to determine the place of eParticipation in the city of Cape Town

As highlighted in the conceptualisation of this study, the *use behaviour* of eParticipation was directly determined by matching up individuals' *intention to participate using Mobile, Web and Social media* with local government *democratic engagement and openness to change*. These determinants were translated respectively from individuals' *perceptions and attitudes* and local government provision of *social facilitation* for the use of Mobile, Web and Social media in public participation (See sections 2.5 and 2.8.1).

The study findings ascertain a strong individuals' intention to use Mobile, Web and Social media for public participation in government. In addition, they establish that the local government of the city of Cape Town is moving towards openness, greater accountability, effectiveness and coherence (see section 7.9).

The study also found many barriers that impede eParticipation in Cape Town because of flaws in local government enactment of Mobile, Web and Social media for public participation, and flaws in transformation towards a broader inclusion of individuals in decision making (see section 7.10).

These findings demand that the environment be examined in two ways, at two levels:

- it is necessary to understand the extent of **eParticipation readiness** that provides for the use of eParticipation
- and the frequency and influence of any actual use of eParticipation upon policy development and decision-making, the **intensity of eParticipation**.

In these two senses, it is possible to identify the “place” of eParticipation in the city of Cape Town.

8.4.1 eParticipation readiness in the city of Cape Town

The city of Cape Town eParticipation readiness, as found in this study, suggested a solid individuals' intention to participate using Mobile, Web and Social media; in addition to substantial evidence of openness to change (see section 7.9), despite a meagre democratic engagement (see section 7.10) (see also sections 7.3, 7.4, 7.5, 7.6, 7.7 and 7.8).

8.4.2 Intensity of eParticipation in the city of Cape Town

The frequency of participation in public participation (suggested in section 5.2.3.1-E) in terms of face-to-face and electronic interactions on one hand, and the limited influence of these interactions on the other hand (in comparison to the influence of consultants, experts and organisation opinions over the city council and administration - see sections 7.3.2, 7.5 and 7.10) indicate a very low intensity of eParticipation in the city of Cape Town.

8.4.3 The place of eParticipation in the city of Cape Town

These important ideas of readiness and intensity of eParticipation emerge as very useful in summarising the kind of eParticipation that has been found. The one is quite high (readiness) and the other is low (intensity). This suggests a framework that will allow a general classification of eParticipation, accommodating the situation that has been found in Cape Town, and hinting at other combinations of readiness and intensity, the following framework can be proposed:

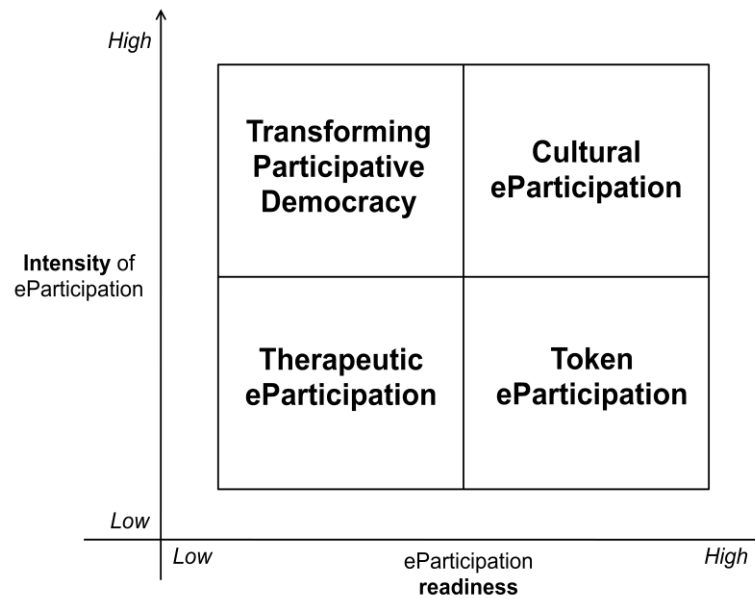


Figure 7.2: eParticipation classification framework

Each quadrant of the framework indicates a distinctly different situation in regards to eParticipation:

- *Therapeutic eParticipation* (see section 2.8.4.1): the readiness of eParticipation is very low and the intensity of eParticipation is also low
- *Token eParticipation* (see section 2.8.4.2): eParticipation readiness is high with an important intention to participate using Mobile, Web and Social media from individuals; matching up to a government provision of social facilitation of at least the same level; however with a low intensity of eParticipation due to unresolved transformation issues of democratic engagement and openness to change.
- *Transforming Participative Democracy* (see section 2.8.4.3): eParticipation readiness is not important in terms of technology investment of individuals and government (i.e. low), legislation about technology and cultural relevance; but the frequency and influence of online participation are very important (i.e. high).
- *Cultural eParticipation* (see section 2.8.4.4): eParticipation readiness is very important (i.e. high) and the intensity of eParticipation (also high) allows talking about citizen-government partnership.

In the city of Cape Town, eParticipation readiness elements are very important and even suggest an important openness to change; however, the intensity of eParticipation is mitigated by a shallow democratic engagement displayed by the local government of the city of Cape Town, which culture, legal environment, organisation and structure, and use of Mobile, Web and Social media portrait resistance to the inclusion of all in law and policy decision making: **eParticipation in Cape Town is a “Token eParticipation”**.

Determining the place of eParticipation in a city has implications for theory, practice and the shaping of the social reality. Most interestingly, this framework has potential to track, analyse and explain the stages of eParticipation through the lifecycle of development, adoption and maturity.

8.5 Research implications

8.5.1 Implications for theory

The implication of this study for theory in the eParticipation research field is within a trajectory towards holistic accounts that defines social reality from a local setting perspective, with the provision of a case that evaluates eParticipation on the African continent.

Furthermore, the study developed analytical frameworks for assessing and determining the place of eParticipation in the city of Cape Town which can be reused in other settings, other cities, for the same purposes.

8.5.2 Implications for policy and practice

For policy and practice the study argues for the capacities of ICTs in general and of Mobile, Web and Social media especially, to transform the way governments work with their communities in order to accommodate an open and inclusive public service that serves but does not steer.

Furthermore, the study confirms that there is a demand for eParticipation in Cape Town which is not yet met.

Practitioners will also benefit by distinguishing the favouring and hampering elements of eParticipation; by better understanding the potential of using Mobile, Web and Social media for public participation; and foremost by getting a picture of the place of eParticipation in the city of Cape Town.

8.5.3 eParticipation and participatory governance

Public participation is a democratic process run by the institutions of a state: most of the time mainly by the government. eParticipation is an enhancement of public participation process intended to bring about good governance. eParticipation is also a new and important research field within eDemocracy.

The study suggested that the use of Mobile, Web and Social media has the potential to act as a “*digital provide*” which will even the capacity to participate between previously underprivileged and privileged areas of the city of Cape Town. The study also found that eParticipation is prevented by social and political issues mostly within the administration of the city.

8.6 About the research process

With a background in Communication networks and IT management, going about doing research was challenging, given the amount of work expected and the time frame allocated.

The study was designed to be qualitative with data collection methods including literature and documents review, in-depth interviews, a focus group, and some observation of meetings; analysis methods being qualitative content analysis; and everything had to be reported in such a way that it complies with requirements of a masters' degree.

The most exciting part of the process was the field work doing conversations and observations. And the most annoying part was the transcription of interviews and the analysis of data; and it became frustrating when it came to make peace with the fact that only few things of what was found could go in the thesis. It is hoped that future publications from this work will allow a further accounting of the findings.

In terms of learning, in addition of becoming a trained researcher, the amount of knowledge acquired during the process developed strong competencies in guiding the design, implementation and assessment of eParticipation.

8.7 Research limitations

The research accounted here focused on the use of Mobile, Web and Social media in public participation in government, and did not consider other ICT innovations that might be utilised in eParticipation.

The study has chosen to focus on the individual and on the local government. A full stakeholders analysis might further explain the potential and impact of eParticipation.

The study focused on the city of Cape Town which stands as one of the wealthiest metropolis of South Africa; and in most dimensions (human, economic, political, etc.) is hardly comparable to any other city in the province, the country and even the continent Africa.

The study did not go into so called "*Townships*", mainly inhabited by people racially qualified as "*Black Bantu*", who suffered more from Apartheid than the "*Coloured*" people engaged with here.

