

Creating Public Value through Innovation (E-government) and Improvement: Case study of the South African Social Security Agency (SASSA) Alice Office, Eastern Cape.

by

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DECLARATION

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ABSTRACT

Delivery mechanisms or payment systems are a critical element of social-transfer programmes because they absorb a high proportion of administrative burdens and operations. The goal of a payment system is to successfully distribute the correct amount of benefits, to the right people, at the right time. The study adopted Moore & Khagram's strategic triangle for use of the public value concept in relation to e-government. Introducing e-government not only as a tool to display services online but also as a mechanism enabling the government to create public value to its citizens.

The South African Social Security Agency, Alice local office contributed to this research, their participation helped to analyse and understand more of the newly introduced South African Social Security Agency Biometric Payment System. Interviews and questionnaires were used to gather information from the public and the staff at Alice office.

The research findings imply that e-government solutions create public value, and innovations such as the South African Social Security Agency Biometric payment system offer many advantages and gains to both the public as taxpayers, overseers, beneficiaries and to South African Social Security Agency as an Institution. The research concluded that using e-government, which eliminates the physical presence of officers, the queues, and paperwork, which thus create public value, could increase the efficiency and effectiveness of services. The research would however; recommend for more improvements into the new payment system such as the security measures that can curb unauthorized deductions.

Key words: e-governance/e-government, service delivery, public value creation, ICT.

OPSOMMING

Leweringsmeganismes of betalende stelsels is 'n kritieke element van sosiale-oordrag programme omdat hulle 'n groot deel absorbeer van die administratiewe laste en bedryfskoste. Volgens die bogenoemde skrywer, is die doel van 'n betalende stelsel om suksesvol te versprei en die korrekte bedrag van die voordele aan die regte mense op die regte tyd.

Die studie is aangeneem deur Moore & Khagram se (2004) strategiese driehoek vir die gebruik in die openbare waarde konsep in verhouding tot 'n e-regering. E-regering verwys nie net na die aanlyn vertoning dienste, maar ook om meganismes te skep sodat die regering om openbare waarde aan sy burgers kan gee.

Suid-Afrikaanse Sosiale Sekuriteit Agenskap, Alice plaaslike kantoor het bygedra tot hierdie navorsing, hul deelname het gehelp om dit te ontleed en te verstaan om meer van die nuut ingevoerde Suid-Afrikaanse Sosiale Sekuriteit Agenskap biometriese betaalstelsel. Onderhoude en vraelyste is gebruik om inligting van die publiek en die personeel by Alice kantoor in te samel.

Die navorsing impliseer dat IKT / e-regering oplossings, openbare waarde en innovasies te skep soos die Suid-Afrikaanse Sosiale Sekuriteit Agenskap. Biometriese betaling stelsel bied baie voordele en winste vir beide die openbare publiek as belastingbetalers, opsigters, begunstigdes en Suid-Afrikaanse Sosiale Sekuriteit Agenskap as 'n instelling. Die navorsing bevind dat die doeltreffendheid en effektiwiteit van dienste verhoog kan word deur die gebruik van e-regering, wat die fisiese teenwoordigheid van beamptes, die rye en papierwerk, wat dus openbare waarde te skep elimineer. Die navorsing sal egter aanbeveel word vir meer verbeterings in die nuwe betaling stelsel.

Sleutel woorde: e-staatsbestuur / e-regering, dienslewering, Openbare waarde te skep.

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LIST OF ACRONYMS AND ABBREVIATIONS

ICTS	Information and Communication Technologies
SITA	State Information and Technology Agency
HANIS	Home Affairs National Information Systems
SASSA	South African Social Security Agency
PAJA	Promotion of Administrative Justice Act
NPM	New Public Management
DSTV	Digital Satellite Television
WWW	World Wide Web
ATM	Automatic Tailor Machine
SMS	Short Messages
SARS	South African Revenue Authority
CPSI	Centre for Public Service Innovation
IS	Information Systems
G2G	Government to Government
G2B	Government to Business
G2C	Government to Citizens
UNPAN	United Nations Online Network in Public Administration and finance
PC	Personal Computer
SIU	Special Investigation Unit
DSD	Department of Social Development
ILO	International Labour Organisation
RSA	Republic of South Africa
ID	Identity
SMART	Simple Moral Accountable and Transparent

WPTPS	White Paper on Transformation of the Public Service
PFMA	Public Finance Management Act
SAPS	South African Police Service
GITOC	Government IT Officer's Council
PRC	Presidential Commission
SAPO	South African Post Office
PAIA	Promotion of Access to Information Act
USAASA	Universal Service and Access Agency of South Africa
ANC	African National Congress
SOAP	State Old Age Pension
DG	Disability Grant
CSG	Child Support Grant
CDG	Care Dependency Grant
IJS	Integrated Justice System
OECD	Organisation for Economic Co-operation and Development

CHAPTER: 1

OVERVIEW AND DEMARCATION OF THE STUDY

1. INTRODUCTION

Delivery mechanisms or payment systems are a critical element of social-transfer programmes because they absorb a high proportion of administrative burdens and operating costs (Devereux, 2010). According to the afore-mentioned author, the goal of a payment system is to successfully distribute the correct amount of benefits, to the right people, at the right time. The payment system should be able to minimize costs to both the institution and the beneficiaries. However, in the process of achieving this, it raises a number of challenges such as delivering cash to remote, rural locations, which can be expensive and insecure. There may also be further leakages and risks through cash-in-transit robbery and fraud. Despite these challenges, government should strive to have an ideal payment system which is affordable, cost-effective, accountable and transparent. Such a system should be reliable and accessible at low costs in terms of money and time to beneficiaries. An alternative delivery system using technology is thus being piloted, as a way of delivering more effective delivery mechanisms that creates value to the public.

This study aimed to discuss and substantiate the role and opportunities created by ICT systems (e-government) in creating public value and improving service delivery to the public sector. The study draws attention to the recent efforts by the South African Social Security Agency (SASSA), in introducing a new biometric identification process and smart card payment system. This system is designed to address the identity related challenges, long-winding queues at pay points, and eliminating social grant fraud and corruption within the system.

To develop this argument, this chapter gives the background to the study, the problem statement, the significance of the study, and the main terms such as electronic government, ICTs, Public Value and Social security are briefly explained.

Thereafter, the research design and data collection methods which were used to address the research problem, are discussed and finally an outline of the chapters is presented.

1.1 BACKGROUND OF THE STUDY

Social security represents a significant proportion of government expenditure and as such, requires good administration, careful management and strict control systems. Unfortunately, inefficiency, fraud and corruption dominate the public service provision. The poor are getting the worst services while at the same time, carrying an extra burden of expenditure in the form of bribes to obtain what the law actually entitles them to receive (Sharma, 2007).

South Africa is no exception, as corruption and fraud still rank high among the concerns of the Social Security System. It is estimated that the SASSA has been losing an average of R1.5 billion to fraud per annum (Ranga, 2007:4). The scale of the problem is massive as more than 33% of South Africans receive a total of 15 million social grants per year, costing the taxpayers one-quarter of all social security pay outs (Armer, 2012).

Efforts by the state to deal with the problem commenced as early as 1980s, where numerous interventions were made to clean up corruption and fraud. Examples include: the Chikane Commission of 1996, Public Service Commission Investigation into Social Security Services of 1998, the Taylor Commission of 2000, and many others such as the Special Investigating Unit (SIU) which has been working with the Department of Social Development (DSD) for several years to investigate a number of issues, especially irregularities pertaining to social grants. These interventions also deal with unlawful and illegal payment and/or receipts of social grants or benefits in respect of deceased and/or fictitious persons and/or persons who do not qualify for the receipt of such grants.

1.2 STATEMENT OF THE PROBLEM

In 2004, the South African Social Security Agency Act established the South African Social Security Agency (SASSA) and transferred to the agency, all social assistance administration and payment service functions. The objectives of the SASSA which came into operation in 2006 were to ensure: efficient and effective management, administration, and payment of social assistance by improving coordination and raising administrative standards; paying the right grant to the right person (SASSA Act: 2006).

Although government put in place numerous legislations and even anti-corruption strategies, some problems such as corruption and fraud have proved hard to eradicate. This is the reason why Benington & Moore, (2011) is of the opinion that such challenges cannot be simple solved by rules, polices and regulations, but innovation and improvement of services is essential.

According to Chakane (2012), social security administration remains in “crisis”, and is characterised by leakages and risks through cash-in-transit robberies, corruption and fraud. The problems experienced in the social security system can be said to lie largely in the system itself. Fraud and corruption are largely the result of weaknesses in the existing management and administrative systems (Jehoma, et al, 2010). They further highlight that the major challenge is **authentication** and **eligibility** of beneficiaries in the system.

The system has no capacity to tell if the person is who he/she is claiming to be. Errors may also occur in identifying and verifying eligibility of the recipients of these grants. The system has no capacity to determine if a person really meets eligibility criteria. As a result, the money that is intended for poverty relief and social assistance is stolen and wasted through fraudulent and corrupt deeds of officials in charge of running the various schemes (Ranga, 2007:6)

Hence, a key driver of the new system is to put stringent measures in place for SASSA to ensure that only qualifying and living grant recipients are authorized to receive one of the seven grants that SASSA offers. The project established to do this involves re-registering the beneficiaries and verifying their existence through a new biometric system. The new biometric grant payment system is meant to minimise fraudulent grant applications, collection and payments. However, the question remains, could such an intervention work in practice? Hence, the main objective of this study is to determine how the system is working, whether or not it is functioning as desired, and if not, why?

1.3 OBJECTIVES OF THE STUDY

The overall objective of the study was to assess the process and short-term gains and value created by the new biometric-based payment card system introduced by SASSA.

In addition, the research also sought to investigate how the system can become an effective tool in creating public value to the eligible beneficiaries, taxpayers' and to SASSA, as an organisation.

This entailed an investigation into the role, management and sustainability of the new electronic payment system (e-government) and how such an intervention can help to curb fraud and ease the administrative process. In this study, e-government payment system can be regarded as the independent variable while service delivery is the dependent variable. Social grant fraud serves as the main unit of analysis.

Other key research objectives are to:

- assess the administrative feasibility of SASSA in its **re-registration process**;
- find out the perceived advantages and disadvantages of this technologically facilitated means of service delivery(**e-governance**);
- identify and learn more on the **new biometric-based payment card system** and the technology behind it; and
- Analyse the **Public Value created** with the introduction of the electronic payment system in SASSA.

1.4 SIGNIFICANCE OF THE STUDY

Social grants are an important component of poverty alleviation. What makes public services such as this is they are distinctive, according to Moore (1995), they are distinctive because they involve claims of rights by citizens to services that are publicly provided because they are authorised and funded by a democratic process. Hence, that is the reason why the image of a government is important to its citizens as customers, and this image depends upon the ethical conduct of political leaders, public officials and acceptable standards of service delivery. It is therefore, important that politicians and public officials at all spheres of government act in an ethical manner that displays integrity, honesty, transparency and accountability (Vyas-Doorgapersad, 2011:412).

Despite articulated service delivery principles and well-developed legislative frameworks, numerous anti-corruption strategies, and specific mechanisms that collectively contribute to enhancing good governance, it is estimated that the SASSA agency has been losing an average of R1.5 billion to fraud per annum (Ranga,

2007:4). The fact that money that is intended for poverty relief and social assistance is being stolen and wasted through fraudulent and corrupt deeds of officials therefore, something has to be done to stop corruption.

This implies that lack of action by government and SASSA would have been seen as a sign of a further corrupt relationship between officials and principals, or lack of concern by institutions and the government.

Even though there are a number of studies that have been conducted on e-government and service delivery, this area has attracted lots of ideas and augmented academic theories and practitioners' attention since not enough is known concerning how customers perceive and evaluate e-governance services in terms of the value it brings. A huge knowledge gap still exists, hence the need to carry out this study. Studies such as this can play an important role in making government realise that dealing with corruption is not only the primary function of numerous anti-corruption agencies and legal framework, but can be dealt with through new innovative approaches of delivering service to the public, such as e-government.

The study aims to expand the knowledge-base on the role of e-government and ICTs by outlining a clear objective of e-governance in creating public value. There is need to apply e-government solutions in poverty alleviation programmes in order to enhance service delivery. This is done with a view that institutions such as SASSA must take advantage of the opportunity offered by ICTs and take a leading role in enhancing the use of e-government and become drivers for improved quality and service delivery. This study comes as an important and critically significant research area, especially considering the current public service terrain where good intentions remain on paper (policy), with limited success during implementation.

1.5 DEFINITION OF KEY CONCEPTS

Understanding any phenomenon requires a separation of that phenomenon into parts and examining each part in detail. A number of key concepts in this study need to be described and linked to the concept of the study.

1.5.1 Electronic-government/ e-government- E-governance

Often used interchangeably with “digital government”, “networked government”, or government online, e-government has been subject to various interpretations and definitions. According to Holmes (2001:2), “Electronic government, or e-government, is the use of information technology, in particular, the Internet, to deliver public services in a much more convenient, customer-oriented, cost-effective, and altogether different and better way.”

Electronic governance can be defined as giving citizens the choice of when and where they access government information and using more ICTs and other technology to access government functions (Budhiraja, 1999). E-government provides an opportunity to enhance user-satisfaction by providing access on a daily basis to government information and services. While differing in emphasis, most of the definitions of e-government involve the use of ICTs to improve delivery of government services; the key element in all definitions is the application of new technology.

The definition, for the purposes of this study, serves to characterize e-governance as a process to make simpler and improve government services and aspects of governance through an application of electronic means in the interaction between citizens and government. In this study, the researcher used the terms e-government/ e-governance and ICTs interchangeably.

1.5.2 Information Communication Technology (ICTs)

Electronic government/ e-governance reflects areas such as Information and Communication Technology (ICTs). E-government is about using tools and systems made possible by ICTs to provide better public services to citizens and businesses (European Commission (EC), 2011). ICT is defined by Laffan (2008:92) as “the means by which an organisation efficiently plans, collects, arranges, uses, controls, disseminates and disposes of its information, and through which it ensures that the value of that information is identified and explained to the fullest extent.”

1.5.3 Public Value

Public value is a reflection of citizens’ expectations of public services (Kelly et al., 2002) which is the reason why satisfying citizens’ demands through delivering quality services creates public value.

Operating an effective public organisation is another way of creating public value. Coats & Passmore (2008:24) claim that public value is designed to get public managers thinking about what is most valuable in the service that they offer and to consider how effective management can make the service the best that it can be. They further argue that this approach presents a way of improving quality of decision-making, by calling for public managers to engage with services users and the wider public. According to Moore (1995), public value demands answers to the following questions:-

- What is this organisation for?
- To whom are we accountable? and
- How do we know if we have been successful?

This study applied Mark Moore's (1995) model of public value to effective and efficient service delivery, as assessed at SASSA.

1.5.4 Social Security

The White Paper for Social Welfare (1997:48) has defined social security as: a wide variety of public and private measures that provide cash, in-kind benefits or both. (Grosh, et al., 2008) describe social grants or social assistance as non-contributory cash transfer programmes targeted at the vulnerable and poor people.

The study adopted the definition by The International Labour Organisation report (2003) that defined social security as "benefits that society provides to individuals and households through public collective measures to guarantee them a minimum standard of living and to protect them against low or declining living standards." The study notes the two common forms of social security, namely, social insurance and social assistance. This study focused only on social assistance, which is state-funded and usually referred to as social grants in South Africa.

1.6 STUDY POPULATION AND SAMPLING FRAME

Oates (2006:95) describes a target population as a sampling frame, a list or total of the number of people that can possibly be included in a study, from which then one chooses a sample. Thus, a target population is the research population; it is the total number of individuals who make up the population being investigated and the group. It usually consists of units of analysis from where the researcher seeks to base the

findings and conclusions. The study's target population/ sampling frame was a list of officials at the SASSA Alice local office and its customers/beneficiaries in and around Alice town.

1.6.1 Sampling and Sampling Technique

Sampling is one of the most important endeavours in the social science research process. Kumar (2005b:164) is of the opinion that sampling is the process of choosing a few cases or people from a bigger group to represent the basis for predicting the existence of an unknown piece of information, situation or outcome regarding the whole group. Oates (2006:96) defines sampling technique as a way of selecting actual people from the sampling frame. Given the nature of the research problem, as outlined in the statement of the problem interview questionnaires were used. The purposive sampling method was also considered as the most appropriate.

The researcher chose information-rich respondents who work closely with the new system and are most likely to produce usable and useful data to meet the purpose and objectives of the research.

Table 1: Sampling frame

POSITION	INSTRUMENTS OF DATA COLLECTION	SAMPLE USED	RESPONDED
The Office Manager	Questionnaire based interview	1 <i>(there was only one Manager, during period of research)</i>	1
SASSA Alice Staff/officers	Questionnaire	15 <i>(this was the total number of staff)</i>	12
SASSA Beneficiaries	Questionnaire based interviews	30 <i>(the researcher purposely selected only a few beneficiaries, because a public survey was not the main focus of the study)</i>	30

1.7 DELIMITATIONS OF THE STUDY

The purpose of demarcating a study is to make it more manageable and focused and to narrow the field of study, by limiting it to a particular group, particular region and particular aspect. Due to logistical constraints, it was impossible to conduct an assessment in all provinces and offices of all South African Social Security Agency within the entire country. In the Eastern Cape Province, in particular, the study focused only on a case study of one office with specific reference to Alice local office in the Eastern Cape. A further delimitation of the study was made on e-Government, as a concept and the innovation mechanism. E-governance is a wider concept, and in this study, focus was on e-government, e-Administration and the new biometric payment system as a service delivery improvement strategy to improve the effectiveness and efficiency of service delivery to the public.

1.8 CHAPTER OUTLINE

The structure of the rest of the study is as follows:

Chapter Two: Literature Review - Chapter two's objective was to explore literature which discusses the Public Value creation in service delivery through ICTs, while highlighting the innovative potential of Electronic-government (e-Government) both in South Africa and globally. Authoritative sources related to the topic under investigation were reviewed, discussed and analysed.

Chapter Three: Research design and methodology – The purpose of this chapter is to discuss and expose the methods and techniques, which are appropriate to the research goal. This is very important in order to maximise the validity of the research findings.

Chapter Four: Contextual and legislative framework - Contextual framework is confined in the study in terms of electronic governance/ e-government, ICTs, Public value and social security. The chapter discussed the ICT policy, e-governance policy and legislative framework in the context of South Africa, in line with service-delivery focus for social services.

Chapter Five: Case Study background - SASSA Alice local office (Eastern Cape). This chapter gives a brief description of its functions and discusses its mandate, vision and mission together with its organisational structure.

A brief description is provided on the types of services rendered by SASSA, with particular focus on the re-registration phase and the biometric electronic payment system at Alice satellite office as the case under study.

Chapter Six: Presentation of Research Findings and Results - The main purpose of the chapter is to present and report on findings from data gathered from literature, questionnaires and interviews conducted with all the participants. Graphs were used to present the results of the study, and a clear description, summary and interpretation of findings was drawn from the study.

Chapter Seven: Summary, Conclusion and Recommendations - Chapter six provided a summary of all the chapters of this study and presented a conclusion in which the researcher gave an overview of the study and made recommendations.

The following chapter will discuss the conceptual frameworks of key words and the arguments made by our authors around the issues.

CHAPTER: 2

THE CONCEPTUAL FRAMEWORK FOR E-GOVERNMENT AND ITS CONTRIBUTION TO IMPROVING PUBLIC VALUE

2. INTRODUCTION

In today's highly competitive marketplace, the pressure is on organizations to find new ways to create and deliver value to its customers (Adebambo & Toyin, 2011:68). In order to be winners in the competition, superior services and how they are delivered is key. Government institutions and its agents are no exception to this phenomenon as they also need to stay relevant by being responsive to the rapidly changing conditions and citizens' expectations. In light of this, the research discuss and substantiates the role of ICT systems adoption into the public sector towards creating public value and improving service delivery.

The purpose of this chapter is to provide a comprehensive picture of knowledge relating to e-governance and public value. This is achieved by exploring trends and key academic arguments in other related research that has been done and its connection to this study.

The chapter takes its point of departure on a general discussion of the theoretical underpinnings of public value and its definitions. The main discussion of the study, based on the strategic triangle model of public value, as presented by Moore (1995). This chapter concludes with the discussion on literature on various ways of creating public value in service delivery.

2.1 THEORETICAL BACKGROUND THAT UNDERPINS THE STUDY

Given the problems and challenges of experiments with New Public Management (NPM) in the nineties, there is an increase in what can be termed 'Public Value approach' which draws heavily on Moore's writings. This study explores Moore's public value approach as a possible theoretical framework to improve service delivery in the public sector. Moore is, generally, credited for articulating a theory of public value with the publication of his book "Creating Public Value" (1995).

2.1.1 Understanding the Value of Public Value

Moore initially formulated the public value framework to orientate public sector managers to have a greater appreciation of the constraints and responsibilities within which they work (Moore, 1995).

The Cambridge International Dictionary (1996) gives a general meaning of the term *value* as “the importance or worth of something for someone”. In government, public value refers to an appraisal of what is created and sustained by government, on behalf of the public (Kearns, 2004). That is the value created for citizens by government. As discussed by Coats & Passmore (2008:4) public value argues that public services are distinctive because they are characterised by claims of rights by citizens to services that have been authorised and funded through some democratic process. For this reason, the public service organisations have to demonstrate the value they are bringing to the public and to show how effectively they are spending taxpayers’ money. In attempting to define public value, scholars Kelly et al. (2002:4) describe public value as “the value created by government through services, laws, regulations and other actions. They further point out that this value will be a yardstick or position to which decisions are made, resources allocated and systems of delivery determined. Esteves & Joseph (2008) argue that value represents the “worth” or importance of an entity, that which is considered good.

Moore defines public value as “a framework that helps us to connect what we believe is valuable... and requires public services, with improved ways of understanding our “publics” value and how to connect to them” (Moore,1995). Moore’s definition emphasizes the importance of innovation as a way of increasing the efficiency, effectiveness and responsiveness of the public sector.