The study was grounded in Bhaskar's Critical Realism for its epistemology and for its ontology that acknowledges a real world beyond human senses, but only accessible through them. That made of this study research design a value laden approach that calls for using mixed research methods to get the best fit of knowledge to the social reality. However, the study used qualitative methods denying *de facto* conclusions that might have emerged if quantitative data were also introduced.

8.8 Further research

Keeping in mind the limitations the study faced, research in the future might complete, broaden and deepen the endeavour here accounted:

- Research should look at all relevant ICT innovations able to foster the adoption and use of eParticipation and the transformation of local politics to fit the need for better democracy;
- Research should further investigate cultural and legal threshold amenable to a sustainable adoption and use of ICTs for public participation;

- Research should look at many more stakeholders to the process of public participation including businesses, the so called international community, international institutions and other countries;
- Research should extend this study by going to all representative places, communities and institutions in the city of Cape Town, including '*Townships*', communities of foreign nationals and ombudsman institutions;
- Research should also extend the study by triangulating the qualitative results with further quantitative inquiries;
- Moreover, research should further examine the "online deliberation knowledge gap" and develop theories and models that will help transform local governments and governance systems in developing countries for sustainable development.

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APPENDICES

A1- A list of main websites, blogs and news publications consulted

The Capetowner

The Atlantic Sun

The Peoplepost

The Athlone News

The Cape Argus

The Cape Times

<https://posterous.com/>

<http://lsra.co.za/>

<http://www.capetown.gov.za;>

<http://www.facebook.com/pages/City-of-Cape-Town/113648061978937;>

<https://twitter.com/#!/cityofct;>

<http://www.youtube.com/user/cctecomm>

<http://mg.co.za/> (Mail and guardian online)

www.politicsWeb.co.za/

www.scenicsouth.co.za/

www.cell-life.org

<http://www.igeek.co.za/>

www.mtn.com

www.vodacom.co.za

www.telkom.com

www.virginmobile.co.za

www.8ta.com

www.google.com

http://ixion.cput.ac.za/library_2/

A2- List of Interviewees and participants:

The principal objective is to speak to representatives of all the stakeholders of the public participation process: Individuals, community organisations, Local government, and Business.

Interviewees and participants	Quality	Objectives	Status
001	City IT manager	To know the existing technology capabilities supporting public participation, the it strategy implemented,	Realised
002	Ex-city IT manager	To know MAYCO perception of technology and some idea why they accepted and adopted the use of tech	Realised
003	Sub council manager17	To know how they use technology to listen to people, their perception of it, how they think tech should be used	Realised
004	Sub council manager16	To know how they use technology to listen to people, their perception of it, how they think tech should be used	exp
005	City councillor 17	To know how they use technology to listen to people, their perception of it, how they think tech should be used	Realised
006	City councillor 16	To know how they use technology to listen to people, their perception of it, how they think tech should be used	Realised
007	Ward councillor 17	To know how they use technology to listen to people, their perception of it, how they think tech should be used	Realised
008	Ward councillor 16-77	To know how they use technology to listen to people, their perception of it, how they think tech should be used	Realised
009	City Council Speaker	To know if he does own the process and cares about it well being	Realised
010	NGO or CBO 171Rlab	How they use tech	Realised
011	NGO172		
012	NGO161bus	To know their involvement in the process of pp for a bylaw and using their IT, mobile tools	Realised
013	NGO or CBO162	To know their involvement, and use of technology to gather members opinions and need and submission through government channels	exp

014	Member of community 163	To learn it perception of community, use of mobile tech for pp	Realised
015	Corporate service	The IT strategy of the city	Realised
016	business	Services, products and innovations offered, and suggested to government.	Realised

A4- List of categories

Categories in grey boxes were concatenated into the others as explain in section 4.3 of the thesis.