According to Moore (1995:23), the creation of public value is mainly placed on the public sector which has the responsibility to create opportunities for improved service provision and empowerment. According to Moore (1995), public value is sometimes adopted as a value created by government through services, laws and other actions or - the value or importance citizens attach to the outcome or experience of public services.

Most authors define public value not just in terms of *what the public value most*, but about *what adds value to the public sphere*. The discussion of this study links both dimensions.

2.1.2 Public Value theory application to the research

In this research, public value is understood as a means for transforming governance by taking the necessary action to improve services, innovate processes and re-organisation that will lead to fast, simple, quality and efficient service delivery to the people (Henriksen, 2008:6). The study assumes that it is the public manager's responsibility to try new ways of using available resources in a given situation and to adapt to changes in demand according to users' needs.

Accordingly, as this research suggests, institutions such as SASSA matter most to the public because they bring and reinforce particular values that enable creation of public value. However, because public value occurs when there is an additional value being added to the services, there is need for SASSA to keep constant processes on innovation and constant understanding of its customer's needs. This can be achieved by moving public service delivery to citizens from face-to-face basis to the electronic delivery process. This will then help to shape the organisation in ways that increases value to the public.

The study also acknowledge that public value is also a value from the public/citizens' angle. This includes their experience of the organisation and the quality of relationship they have with the organisation, in their capacity as taxpayers and clients of SASSA.

2.2 STRATEGIC TRIANGLE MODEL: A TOOL IN CREATING PUBLIC VALUE

Moore argues that the strategic triangle (shown in figure 1 below) enables public managers to lead their organisations to create public value (Moore,1995:73). He points out that with this triangle, public managers will be able to know or determine with accuracy whether the public is getting a good return on its taxes from public service delivery, and whether they are reaching the right targets or not.

Figure 2: Strategic Triangle



Source (Moore, 1995:73)

This model explains how public value can be created by organizations/agencies. Moore (1995:71) argues that any action designed to deliver value needs to bring together these three aspects. He further gives assurance that by meeting the following conditions, public value is created:

- **Public value/substantive value:** the strategy or action must be of value to clients;
- The action or strategy must be **politically legitimate and sustainable;** and
- The strategy must be **operational and administratively feasible.**

2.2.1 Citizens as Sources of: - Legitimacy and Support/Authorising environment

The legitimacy and support factor directs managerial attention to the question “who/ where does support for pursuing the value come from? Who provides the necessary financial resources and authorisation? According to Moore (1995), this factor is important in order to create value, besides regulatory and supervisory rules a government agent like SASSA needs public support (as its source of funds).

Moore (1995) further elaborates that even if all the resources are available and the organization is ready to create value, approval and support of the authorities in the organization is necessary and their authorization for this purpose is required. There is need for sources of legitimacy and support that would be relied upon to authorise the organisation to take action and provide the resources necessary to sustain the effort to create that value (Moore, 1995:75).

In a public organisation such as SASSA, a strong mandate from elected politicians, line managers and mandate from legislation/policies that the agency has been set up to implement is important in order to do their job. It is the citizens' collective decision to support this agency, and their authority constitutes the normative justification for the organisation to continue its operations. All government agencies and public managers secure the resources they need to operate not by selling purchases and services to customers, but by selling a story of public value creation to its citizens/ or authorising environment (Kelly et al., 2002). In the public sector, the authorising environment or principal source of money is its citizens as taxpayers, and clients of government. Hence, the only way that government agencies can secure revenues to cover their costs is to satisfy these authorisers by doing something valuable for them. Those who are the source of authority (the citizens) must be satisfied that the public authority is being used well on their behalf (Moore, 1995:51).

2.2.2 Operational and Administrative Feasibility: - through innovations

According to Moore (1995), under this factor, the strategy is to examine how the agency will have to be organised and operated to achieve the declared objectives, in the event of new problems arising to challenge the organisational operation or performance. Moore suggests that in such situations, new opportunities to create public value must be adopted to accommodate the new realities and possibilities that have appeared. He further explains that the operational capacity point of the triangle makes public managers able to develop the administrative processes and resources to get the most capacity of their organisation, that is, new investments and innovations the organisation have to develop in order to deliver the desired results.

The first question, according to Moore (1995), is to determine whether the implementation of any initiative is administratively and operationally feasible. This allows an agency to determine activities that are valuable to accomplish its mission and organisational objectives and focus on creating value to its customers. Moore (1995) claims that in order to create value, necessary resources and capacity must be available in the organisation. These resources and other organisational processes should work together to achieve the objectives of the organisation and to create value.

From a different perspective, Bowles & Associates (1998:14) suggest that “one of the best areas to look for service opportunities is to identify where the queues are, and provide the electronic alternatives”. Yu (2008) agrees with Bowles by arguing that creating public value through e-government is vital, as people prefer the government to use ICTs to enhance its own capacity to deliver what people want, and in the process, public value is created. These writers suggest that innovations like ICTs and improvement of public services may add value to the public sphere.

In the language of public value, The Work Foundation Model, as presented by Coats & Passmore (2008:7) identifies a public value dynamic between three activities: authorization, creation and measurement. It builds from Moore’s authorizing environment but identifies the issue of measure as another criteria to produce public value. They explain that public value means that public officials, as well as politicians, have to explain and justify their role to the public and seek democratic legitimacy for their actions by answering the following questions:

- a) **Authorisation:** this is the process of answering the “**what**” question: What purpose does this service fulfil? The South African Social Security Act of 1999 provided for the establishment of the SASSA as an agent for the administration and payment of social assistance (RSA, 2004). The Act gives a mandate to SASSA to ensure that there is efficient and effective management, administration and payment of social grants. SASSA exists in order to authorise payment of the right grant to the right person at the right time, and taking away from those that do not qualify to receive these grants (Stassen, 2006).

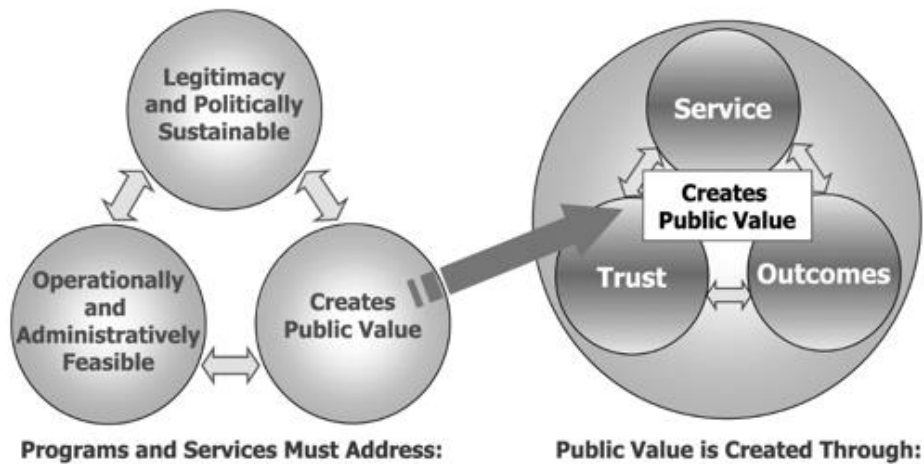
The public must authorise or confer the existence of the organisation (Coats & Passmore, 2008) and must be satisfied that the public authority bestowed on officers is being used well on their behalf.

b) Create: this answers the “**how**” question: What form of service delivery will meet public expectations, if not, how can we improve? The public expect SASSA to administer and manage social grants in a very effective way and as authorised by policies and the Constitution. The public expects SASSA to populate and manage a national database for all social assistance applicants and beneficiaries, and establishing a compliance and fraud mechanism to ensure that the integrity of the social security system is maintained (RSA, 2004). Moore’s public value aimed at answering the question of how the public administrators in SASSA can get the best outcome for their customers, with what they have been entrusted. In a similar way Coats & Passmore (2008), emphasize that those who manage such public organisations who take decisions about how to spend public money, are expected to be accountable to that public.

2.3 SOURCES OF PUBLIC VALUE

In his explanation of public value, Moore (1995) further emphasizes the aspects of performance for agencies as: delivering actual services, achieving social outcomes and maintaining trust and legitimacy of the agency. Drawing on Moore’s concept of public value creation, Kearns (2004:6) extends the concept by identifying three important sources of creating public value which focus on services, outcomes and trust as reflected in figure 3 below:

Figure 3: Sources of Public Value



Source: Moore (1995)

- **High quality service delivery:** creates public value (perceptions such as the availability of the service) meaning services have to be available to add value of time and cost;
- Achievement of **outcomes** as desired by the public: creates public value (by delivering efficient and effective achievement of mandated social outcomes). The government creates value by satisfying customers or beneficiaries (Heriksen, 2008:6); and
- **Trust** (between citizens and government) creates public value.

2.3.1 Ensuring Public Value through: Service delivery

What do citizens, acting in their role as arbiters of value, want in exchange for their tax money and their liberty? One of the important sources of public value, as identified by Kearns (2004), is the delivery of high quality services. These are services that will be available, be satisfactory and fair in their provision in terms of cost and time. The delivery of public services by governments needs a government administrative system. Nengwekhulu (2009:343) defines such a system as public service, an administrative vehicle by means of which governments deliver all kinds of services to their citizens.

South African Management and Development Institute (SAMDI) (2002:5), on the other hand, defines service delivery in the public service as a “systematic arrangement for satisfactorily fulfilling the various demands, by undertaking purposeful activities with best, measurable and acceptable use of resources to deliver effective, efficient, and economic services. Peppers & Rogers (2010:12) state that public value is based upon eleven key service delivery attributes that are perceived by citizens. These are: accessibility, accountability, affordability, availability, consistency, customer service, predictability, portability, responsiveness, security and simplicity.

The Republic of South African Constitution (1996) and the White Paper for Transforming Public Service Delivery of 1997 made an important contribution to a new attitude amongst public servants and citizens regarding service delivery. The intentions of certain sections in the Constitution and the White Paper emphasize the importance of the normative guidelines according to which public servants must deal with their clients.

In terms of the White Paper on Transforming Public service delivery of 1997, citizens have a legitimate right to be treated with dignity and courtesy and to receive quality and sustainable services.

However, twenty years into democracy, the South African government has not been able to meet these promises and expectations of citizens even though citizens have come to expect the same quality of service from government which they experience in the private sector (Peppers & Rogers 2010:2). The public sector continues to be viewed as being slow, bureaucratic and rarely innovative. The government’s struggle to provide service to all South Africans has been marred by public protests due to constant accusations of systems failure to deliver where they are needed.

This struggle is captured in figure 4 below.

Figure 4: Service Delivery



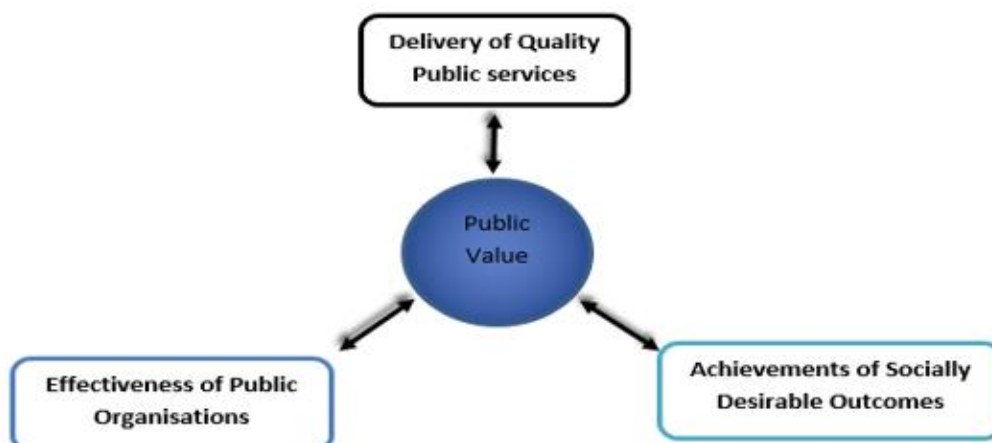
(Source; the Sunday Times: 2009)

Von Haldemng (2000:369) talks of “allocative efficiency” of public administration, defining allocative efficiency as “a measurement of how well service or infrastructure bundles match consumer preferences”. He goes on to illustrate his point by giving an example of a personal ID that can possibly be issued within an hour on the basis of ICT solutions, where it used to take 30 days, requiring citizens to queue up for two days in different public agencies.

Karunasena (2012:45) introduces the concept of public value as a normative theory for measuring the performance of public services. He goes on to define public value as the value created by the government for citizens through service delivery. O’Flynn (2007) supports the concept by arguing that achieving socially desirable outcomes creates public value, and such a public value is often reflected through the improvement of the quality of citizen’s lives, provision of better public services, and the development of trust and fairness in public services. He goes as far as to present three ways that he believes can help in creating public value in public organizations (presented in figure 5 below), and these are:-

- Improving the quality of public services;
- Developing trust between public and government; and
- Operating efficient and effective public organisations.

Figure 5: How to create Public Value



Source: Karunasena; 2012:44

This approach, according to Karunasena (2012:44), presents a way of improving the quality of decision-making by calling for public managers to engage with the public. Public value, through delivery of quality service, promotes greater trust in public institutions, on the other hand facing challenges on service delivery by improving, creates public value.

In most of the literature reviewed, the writers seem to suggest that ICT investments in the public sector can deliver benefits directly to citizens and can enhance the value of government.

2.3.2 Achievement of outcomes: A shift towards Public Value Creation

In this 21st century, an alternative approach has emerged in the concept of networked governance and public value. The change in political, economic and social context problems now facing citizens and communities require governments and public managers to develop new paradigms to make sense of the new context. According to Moore (1995), public value is now more relevant in helping institutions cope with new complexities and tough challenges facing governments and society.

The introduction of the notion of public value suggests a radical change in the public sector management practices. It brings, at the centre of action of the government, public administration activities and the search for solutions which guarantee the expectation of citizens and actual deliverables (Coats & Passmore, 2008).

The study notes that most of the authors agree that the reason behind adopting e-governance is the desire and need to improve the delivery of basic government services through technology and use of ICT tools to achieve effectiveness and create public value.

2.3.3 Value Created Through: - Trust

According to Moore (1995:12), one of the best and easy ways to guarantee legitimacy is to embrace accountability. Public Managers have a professional and ethical obligation to be accountable for their performance to those who have power to call them to account and expect them to account (Coats & Passmore, 2008). Social grants fraud and corruption is a major concern for SASSA and the government. Whenever money is involved, some fraudulent activities are likely to occur, hence government needs to take steps to reduce as much as possible. This includes the issue related to security and privacy of citizen's information.

Hence the strategic triangle model is important to SASSA as a government agency as it drives them to focus their attention to their operation, purpose to be achieved, and value to be created. Creating public value through trust (Moore, 1995) is about ensuring that social goals are delivered in a way that is perceived as legitimate; and trusted by the public. In support of this, Kelly, Milgan & Muers (2002:117) confirm that trust is critical to public value creation, as failure of trust will effectively destroy capacity to add public value.

In the review of literature, a number of authors also bring up the concept of trust in service delivery. According to Kearns (2004:9), trust is an important source of public value as it allows citizens to willingly accept the government activities. Kearns (2004) further argues that citizens who feel that their personal information has been misused or inappropriately accessed are likely not to have trust in that government institution.

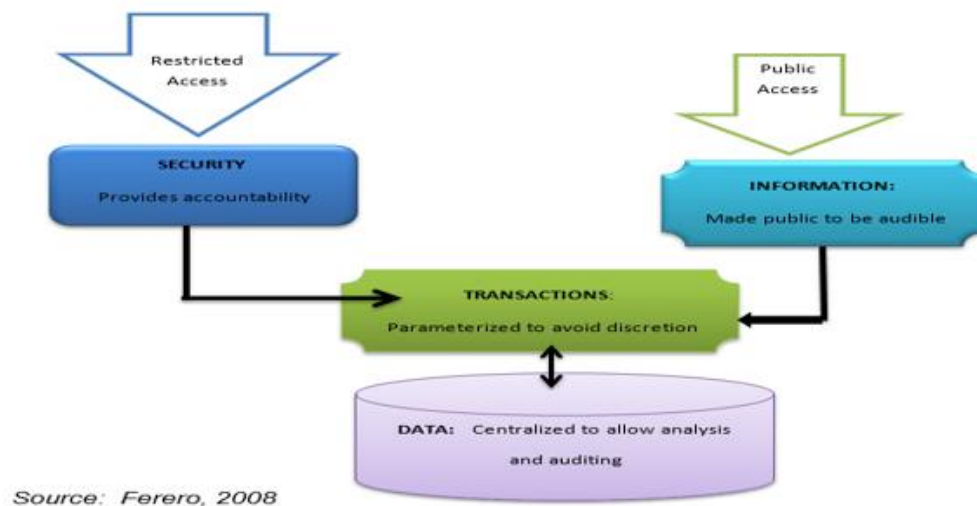
Kearns (2004) further explains that if citizens feel they can trust the state and its agents, they are more likely to accept government action and value its existence. This emphasizes how the behaviour of public servants and politicians is as critical as delivery of service.

To support this view, Pathak et al (2009) present e-governance as a tool that can also fight fraud, mentioning that employment of the e-government minimizes the opportunities for bribes and public officials to monopolize access to government information. Kroukamp (2005:14) stipulates that e-governance has the advantage of empowering citizens as they will have a choice of bypassing agents by using ICT based processes to help themselves. The use of ICTs in government can also foster the anti-corruption struggle by removing opportunities for corruption through enabling citizens to process transactions on their own. Such systems also extend accessibility of information and cut costs in terms of distance and time (Bhatnagar, 2000).

Park & Blenkinsopp (2011:255) argue that fraud erodes public respect for the government as a service provider and disappoints citizens. As a solution, Welch et al. (2005:43) suggest that ICT-based public service delivery can be one of institutional enablers for enhancing trust by making processes more transparent. They are of the opinion that citizens' trust will develop when a government agency is viewed by citizens as competent, reliable, and honest and of value.

Bhatnagar (2000), as quoted by Ferrero & Morris (2008:74), represents, graphically, the four main components of an ICT solution in reducing fraud, and create trust in figure 6 below.

Figure 6: ICT Components in reducing fraud



Bhatnagar (2000) indicates some important factors for e-Government systems that should reduce fraud as:

- **Data Centralization:** this is important to centralize data to make auditing and analysis much easier;
- **Accountability:** e-government systems make identification, authentication and authorization and all other actions in the system traceable, and that helps in avoiding fraud (Biometric-based payment system); and
- **Publication of Data:** depending on the nature of data, the publication of data is a way of providing transparency, and its publication may be helpful in reducing fraud.

Therefore, the implementation of e-government systems in the public sector can be considered as a tool to build public trust, to enhance confidence and more importantly, the system creates value in transparency and accountability by eliminating fraud.

To link Moore's public value model to Karumasena's concept of public value creation through service delivery, the study elaborates on the initiatives that create Public Value as follows:

- Delivery of quality services through e-government/ICT
- A shift towards technology enabled service delivery
- A shift from efficiency to effectiveness on service delivery
- Creating public value through the SASSA new payment system

2.4 DELIVERY OF QUALITY SERVICES – (E-GOVERNMENT/ICT)

Faced with high demand to provide better services, governments are responding by creating higher levels of performance at public sector agencies. Kearns (2004:10) provides that delivery of quality public services is an important public value driver in e-government, thus, the study takes a closer look on the technology dimension in creating public value. Moore (1995) argues that public value focuses on how activities create added value to citizens by creating the best innovative formula of using government resources. In a similar way, Shah (2005) points out why e-government is conceived as a vehicle for promoting good governance.

He explains that this lies in its dual approach to state modernisation, that is, the external focus of state to citizen and the citizen to state relations. As a result, e-government is seen as an instrument to increase efficiency of public administration and a way of improving service delivery and transparency of political processes (Peppers & Rogers, 2010:2). Kearns (2004) also suggests that the benefit of linking public value and e-government is dual in that the use of ICT leads to more effective delivery of services, and ICT can be an instrument to create public value as well as a tool to monitor internal practices of public administration. Apart from enhanced efficiency in delivering service, ICT has the potential to improve transparency in processes, impress accountability for outcomes, and allow greater participation by stakeholders (Visser & Twinomurizi, 2008:54). When ICT is used to transform the relationship between governments and its clients, e-governance takes place; this changes processes and the policy.

A change in policy results in a change in the way people do things, which, in turn, changes public administration culture (Osborne & Gaebler 1992).

Archmann & Iglesias (2010:29) in their article, review the role of ICT in providing tools for promoting change and efficiency in public administration. As a field of study and as a practice, public administration has been influenced by many approaches and paradigms, all of them aimed at improving the functioning, effectiveness and efficiency of public institutions for better service delivery. To support this notion, Van Jaarsveldt (2010:28) explains that “a paradigm shift occurs when difficulties begin to appear in functioning of existing paradigms when they cannot function properly anymore”.

The author goes so far as to highlight that the Public Administration culture is changing to a more flexible, innovative, problem-solving culture, as opposed to the traditional rule-bound process oriented administration. Therefore, in his opinion, new paradigms should be developed to solve new problems in public administration. In a similar vein, Bromell (2012:21) points out that whether the risk is worth taking, and when and how we choose to take it, depends on what we judge to be at stake and to whom we are accountable.

2.4.1 Paradigm shift towards technology enabled service delivery

A new paradigm shift in operations and processes of public administration is the technological innovations through Information and Communications which has dramatically revolutionized service delivery.

Ho (2002) argues that e-government represents a paradigm shift characterized by new inventions, learning and entrepreneurial organization. This indicates a shift from a bureaucratic emphasis on matters of concern, to a focus on users – including satisfaction and flexibility in service delivery. Sadly, according to Ho (2002), most public sector entities remain in the bureaucratic paradigm as they still organise their websites according to the administrative structure of government, not according to the needs of efficient service delivery (Vyas-Doorgapersad, 2011:243).

Kroukamp (2005:28) outlines that a shift in emphasis has taken place in government, from efficiency and productivity gains by digitalising routine tasks, to achievement of effectiveness, by applying a new solution to traditional tasks. He goes on to mention the potential of e-governance in bringing:

- Speed or quality of service;
- Increased public access to service agencies or departments;
- The facilitation of remote communication and transactions;
- Enhanced transparency; and
- Integration of public services and the destruction of the administrative walls that separate bureaucratic departments and government agencies.