Stakeholders/ Categories	Individuals in community		Local Government	
	Categories	Perceptions and Attitudes	Cultures and social structures	Social facilitation
	Individual use of mobile, Web and soc-med	Participation	Legislations and policies	Mobile, Web and soc-med Access
	Perception of Mobile, Web and soc-med	Community needs and issues	Government resources	Mobile, Web and soc-med Content
	Perception of Individuals	Community resources	Government organisation structure	Mobile, Web and soc-med infrastructure
	Perception of Government	Community use of mobile, Web and soc-med	Government decision making process	<i>Deployment scale</i>
	Perception of community	Community organisation structure	Government use of mobile, Web and soc-med	<i>Digital content</i>
	Attitude to government	<i>Community connection</i>	Government communication	<i>Use of social media</i>
	Attitude to Mobile, Web and soc-med	<i>Community decision making process</i>	Government needs	
	<i>Attitude to community</i>	<i>Community deliberation</i>	Government service delivery	
	<i>Attitude to Individual</i>	<i>Community online deliberation</i>		
	<i>Attitude to business</i>	<i>Community Mobile, Web and</i>	<i>Business connection</i>	

	<i>soc-med initiative</i>		
<i>Eskills</i>	<i>Community initiative</i>	<i>Business initiative</i>	
<i>Individual Mobile, Web and soc-med initiative</i>	<i>Individual Need</i>	<i>Business need</i>	
<i>Innovative use of Mobile, Web and soc-med</i>	<i>Individual resources</i>	<i>Business resources</i>	
<i>Literacy</i>	<i>Municipal demographics</i>	<i>Businesses use of ICT</i>	
<i>Perception of business</i>	<i>Political</i>	<i>Government Mobile, Web and soc-med initiative</i>	
<i>Perception of social media</i>	<i>Political connection</i>	<i>Public participation process</i>	
<i>Perception of the www</i>	<i>Political environment</i>	<i>Role in Government</i>	
	<i>Political knowledge</i>	<i>Stakeholder awareness</i>	
	<i>Political participation</i>	<i>Legislation</i>	
	<i>Apartheid influence</i>	<i>Policy</i>	
	<i>Poverty influence</i>		
	<i>Role in Community</i>		
	<i>Social Structure</i>		
	<i>Supportive acquaintances</i>		
	<i>Community need</i>		
	<i>Cultural element</i>		

A5- Individuals data per category

Observations of community members' data (see table 4.2 and Figure 4.4):

1. Perception of Mobile, Web and Social media, perception of individuals, perception of government, government service delivery, community use of Mobile, Web and Social media, and community resources are the most important topics to community members.
2. The perception of government was a great concern to community members from both subcouncils
3. Individuals in subcouncil 17 expressed themselves more on attitude to government. In comparison to individuals in subcouncil 16
4. Individuals in subcouncil 16 are more dissert about deliberating in comparison to individuals from subcouncil 17
5. Community members seem to have a weak understanding of legislation, government policies and government functioning.
6. Public participation mobile content is scarce to non-existing
7. Communities seem not to see themselves in representative organisations (NGO, CBO, etc.)

Community members' data is consistent with the literature on the importance of perceptions and attitudes for eParticipation.

Table 4.2: Individuals data per category (Source: Author)				
fIdCategoryName	Total Of Count Of inferences	Bridgetown focus group (Sub17)	LSRA (sub16)	R99 (Sub16)
Community deliberation	5		2	3
Community needs and issues	8	2	5	1
Community organisation structure	9	1	6	2
Community resources	14	2	10	2
Community use of mobile, Web and soc-med	10	6	4	
Government organisation structure	4	1	3	
Government service delivery	12	4	7	1
Political	4	4		
Political connection	4	3	1	
Stakeholder awareness	9	3	5	1
Government use of mobile, Web and soc-med	7	3	4	
Individual use of mobile, Web and soc-med	4	2	2	
Attitude to government	8	8		

Perception of business	4	1	2	1
Perception of community	7	4	2	1
Perception of Government	26	13	10	3
Perception of Individuals	18	5	9	4
Perception of Mobile, Web and soc-med	18	14	3	1
Mobile, Web and soc-med infrastructure	5	3	2	

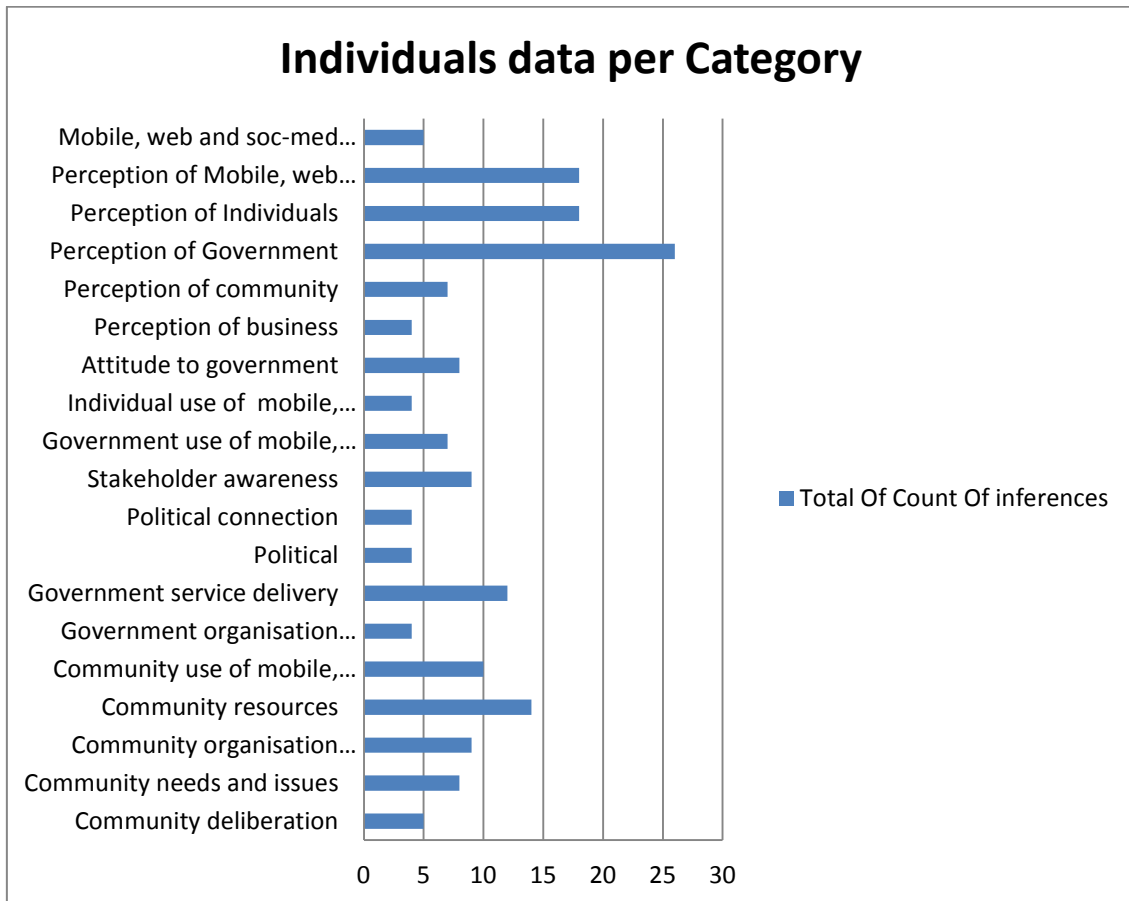


Figure 4.4: Individuals data per category (Source: Author)

A6- Local government data per Category

Observations of local government officials' data (see table 4.3 and Figure 4.5) suggested that:

1. Local government administrative staff do not discuss culture and personal life; but politicians are not afraid to do it (e.g. no inference from them related to the category culture)
2. Government communication, Mobile, Web and Social media initiatives, government needs are marked with 20 or more inferences, showing a concern and the depth of knowledge about it

3. Subcouncil16 local government officials are very dissert on their e-skills, compare to subcouncil 17 officials less comfortable to do it;
4. Greatest concerns identified are over 30 inferences

Local government officials' perceptions in addition to government organisation, structure and functioning; and the city use of Mobile, Web and Social media are high in interviewees concerns.

Table 4.3: Local government data per category										
fldCategoryName	Total Of Count Of inferences	RTA (16)	RL (17)	RW (16)	Council	RC (17)	SITA	RNS	RPPU	RS
Business connection	9	2	1	1			2	1	1	1
Eskills	7	2		3						2
Government communication	20	2	2		4	4		1	7	
Stakeholder awareness	6	2		2		1			1	
Policy	6	1		3		1			1	
Legislation	13	5		2	3		1		2	
Political environment	9			3	1		1	4		
Public participation process	16	6		3	1				4	2
Role in Government	8	1		1	2	1	1		1	1
Government Mobile, Web and soc-med initiative	28		1	10		4	8	1	1	3
Government need	20	2		6		3	3	1	1	4
Government organisation structure	44	1	4	8	2	8	13		4	4
Government resources	22	1	1	10		1	8			1
Government service delivery	15		1	8	2			1	1	2
Government use of mobile, Web and soc-med	44	4	4	9	2	9	1	8	4	3
Attitude to Individual	7	3		1	1				2	
Attitude to	10	3	1	3		1	1	1		