However, since efficiency and effectiveness was the main concern of traditional public administration and also the main concerns of NPM, values that are above efficiency and effectiveness should be pursued (Denhardt & Denhardt, 2011).

Efficiency in satisfying clients, and achieving social outcomes, needs a new movement and a new approach.

2.4.2 A paradigm shift from efficiency to effectiveness on service delivery

Kearns (2004) claims that operating public organisations, in an effective manner, is another way of creating public value. According to Verdegem et al. (2010:107), closely related to a shift from government-orientation to citizen-orientation is the paradigm shift from efficiency to effectiveness.

Efficiency value: can be contextualised as the search for savings; it mainly deals with value for government, is productivity driven, focuses on how to provide more for less as citizens, and is viewed as tax payers.

El Din Eid, (2009) describes efficiency as the balance between the output of service provision and the amount of resources required. Frederickson, (2010:12) argues that efficient values have to do with achieving the most and the best preferable public services for available resources in the process asking the question: how can we offer more or better services under these conditions, with the available resources? Public value holds that public services should provide what the public values, and do so efficiently regardless of the circumstances.

Effectiveness value: has more to do with the search for quality services and, as a result, the emphasis is on the value for the users, citizens and business in producing and delivering inter-active user-oriented, innovative, personalised and inclusive services. Effectiveness on customer service typically refers to “doing the right things” while paying attention to issues such as customer satisfaction, in terms of service quality, speed, timing, and human interaction. Effectiveness is also defined by El Din Eid (2009) as the closeness of provided service to users’ expectations and needs since a service is effective whenever its outcomes or accomplishments are of value to its customers.

Verdegem et al. (2010), focus is on how to pursue the need and demand, and how to balance the two, as the public is seen as a customer. By explaining this, Berman (1998:82) states that the goal of efficiency and effectiveness of government functions is the main driver of e-government. Electronic transactions create a one stop shop for accessing the services of the department, by reducing the time spent completing these transactions and expense resulting from lots and lots of paper work.

According to Berman, (1998) conducting public transactions electronically makes it possible to eliminate the physical presence – waiting in line, and going to multiple offices, as often required when filling in paper work (World Bank, 2001). As a result, these savings will then enable the government to get better value for its money, as money saved can be used for other purposes to provide better services.

Efficiency may not play a key role as an enabler of good and better government, on the other hand, inefficiency may harm citizen’s satisfaction and decrease government’s legitimacy (Smith, 2010). Therefore, this research argues that a public sector ICT project with a focus on efficiency may lead to an effective outcome that can increase public trust and create value. A shift from executing these shifts within government public sector requires innovation and a new mode of thinking and acting by those entrusted to do so.

2.4.3 Creating Public Value with SASSA new System

Areas of creating public value are found in public organisations such as SASSA, where there is most direct interaction between public service officers and users, citizens and communities (Benington & Moore, 2011:9).

Figure 7: Areas of Public Value creation in SASSA



SASSA WEBSITE IS THE PRIMARY SOURCE DATA IN EACH CASE

Measure: is about answering the “**success**” question: How do we know if this service has achieved its objectives?

The strategic triangle emphasizes the importance of considering and testing the value proportions that underpin the operations of the organisation and by asking if its operations are valuable and effective. How then can a government agency like SASSA measure its success in service delivery? Hence, it is part of the research's objectives to answer this question in its findings. For this approach to be successful and meet governance criteria, it has to be measured on the following criteria: (1) *a continued relationship with the public*: the exercise should allow or develop good relations between SASSA and the public,

(2) *Quality of Delivery*: both during and after the exercise in terms of time, cost and efficiency; and (3) *End user adoption and benefits realization*: the public should accept that this process is meant to benefit them, hence they should accept it.

2.5 CONCLUSION AND DEDUCTIONS

A review of various viewpoints over the creation of public value and effectiveness of e-government in service delivery indicate that for attaining the goal of improving service delivery and creating value in the public sector, ICT has to be adopted as a tool for delivery of services to the people.

The adoption of ICT in the public sector changes the way in which public offices organise and deliver services, as ICTs will ensure improvements in the services that government has responsibility to provide. It can be deduced that ICT has been considered as a valuable support tool for achieving the public administration. The governments are obliged to serve everyone in a fair and equal way, therefore enhancing their satisfaction and increasing efficiency and effectiveness of public administration, particularly in the Social Security Programme.

Public administration has to adopt a new approach to the delivery of public services that minimizes bureaucracy and reduce the administrative burden on citizens and for officers. Moore's strategic model as shown in figure 2 above, simple shows that in order for a strategy to be good, it has to be valuable, authorisable, sustainable and doable.

The authors argued that there are benefits such as: reduced administrative costs, trust and efficient and effective service delivery as gains that are likely to be achieved over lifetime through e-government.

Hence to SASSA, the introduction of the notion of public value suggests a radical change in its management and administration practices as it is believed that the public value approach provides a new view on government activities, service delivery and e-government.

The following chapter will outline some of the legislative frameworks, which guides public service officers at SASSA, in administering the social grants and decision making.

CHAPTER 3

CONTEXTUAL AND LEGISLATIVE FRAMEWORK FOR E-GOVERNMENT IN SOUTH AFRICA

3. INTRODUCTION

The implementation of e-government in a country requires a conducive environment to realize its potential for development. The process can be a big challenge as there is no one size fits all. Each country has different needs, different development objectives and varying fiscal capacity. This is the reason why each country and government has to define its own vision for e-government, formulate an appropriate legal framework and define laws and policies that will guide its e-government efforts (Stapenhurt, 2002:320). Equally important is the legal framework for social security because social security is regarded as a universal need and is recognised as a basic human right, as stated in Article 25 of the Universal Declaration of Human rights.

This chapter analyses the legal and regulatory context for social security administration and e-government. In the first part of this chapter, the discussion centres on the contextual framework confined in the study in terms of e-government, ICTs, good governance and social security. The outline of the rest of the chapter is as follows: The legislative framework and administrative principles that guide SASSA and finally, a briefly discussion is undertaken on policies and legislation that promotes e-government in South Africa.

3.1 CONCEPT OF E-GOVERNMENT/E-GOVERNANCE

E-governance/e-government is basically the application of ICT to the process of government functioning in order to bring about “Simple, Moral, Accountable, Responsive and Transparent (SMART) governance (SITA, 2002). This involves the use of ICTs by government agencies for the following reasons:

- Exchange of information with citizens, business or government departments;
- Speedier and more efficient delivery of public services;

- Improving internal efficiency;
- Reducing costs;
- Re-structuring of administrative processes, and
- Improving quality services.

The terms *e-government* and *e-governance* are synonymously used in this study, but it is important to understand the basic difference between the two. The government is the institution itself, whereas governance is a broader concept describing forms of governing which are not necessarily in the hands of the formal government.

E-government can be defined and articulated as a way of enabling service delivery by maximising the use of ICTs to improve the productivity of the public service and creating a smarter and easier way to access government services (Rao, 2007:6). The World Bank (2006) defines e-government as the application of Information and Communication Technologies (ICT) to the process of administration and the use of information and communications technologies (ICTs) to improve the efficiency and effectiveness of operations, service delivery and the accountability of government.

As a concept and an emerging practice, e-government seeks to realize processes and structures for harnessing the potentialities of Information and Communication Technologies (ICTs) at various levels of government and the public sector for the purpose of enhancing good governance State Information and Technology Agency (SITA) report, 2013. E-government has proven its advantages in simplifying the public administration Organisation for Economic Co-operation and Development (OECD, 2008:77); it allows administrators to share information and data with users easily and enables administrators to broaden the channels of service delivery, including e-government services such as e-administration.

Riley et al (2003) argue that as a concept, e-Governance should set these four guidelines:

- a) *Government services should be citizen focused:* People do not need to know how government is organized or who does what. Services need to be offered in ways that make senses to the customer;

- b) *Government services should be accessible*: All services which can possibly be delivered electronically should be, whether by means of internet, mobile phones, digital TV, call centres, or personal computers;
- c) *Government services should be inclusive*: New services must be developed so that they are available to all and be easy to use; and
- d) *Managing information*: Information policies which are coherent and compatible must be adopted so that the best use is made of Government's valuable knowledge and information resources.

The definition, for the purposes of this study, is to characterize e-governance as a process of making government services better and simpler. The process includes aspects of governance, through the use of electronic systems that promote more efficient and effective administration and make government services more accessible to the people.

E- Governance: Objectives

The objective of e-governance is to support and simplify governance for all parties which are government, citizens and businesses thus connecting all these parties, support processes and activities (Mishra & Santap, 2009). E-governance is not only just a government website on the internet; it establishes relationships between different components with an aim of addressing these three main domains e-government, e-service and e-business (South African e-Government Vision, 2014).

E-Government: government to government also known as G2G - refers to the relationship between governmental organizations, intra-governmental operations like national, state and local governmental organizations, or other foreign government organizations. According to OECD (2008:4) G2G provides for government departments or agents' cooperation and communication online in order to improve efficiency and effectiveness in service delivery. In this case a mega database can be created and shared to exchange information between government agents for example SASSA and the Department of Home Affairs.

E-Service: Government to citizens (G2C) (*which is the main focus of this study*) is the momentum to put services online, particularly through the electronic service delivery of public service from government to its citizens.

It portrays a government's willingness to provide services to its citizens in the quickest and best possible way. G2C deals with the relationship between government service delivery and citizens' needs.

Its objective is to allow government agencies to talk, listen, relate, and promote unending communication with its customers (Mishra & Santap, 2009). It further allows customers to access governmental information and services instantly, conveniently, from everywhere, through the use of multiple channels like PC, Web, TV, mobile phone, or wireless device (Mishra & Santap, 2009).

E-Business: government to business (G2B) refers to the application of ICT to operations performed by government in the manner of Government to Business. It consists of the electronic interactions between government agencies and private businesses and transactions like procurement to allow e-transactions through the web faster and cheaper, thereby carrying out government tenders electronically and in the process creating a relationship between government and the markets.

3.2 CONCEPTUALISING SOCIAL SECURITY AND SOCIAL ASSISTANCE

The White paper for Social Welfare (1997:48) defines Social security as "a wide variety of public and private measures that provide cash or in-kind benefit or both, exercised to avoid poverty and in order to maintain children". There are a variety of strands or categories of social security, some financed through taxes while others are financed through contributions. Social insurance and social assistance are the main strands of social security in South Africa (Stydom et al., 2005:7). The national Department of Social Development is responsible for social assistance policy development whilst the social grant administration is undertaken by the South African Social Security Agency (SASSA). Social assistance is a state-funded system also referred to as social grants. It is non-contributory and is financed entirely from government revenue. The social assistance is further divided into two sub-strands (a) the means-tested social assistance and (b) the national social assistance.

Means-Tested Social Assistance: is restricted to those persons who qualify for assistance in terms of a means test, the onus is upon applicants to prove that they deserve the grant.