Mobile, Web and soc-med										
Perception of community	23	1	5	5	3	4			1	4
Perception of Government	35	4	2	12	1	4	3	4	2	3
Perception of Individuals	42	4	3	14	6	1		5	9	
Perception of Mobile, Web and soc-med	30	2	7	10	2	3	2	3	1	
Community connection	7	1	1	1	2		2			
Community need	12	2	1	6	3					
Cultural element	6	2	1	1	2					
Mobile, Web and soc-med Access	9			4		1	2			2
Mobile, Web and soc-med infrastructure	10		2	3	1		3		1	

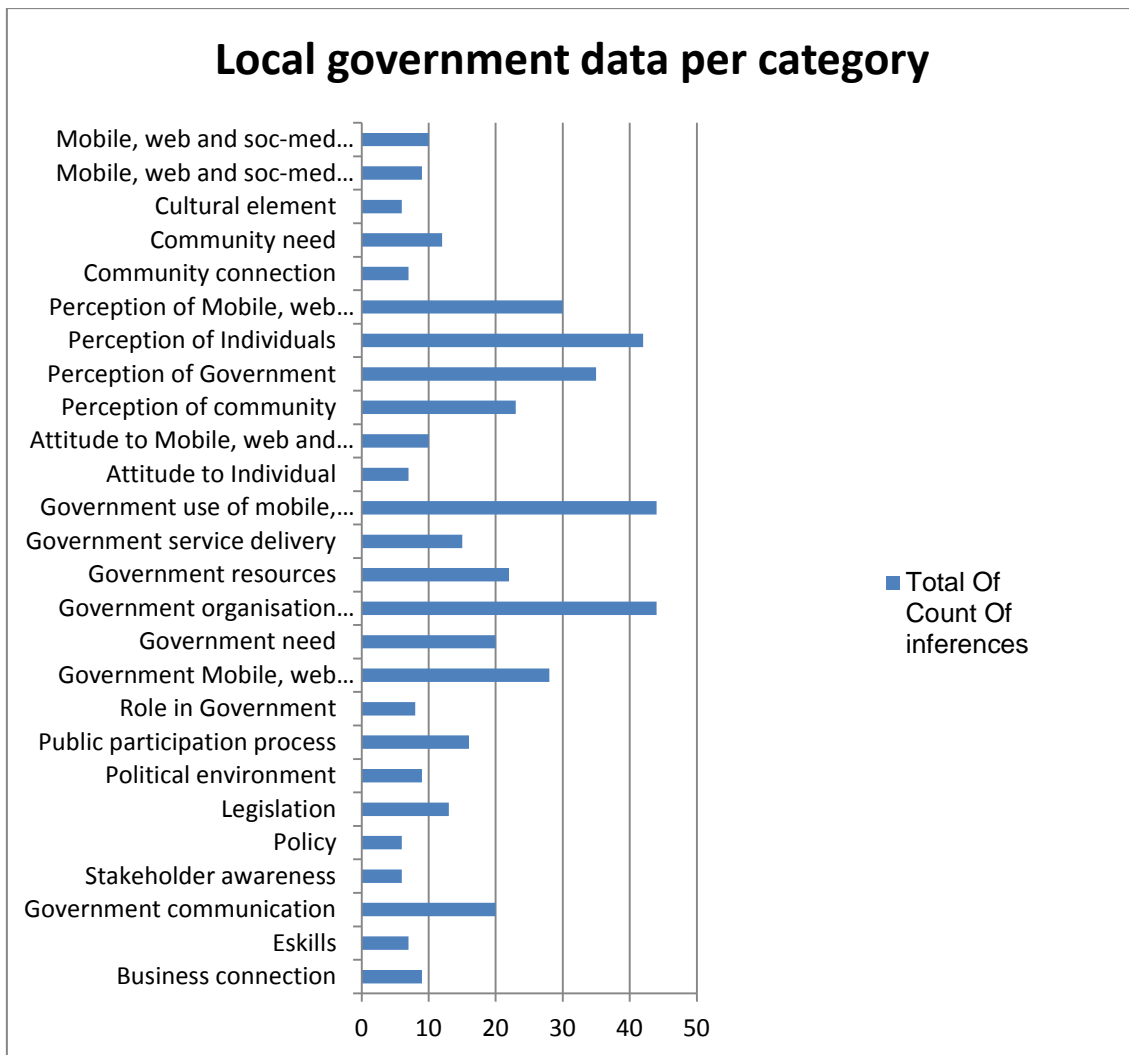


Figure 4.5: Local government officials' data per category (Source: Author)

A7- C3 Notification system (Media release No 848/2010 of 18/11/2010):

Introduced in 2007, it was acknowledge at the Africa SAP User Group (AFSUG) conf. The city runs SAP services since 2003. **C3 notification system** was built on top the SAP system and integrated with the city GIS system which allow to visualise on a map the location mostly impacted by a particular grievance and figure out how to mobilise resource for a sustainable response to issue.

C3 serves to automate the process of logging, recording, tracking, and reporting complaints and request from citizens and rate payers.

It is a complaint submission which process is initiated from a notification created in the system after a call to the call centre (+27 (0) 8 60 10 30 89) or from a councillor alerted by a community member or organisation, or after witnessing or observing an issue.

Councillors can keep records and follow up on behalf of their constituency.

The complaint notification is sent to the relevant Cape Town city line department to be taken care of. Each complaint is given a reference number which ease the follow up. The notification is closed as soon as the complaint is dealt with. The city can now measure how long it took to solve it and use it as an indicator of service delivery performance.

C3 uses 3 broad categories of notification: internal, external and maintenance.

It is reported that an average of 60 000 external notification are created every month all over the city.

A8 – Excerpt of City of Cape Town report 2011:

“The City continues to invest in its information and communication technology (ICT) systems and has established what is arguably the leading local government information technology (IT) system in South Africa. In excess of 12 000 personal computers have been deployed to enable process automation, thereby ensuring a consistent service level and access to information from any municipal facility anywhere in the metropolitan area.