A means-test requires that the institution responsible for the administration of the funds evaluates the income and assets of the persons applying for assistance in order to decide whether the person qualifies or not.

This Social assistance strand is popularly referred to as social grants in South Africa (Presidency, 2006c:61).

National Social Assistance: it differs from means-tested assistance in one important aspect; unlike the means-tested strand where social assistance is restricted to persons who qualify in terms of a means-test, the national assistance is based on the notion that the state should aim to provide a minimum standard of living for all (Stydom et al., 2005:8).

From a global perspective, the recognition of the right to social security has been developed through universally negotiated and accepted instruments that proclaim social security as a fundamental societal right to which every human is entitled. This principle is laid down in the Universal Charter on Human people's rights and social policy framework for Africa (HSRC, 2012:21). In terms of the South African government legislation, social assistance is provided to specific groups of people:

- *Child support grant:* children up to age of eighteen whose parents have little or no income;
- *Foster care:* children in foster homes and children in need of constant care;
- *Disabled:* People living with permanent, as well as temporary disability;
- *Aged:* elderly persons from the age of sixty; and
- War veterans.

3.3 THE CONCEPT OF GOOD GOVERNANCE IN ADMINISTRATION

According to the Oxford Dictionary, *governance* means the act or manner of governing, of exercising control or authority over the actions or subjects, a system of regulations. Good governance is a very broad term; in this study, it is discussed as one of the principles of good public administration, thereby describing it as a way of holding public officials responsible for their actions, internal and vertical, in terms of accountability (Rao, 2007:6) .

The aim of good governance in the public sector is to encourage better service delivery and improved accountability by establishing a benchmark for good governance in the public sector. In order to deliver good governance in the public sector, both governing bodies and individual workers for entities must act in the public interest at all times, consistently with the requirements of legislation and government policies (IFAC; 2013:7).

The researcher is of the opinion that improving governance is certainly about fighting corruption, and where there is good governance corruption is minimal. Views of the minorities and voices of the most vulnerable in society should be taken into account in decision-making.

3.3.1 The legal instruments for Good Governance

Public administration determines the quality of governance and public service practice, as it provides the constructs, systems and processes that government uses to make policy decisions and deliver key services. Hence, service delivery protests, and citizen complains speak to the effects of poor public administration practice. These instruments can be used to make public service more accountable and responsive to the needs of citizens.

The South African Constitution, 1996

The South African Constitution (1996) has provided a very important mechanism for the South African national public servants to address corruption. This is reflective of an overall commitment to greater openness and transparency in government – as opposed to the secretive and unresponsive culture that characterised public administration during the apartheid regime (De Giorgi, 1999). Section 2 of the Constitution expresses the role of the Constitution with regard to social security regulation, policy making and administrative practice. It states that the Constitution is the supreme law of the country; therefore, law or conduct that is inconsistent with it is regarded invalid, and any obligations established by it must be fulfilled. The state is obliged to conform to the rights contained in the Bill of Rights, and the Constitution places a duty on the state and its institutions to respect, promote, and fulfil the rights in this bill, including the right to access to social security as qualified by section 27(2).

The White Paper on Transformation of the Public Service, (WPTPS) 1997 (Batho Pele)

The ideas of the Constitution for the public service are supported and made concrete in the White Paper on Transformation of the Public Service (WPTPS), also known as the *Batho Pele* policy; it describes a major role for the public service institutions in the process of service delivery. Batho Pele sought to introduce a new approach to service delivery by putting people at the centre of planning and delivery of services by enabling citizens to hold public servants accountable. The Batho Pele was introduced to provide a policy framework and practical implementation strategies for transformation of public-service delivery aiming at promoting an integrated and seamless public service delivery. Batho Pele advocates nine principles to guide public servants: consultation with citizens, setting service standards, increasing access to information, ensuring courtesy, providing information, openness and transparency, redress and value for money.

In line with Constitutional principles, the WPTPS provided a framework that enabled government to develop strategies promoting good public administration. Much emphasis is on chapter 11 of the WPTPS calling for government, to improve practices that promote good governance (Republic of South Africa, 1997).

Public Finance Management Act (1999)

The Act promotes the objective of good financial management in order to maximise service delivery through the effective and efficient use of the limited resources. According to South Africa's National Treasury website (www.treasury.gov.za), the Public Finance Management Act (PFMA) is one of the most important pieces of legislation ever passed by the first democratic government in South Africa. A sound and transparent financial system is important, and it must be honest and available to all people. The key objectives of the Act may be summarized as being to:

- Modernise the system of financial management in the public sector;
- Enable public sector managers to manage, but at the same time hold them more accountable;
- Ensure the timely provision of quality information; and
- Eliminate waste and corruption in the use of public assets.

Chapter 10 of the Public Finance Management Act defines financial misconduct, and deals with the procedures for disciplining those public officials guilty of financial misconduct. It also provides for criminal prosecution where there is gross financial misconduct.

Corruption Act of 1992

The state is required by section 27(1) (c) of the Constitution to take reasonable measures within their available resources to provide access to social security. However, inefficient administration and corruption reduce the state's ability to comply with the Constitution, and therefore, the state is required to act. Under the South African Law, to bribe or to accept a bribe is interpreted as an offence by the Corruption Act 1992, which provides for the criminalization of corruption. This is done through the institutions and initiatives currently in place for combating corruption. The South African Police Service (SAPS) cooperates with the department of social development and welfare to ensure successful investigations and persecutions of corrupt officials. Also available are the Chapter 9 institutions as created by the South African Constitution (1996). These are state institutions supporting Constitutional democracy that are expected to be independent and impartial and to exercise their power without fear or favour. These are subject only to the Constitution and the law. Those relevant to the social grand corruption are: the Auditor General, the Public Protector and the Human Rights Commission.

3.4 LEGISLATIVE FRAMEWORK AND REGULATORY MANDATE FOR SASSA

Although institutions are created for specific purposes, they must also be enabled to deliver; hence, policies setting out parameters in terms of legal framework are very important. These provide for a framework within which the institution must conduct its tasks, making particular guidelines to the institution, thus enabling it to execute its mandate. The government should create a system in which its institutions are accountable to the law, where everyone is equal before the law and has access to the protection of the law and care of individual rights.

A number of international laws on social welfare also binds South Africa - laws such as the African Charter on the rights and welfare of the children, of which South Africa is a signatory, the United Nation Convention on the rights of children (UNCRC, 1989); South Africa signed and ratified this convention in 1995. Article 6 of this convention obliges states to ensure the survival and development of a child to the maximum extent possible.

South Africa, as a signatory to this, has a duty to comply with one of the most important rights listed in this convention. Article 26 of the convention states, "every child has the right to benefit from social security, including social assistance".

The following are some of the legal framework and policies governing Social Security in South Africa:-

3.4.1 Constitutional Provisions: The Republic of South Africa, Constitution, 1996

The Constitution contains the most important rules of our political system; it sets out institutions' make up in the South African state, what their powers are, and how they may use their powers. This then means that the 1996 South African Constitution is the highest law in the country, and all laws and all people (including Parliament, the President, the Ministers, the administration and the courts) must follow and obey it.

Section 27(1) and section 27(2) of the Constitution of the Republic of South Africa, 1996, entrenches the right to social security and social assistance. It stipulates that everyone has the right to have access to social security, including appropriate assistance for those unable to support themselves. It further states that the state should take reasonable legislative and other measures, within its available resources to achieve the progressive realisation of this right. The values of human dignity and equality are of special importance to the right to access to social security and the recognition of the state as a welfare state (Olivier et al., 199:592).

Section 197 of the Constitution (1996) states that "within public administration, there is a public service for the Republic which must function and be structured, in terms of national legislation and which must, legally, execute the lawful policies of the government of the day." Section 195 (1) of the South Africa Constitution, 1996 states that Public administration in South Africa is governed by the following values:

- A high standard of professional ethics;
- The efficient, economical, and effective use of resources;
- A development orientation;
- Impartial, fair, equitable, and unbiased service delivery;
- Responsiveness to community needs and participative policy making;
- Accountable public administration;
- Transparency, providing for timely, accessible, and accurate information;
- Good human resource management and career development practices to maximise human potential; and
- A public administration broadly representative of the South African population and human resource management based on ability, objectivity, and fairness.

A number of these values are highly relevant to social security service delivery, and the overarching aims of the Constitution closely relates to social security goals of healing the injustices of the past and improving the quality of life for all South African citizens.

3.4.2 The White Paper for Social Welfare, 1997

The White Paper on Social Welfare is the first overall social security policy under the 1996 Constitution. The objective of the paper was to have an integrated and comprehensive social security system, as influenced by the new Constitution. Its aim was to address the economic social marginalisation created by the past disparities and fragmentation of institutional framework in delivery of welfare services; particularly poverty and inequality. It developed welfare policies, principles and guidelines to be implemented by all spheres of government by proposing the following division of labour (Department of social welfare, 1997):

- National government is responsible for developing generic norms and standards for providing services;
- ensuring that uniformity in the performance of particular functions is maintained; and
- Provinces are then together with the national department responsible for planning development and providing service.

This division led to a separation between the administration and delivery aspects of the social assistant system, with overall responsibility for policy and administration being vested in the national department of social development, while provincial departments managed the payment of social grants (Van derBerg et al., 2010:34).

The present social security legislative continuously strives to ensure that its administration provides allocated funds to all provincial municipalities, as stipulated in section 32 (1) of the Constitution (1996) and ensures that the specific needs of the people who apply for grants must be addressed and met (DoSD, 2003:6).

3.4.3 The Social Security Act 2004

This was established to provide the delivery of social assistance and the mechanisms with which to provide social assistance. The Act provides the legislative framework for the realisation of the right to social security, thus defining the eligibility criteria and procedure for access to social grants for all seven categories. The Act provides procedures to be followed when applying for all grants and aims to provide social assistance that is effective, transparent, accountable and coherent. The Social Assistant Act (2004) was designed to create and impose certain requirements and provisions that can create uniform norms and standards for social assistance in South Africa. The Act's principal aim was to provide for the financing of social assistance, administration and payment of social grants; as well as to determine the qualification requirements.

Grants are clearly intended only for those with no alternative income, therefore, it is for this reason that SASSA carries out a means-test. According to section 12 of the Social Security Act (2004):

- Any person furnishing false information, that is misleading or false representation;
- Obtains any social grant to which they are not entitled; and
- Obtains more social assistance than they are entitled, is guilty of an offence.

Section 17 of the Act demands that the beneficiary should inform the Director General of welfare without delay of any changes in his/her circumstances that may affect the grant payment issues such as marriage and employment. According to the Act, such persons do not qualify for the benefit of any category.

Section 5 of the Act gives authority and justification to the current changes that are being carried out at SASSA. The Act also gives, to the Minister, authority to prescribe “additional” requirements or conditions in respect of, among others:-

- Means-testing;
- Proof of and measures to establish or verify identity, gender etc.;
- Forms, procedures and processes for application and payment; and
- Measures to prevent fraud and abuse of social grants.