The City has remained at the forefront of technological advancement. Through its desktop renewal project, desktop computers older than six years were replaced and Windows 7 was adopted as the standard operating system, to which more than 90% of the City’s computers have now been upgraded. This standardisation has reduced the complexity of the IT environment and allowed for better remote support. The Microsoft Exchange e-mail system and the Enterprise Vault mail archiving systems were both upgraded to ensure a reliable e-mail solution.

The City continued to consolidate data within its data centres to ensure the best possible data safeguarding and management. Although this strategy will improve information security, it relies on greater bandwidth. To this end, the first phase of the City’s broadband optic fibre network was constructed during the past financial year. This network of 270 km of underground cable will provide increased network capacity to City facilities and offices, as well as between the City data centres. With an increase in bandwidth the City will be able to improve service levels to citizens by making more services available from remote sites, and introducing services that were previously not possible. Examples of such systems include spatial information systems and video surveillance capabilities. The roll-out of the broadband infrastructure will however take a number of years before being fully accessible across the entire city. For this reason, a wireless network has been established as a tactical solution to precede the full roll-out of the optic fibre network. Through this approach, the network capability to remote City buildings has improved and this will have a positive impact on the City’s business systems through which citizens are served.

To date, business systems have focused on improving the City’s back-office operations to ensure efficient and effective administration. With the introduction of a customer relations management function, online e-services are now also being made available. These services include an e-recruitment system, which enables job applications via the Internet and online transactional services through which citizens can perform a number of revenue-related and utility-related services.

The City’s dependence on its ICT systems to ensure service continuity has meant that the inherent risk associated with technology has to be effectively managed. An assessment of this environment by the Auditor-General’s office concluded that the City’s ICT systems are reliable. Service management standards have been adopted, and IT risk and governance issues are being managed at the highest corporate level through the ICT EMT Governance Committee, which has adopted the King III Guide to Corporate Governance and its Code of Governance Principles.”(City of Cape Town, 2011:100)