3.4.4 South African Social Security Agency Act, of 2004

This Act provides for the establishment of the South African Social Security Agency (SASSA) to be the responsible body that ensures efficient and effective administration, management and payment of social security grants. It provides for uniform norms and standards for standardised delivery mechanisms and a national policy for the efficient and economic use of resources. Section 3 (a) of the Act outlines that SASSA’s objectives are to see to it that social assistance payments are administered efficiently and effectively, and to oversee the services relating to the payment of grants. Chapter 3 of the South African Social Security Agency Act (2004) delegates a number of functions to SASSA.

The mandate for SASSA is to create an effective and efficient management, administration and payment of social assistance. All this can be achieved in a number of ways, including the use of appropriate mechanisms which ensure the greatest value for money. In its administration mandate, SASSA carries out the following administrative actions (Goberts, 2005:235).

Registration: To collect and file all the beneficiary information necessary for the payment of social security in a national database.

Registering all members on a roll of beneficiaries to ensure proper control is exercised over how, where, and when benefits are paid and most importantly, to ensure that only those who qualify benefit from the scheme as a way of eradicating “ghost beneficiaries” through all means-tested eligibility;

Awarding of and /or payment of benefits: to administer, without discrimination, the awarding of payment of benefits when these become payable. By ascertaining whether the prospective beneficiary is, indeed, entitled to benefits through a means-test.

Monitoring and enforcing compliance: to put a compliance and anti-fraud system in place to prevent fraud and to protect beneficiaries’ information. The social security is empowered to review a grant annually and suspend payment if need arises (Mpedi, 2005:56).

3.5 ADMINISTRATIVE PRACTICE AND JUSTICE IN SOCIAL SECURITY

The administrative officials who administer the system of social grants are required by law to act lawfully, reasonably and in a procedurally fair manner, as outlined in section 6 of the Promotion of Administrative Justice Act (PAJA), interpreted and applied in accordance with the values of the Constitution. The rule of law is defined by Hoexter (2007) as the means by which public sector can be held to account through compliance with regards to any constraints on resources created by the legislature.

The 1996 Constitution of South Africa is committed to establish and maintain an efficient, equitable and ethical public administration which respects fundamental rights and is accountable to the public. The principles of administrative law have proved to be the major means to protect those whose rights to social assistance have come under threat from official action or inaction (Hoexter, 2007:49). SASSA, as a public entity, is heavily guided by administrative law, particularly in exercising their powers to admit, accept and to refuse or reject claims; their powers to determine degrees of disability/disablement; and powers to select beneficiaries for each benefit.

The principal function of section 33 of the Constitution is to regulate conduct of public administration and in particular, to prevent action taken by administration which affects or threatens individuals. This section ensures that public administration procedures comply with Constitutional standards.

Section 33 of the Constitution also gives a guide to all decisions taken by officials in relation to social security benefits because these must be rational and may not be arbitrary (Hoexter, 2007:9). Section 33 of the Constitution provides that:

- Everyone has the right to administrative action that is lawful, reasonable and procedurally fair;
- Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons;
- National legislation must be enacted to give effect to this right;
- Provide for reasonable measures to alleviate the administrative and financial burden on the state;
- Impose a duty on the state to give effect to the rights in subsections (1) and (2); and
- Promote an efficient administration.

3.5.1 Promotion of Administrative Justice Act (PAJA) of 2000

Administrative Law differs from the Constitutional law in its emphasis on one particular branch of the state system, the public administration and on a particular activity of the state which is administrative action. Administrators, in their daily activity, can cause as much misery and hardship to the public through inaction as they can through their action (Hoexter, 2007:51). PAJA outlines that general administration consists of the Constitutional rights to administrative justice, and administrative law provides a number of remedies for mal-administration. This includes, among others, improper exercises of administrative powers and the failure to carry out legal obligations.

PAJA describes what administration must do, its obligations, as well as what it may not do. Administrative law provides for remedies for mal-administration and failure to carry out legal obligations.

The Constitution and PAJA are there to make sure that people are treated fairly by the administrators; they both call administrators to order when they have failed to implement the following Administrative principles:

Lawfulness in Administrative Law

Section 33(1) of the Constitution gives a right to administrative action that is lawful, and administrative action and decisions that are duly authorised by law; any statutory or preconditions attached to the exercise must be adhered to Hoexter, (2007:224).

Any administrative action that infringes on the right can be challenged as a violation of the Constitution. Administrators, including SASSA officials, have very little freedom to choose how they would like to make decisions. The work of civil servants is controlled by laws and regulations called empowering provisions; these are the rules that allow them to make decisions. Administrators are to make decisions according to those rules, thus making sure the conditions in the empowering provision are met at all times. An administrator must obey the law and must find authority in law for all decisions.

If they make decisions that are not allowed by law, they will have acted 'unlawfully,' and the decisions will be invalid. In most cases, administrators need to be able to show a specific law (enabling statute) that gives them the authority to perform an administrative action. Section 6(2) (a) (i) of PAJA gives effect to section 33 (1) of the Constitution by allowing judicial review of administrative action where the administrator who took it was not authorised to do so by the empowering provision (Hoexter, 2007:227).

Procedural fairness

A statutory entitlement to the grant vests in a person who complies with the provision of the act and conditions imposed in terms thereof; hence the issue of fairness is very important. Section 33(1) of the Constitution gives everyone a right to administrative action that is "procedural fair". The procedural aspect is a very important principle of good governance and requires sensitive application, as it might in away affect the rights of a person.

In administrative law, procedural fairness is an important part of the various mechanisms and techniques courts use to control the exercises of power by administrative functionaries (Hoexter, 2007: 323).

Section 3(2) (b) of the PAJA outlines the following (Hoexter, 2007:330):

- Adequate notice of the nature and purpose of the proposed administrative action;
- A reasonable opportunity to make representations;
- A clear statement of the administrative action;
- Adequate notice of any right of review or internal appeal, where applicable; and
- Adequate notice of the right to request reasons in terms of sections 5.

The essence of the concept is that those who are affected by official decisions are entitled, prior to any decision being taken to be heard by an unbiased decision-maker. According to Hoexter (2007) there are three reasons why this should be so, namely, to facilitate accurate and informed decision-making. The public interest tends to be furthered by this mode of decision-making and also such decision-making tends to have important process-value.

In addition, fair procedures also tend to enhance the legitimacy of administrative decision and for this reason, enhance fundamental principles of good administration that creates value to the public (Plasket, 2009:506). The basic principle is that the administrator has an obligation to apply the law to the facts of the case before them. The Social grant application procedure requires that before an individual can be entitled to social assistance grant, a means test is done by SASSA officials to determine the person's needs and ensure that they pay the right amount to the right person. However, two errors could arise in the process of targeting or means testing social grants; (i) error **of exclusion** of the poor or deserving from the benefits intentionally or unintentionally; and (ii) **error of inclusion**: where there is a leakage of funds meant for the poor to those who are not poor or intended beneficiaries that may then lead to "ghost beneficiaries".

Reasonableness

Sections 33 (1) of the Constitution provides that administrative action must be reasonable. In order for an administrative act to be reasonable, it must not have been taken in bad faith, it must not be arbitrary or capricious; it must not be tainted by irrelevant considerations or relevant considerations being ignored. It must be justifiable or rational, it must not result in inequality or uncertainty, and it must not be oppressive in the sense of having an unnecessarily negative impact on those affected. PAJA and the Constitution provide for applicants who are turned down or disqualified by SASSA to be dealt with properly, reasonably and in the process should be given reasons as to why they are unsuccessful or do not qualify

In terms of section(1) of the Social Security Act,(2004) disabled person is defined as 'any person who has attained the prescribed age and is, owing to his physical or mental disability, unfit to obtain by virtue of any service, employment or profession and means needed to enable him to provide for his maintenance.

Irrespective of the position held, all public officials have to comply with the basic normative guidelines in terms of which they must do their jobs. However, it appears that the most common challenges faced by SASSA are two obvious aspects in the administration of the Social Assistance Act that are vulnerable:

- the challenge on the basis of the right to reasonable administrative action when making a decision as to whether an applicant for a disability grant is, indeed, disabled for purposes of the act,
- And the decision to categorize a disabled person as either permanently disabled or temporarily disabled (Hoexter, 2002:181).

3.6 THE STATE OF E-GOVERNANCE IN SOUTH AFRICA

It has been over a decade since United Nations started assessing the global e-government development through the benchmarking of e-government. The United Nations e-government survey adopted by member states in 2001, has been widely accepted as a useful tool to measure how public administrators provide electronic and mobile public services. However, according to the UN e-government Survey of 2014, progress in Africa remains relatively slow and uneven.

Only six African countries are in the top 50% of the world in terms of e-government standing. South Africa is among the six with Tunisia, Mauritius, Egypt, Seychelles and Morocco.

Authors such as Ferrero argue that this is because South Africa has the required legal framework, governance model, good network infrastructure and human capacity needed for e-government compared to its African counterparts (Ferrero, 2006:5). The ICT responsibility for National and provincial government lies in the hands of the Minister of Public Service and Administration, hence, this is where the necessary legal framework and functional bodies were created.

The origins of e-government in South Africa can be traced back to the recommendations made by the Presidential Commission on the Transformation (PRC) of the public service (1998). They recommended that the role of ICT in government should be clarified and strengthened through development of a national management strategy (PRC, 1998:9). The PRC also recommended that government should now seriously consider to completely move to electronic communication.

The first governmental response to these recommendations was the establishment of an autonomous State Information Technology Agency (SITA) via the State Information Technology Agency Act, 1998 (Act No 88 of 1998).

SITA's role is to provide ICT systems, software application and maintenance of all ICT related services to government, and to promote the use of technology in government (Section 7 of the SITA Act). SITA also has the responsibility and duty to streamline existing technologies and implement new systems in all government departments. Another important player in this field is the Department of Communications (DoC) which is under the control of the Minister of Communications, who is politically responsible for all electronic communications policies and strategies in government (Government Gazette, 2008). The Government IT Officer's Council (GITOC) is another player that serves as an advisory body to the Minister of Public Service and Administration in all ICT related issues.

The main instrument of the South African government's e-government policy is the national governmental gateway portal. This portal enables access to all governmental services. In addition to the national governmental portal, all nine provincial governments have their own integrated portals, and this indicates that something is being done with respect to e-government service provision in South Africa.

A number of South African government institutions have embarked on several e-government programmes, policies, regulatory frameworks, and ICT infrastructures as part of the government's effort to enhance service delivery to its citizens. The government has a web portal branded "Batho Pele Gateway" which provides information on government services and other information on legislation and policies (Ferrero & Morris, 2002).

There is also E-Cadre, a project of the South African Post Office (SAPO); the project aims to use ICT graduates as volunteers in educating the public on the use of ICTs (Department of Communications, 2008a). Other projects include the Home Affairs National Information System (HANIS) the South African Social Security, and Integrated Justice System (IJS).

The key legislation for e-government is the Public Service Act of (1994) and its amendments, the act provides for the establishment of norms and standards relating to e-government in the public service (DOC, 2004). After this Act a number of policy measures have been identified as critical in creating the enabling environment for the implementation of e-governance (Visser & Twinomurinzi, 2008:22), such as:-

The Promotion of Access to Information Act (PAIA), Act 2 of 2000, enables the constitutional right of access to any information held by the state and any information that is held by another person, and is required for the exercise or protection of any rights.

The Electronic Communications Transaction Act, Act 25 of 2002, provides the regulatory framework within which e-Government services are performed and promotes electronic communications and transactions with public and private bodies, institutions and citizens of South Africa.

The Public Service IT Policy Framework (DPSA, 2001), provides the structure within which government could implement and develop its e-Government policy

The Electronic Communications Act, 36 of 2005, the Act made it possible for the establishment of a Universal Service and Access Agency of South Africa (USAASA). This agency was mandated to ensure that everyone, citizen, business has equal access to ICT. The Act aims to ensure the transformation of the telecommunications industry in South Africa by promoting and facilitating the convergence of telecommunications, broadcasting, information technologies and other services contemplated in this Act.

The Public Service Act, 103 of 1994, The Public Service Act, by way of Chapter 5 of The Public Service Regulations (RSA, 2003:60), makes provision for the management of information technology within an electronic government mode of service delivery. Collectively all these policy frameworks provide transparency, accountability and good governance in acquiring ICT. The role of the e-government policy is to enable co-ordination and the consolidating of all governmental efforts on information technologies across all the three-spheres of government for greater impact and enhancement in the delivery of services (Visser & Twinomurinzi, 2008: 36).

The policy seeks to place citizens in line with the Batho Pele principles and also to improve accessibility and quality of services. However having contributed to this all these policies seem to lack the right administrative tool that will enable efficiency, and create value to the people, hence the focus of this study, which seeks to test the role of electronic service delivery in improving service delivery in SASSA.

3.7 CONCLUSION AND DEDUCTIONS

From the above discussion, it can be concluded that it is a Constitutional and international obligation for the state to provide social security to its citizens. It is clear from these values and principles that the supreme law of the country is committed on the aspect of service delivery to the people by means of a transformed and responsive public service. Therefore, the Public Sector entities and individuals working within them should, demonstrate a strong commitment and respect to the rule of law, as well as compliance with all relevant laws.

It can be deduced that the South African government is making a significant effort in putting in place all necessary regulatory frameworks and ICT infrastructure that can facilitate implementation of programmes and projects that can enhance service delivery to its citizens. South Africa has already laid a sound foundation for effective e-governance as excellent policies have been put in place, which clearly indicates that the concept of e-governance has moved away from a question of whether it is important, necessary or needed, to the point where policy-makers are already planning how best they can make it happen. This is significant in the administrative law framework that has proved to be highly and immensely useful in challenging the unlawfulness of government decisions and public officers' decisions in an effort to hold them accountable.

The following chapter introduces the unit of analysis and case study background which, in this study, is the SASSA Alice local office in the Eastern Cape.

CHAPTER 4

CASE STUDY BACKGROUND

4. INTRODUCTION

The South African government has a duty to promote the democratic values and principles enshrined in the Constitution; this is believed to, in turn, create good governance (Ranga, 2007). Since the inception of democracy in 1994, the social protection system has been re-designed to meet the country's Constitutional mandate that promotes social and economic justice and address the legacy of the apartheid past (Presidency, 2010). This mandate was given to SASSA as a government agency to ensure the provision of comprehensive social security services to the vulnerable and deserving citizens; this was to be done within the Constitution and legislative frameworks.

The chapter takes, as its point of departure, on a general discussion of the background of the South African Social Security Administration, followed by a brief description of SASSA as the unit of analysis and its mandate. The chapter concludes with a brief description of the types of services rendered by SASSA, with particular focus on the re-registration project and the biometric electronic payment system as a case under study.

4.1 THE BACKGROUND OF SOCIAL SECURITY IN SOUTH AFRICA

After the unification of South Africa in 1910, the union government developed a social assistance or welfare policy, and the responsibility of administering social assistance was given to the Department of Social Welfare at the various provinces (Stydom 2006:18). Unfortunately, the social security in South Africa has a dark history filled with discrimination. The provinces distinguished between races when providing assistance, aiming primarily at the lives of whites. In 1944, a government committee proposed that blacks should also access the same benefits as other races, however, this proposal was never implemented until 1994 (Samson et al, 2002:21).

The birth of a new democratic South Africa in 1994 was celebrated with much pride and happiness by all citizens, particularly the black majority who were denied social and economic rights. When the ANC (African National Congress) came into power, a number of social security legislations had previously not afforded protection to certain categories of people, hence they needed to be regulated. This was not easy as a number of problems were encountered in the delivery system because of the discriminatory nature of the system that existed. The ANC government was now faced with the challenge of implementing and giving meaning to the mandate, in the new (1996) Constitution, that “everyone has the right to have access to social security, including those unable to support themselves and their dependants, appropriate social assistance” (1996 Constitution of the Republic of South Africa, Section 27(1c)). The starting point for the new government was to transform the public service in order to align it with the country’s new vision. Hence, the social protection system was redesigned to meet the country’s constitutional mandate.

4.2 CURRENT SOCIAL ASSISTANCE PROGRAMMES

In 2005, it became a national government function to address some of the service delivery challenges especially in the dealing of the approval, payment, and possible fraud and corruption in the system. A national government agency was established to implement and administer social grants (SASSA); it was monitored by the national Department of Social Development (DSD). SASSA was created to promote efficiency and improve service delivery in social assistance system by improving coordination and raising administration standards (Van der Berg; 2007: 491). SASSA was given the mandate to distribute grants and ensure that government pays the right grant amount to the right person.

The adoption of the South African Social Security act of 2004 and the amendment of Social Assistance Act 2004 paved way for a more professional focus towards service delivery to the social grants. The agency inherited pay points from nine provincial departments of social development, with very poor conditions and inhumane conditions which undermined the dignity of beneficiaries. However, today, the democratic government has tackled the restrictions of the social system in a number of ways, and this has been enabled by the introduction of a new Constitution (1996).

It is a Constitution that makes equality before the law a basic human right, particularly access to social security and social assistance (Stydom; 2006:20). Today, over 16 million people receive monthly income support through SASSA; this is testimony to government commitment to regulate poverty especially to the poor and vulnerable society (SASSA report, 2012/2013).

4.2.1 Social Assistant Grants

A variety of social assistance benefits are now provided under the social grant system. All social assistance grants disbursed by SASSA are subject, in addition to eligibility conditions such as age, citizenship/ residency, to the means test which varies from one grant to another (ISSD; 2012). They are provided as a matter of right, as long as the person is or remain eligible for the grant in question:

- **State Old Age Pension (SOAP)** which provides support to retirement aged men over 65 and to women over the age of 60; eligibility of the grant is currently based on means test;
- **Disability Grant (DG)** which provides support to disabled person (with a medical certificate which proves that the disability will last more than a year, and the person cannot support themselves due to nature of their disability and other reasons). Eligibility for the grant is currently based on a medical diagnosis assessing the percentage of disability and means-test, depending on the level of disability and on level of poverty;
- **Child Support Grant (CSG)** which provides support to families/ care giver of children from 0-7 years. However, the caregiver has to comply with certain conditions:
 - a. He /she shall continue to be the primary care giver;
 - b. The child shall have accommodation and be properly fed and clothed;
and
 - c. He/she shall ensure that the child receives immunisation and other health services

- **Foster Child Grant** which provides support to children below the age of 14 placed in the care of a person who is not their parent;
- **Care Dependency Grant (CDG)** which provides additional support to families with children below the age of 18 with severe disabilities and who are in need of full-time and special care. A medical report is needed to obtain this grant;
- **Grant-In-Aid** supports a person who is eligible for one of the grants and is already receiving a grant but needs full-time care from someone. A limited amount of money will then be paid over and above the grant or pension. The grant is not payable if the beneficiary is accommodated in an institution which receives a state subsidy
- **War Veterans Grant is** paid to people who are 60 or above who served in South African Army during the First World War and Second World War or Korea War who are unable to feed and take care of themselves due to physical and/or mental disability.

It is a fact that these grants are clearly intended only for those entitled to them. The 1996 Constitution obliges government to perform public administration in an effective and efficient way, in terms of constitutional directives and the Bill of rights.

However, inefficient administration and fraud seem to reduce the state's ability to comply with the Constitution. The summary of administrative issues faced by SASSA and its distributing partners, as identified by authors, (Goldblatt et al., 2006), (Leete & Jacobs, 2002) and The Presidency, (2006e; 33) were listed as:

- Corruption by officers administering various schemes;
- Fraudulent claims by those who are not in fact entitled to benefit and multiple grants to a single individual;
- Fraud by beneficiaries who provide SASSA administration body with incomplete, untruthful information;

- There are individuals who apply for temporary disability grants, but they continue to obtain the grants over a long period of time;
- The use of birth certificates of children who do not belong to the beneficiaries or who do not exist;
- Recipients continue to obtain grants fraudulently; “Dead pensioners” because some deaths are never reported,
- Lack of a updated system to check for identification and authentication hence fake ID books, birth certificate were used to obtain grants fraudulently;
- Cheques made out to “ghost pensioners”; some SASSA employees created ghost recipients and continue to obtain grants fraudulently; and
- Medical Doctors bribed to produce fraudulent doctor’s certificates claiming to be disabled (Pillay,2004:591)

All these are believed to have contributed to problems and errors in identifying and verifying eligible recipients on the current system; as a result the payment system was costly, cumbersome and riddled with inefficiencies.

4.3 MAIN EMPIRICAL STUDY - SASSA ADMINISTRATION IN ALICE TOWN

The study uses SASSA Alice town satellite office case study. The study focused on a government agent, South African Social Security Agency (SASSA), as it is believed that SASSA has the capacity to create more value to the society through social grants: economic value, social value (in terms of community well-being) and political value. Such an agent must take advantage of the opportunity offered by ICTs to repair its image and regain trust from the public by taking a leading role in promoting innovation and becoming the driver for high quality and best service delivery.

The reason for selecting Alice (Dikeni), a small town based in the Eastern Cape (as shown in figure 8 below), This SASSA satellite office responds to difficulties in rural areas such as Mavuso, Ntselamanzi, Nonzwakazi, Gqumashe, Gaga, Kwasamu, Ncera and Lovedale, just to mention a few.

Figure 8: Alice Town (Dikeni) in the Eastern Cape



Google Maps (2014), Imagery @2014 Terra Metrics

South Africa has nine provinces, and each province has its own provincial legislature and provincial administration. Each provincial government has various departments responsible for various aspects of service delivery, and these provincial departments are key agencies of services delivery. Even though SASSA's head office is based in Pretoria, there are nine regional offices which are accountable for the implementation of the policies and programmes that are created by head office. The regional office is responsible for giving information about newly enrolled representatives to SASSA National Officer as recruited from district and municipal offices. The area of operation of SASSA comprises 52 districts that are located in 9 regions and in total, SASSA has 221 local offices. SASSA operates at national, provincial, district and municipal levels. If certain challenges develop in the sub-offices, information is passed on to provincial and district managers who, in turn, pass the information to the head office in Pretoria.

In the Eastern Cape, there are three district offices, namely, Port Elizabeth, East London and Queenstown. East London district office is responsible for the distribution of social grants; it also has sub offices which deal with administration of grants which include: Sutterheim, Fort Beaufort and East London.

These district offices have a number of satellite offices that are closer to the people, and this includes Alice (Dikeni).

4.4 ADMINISTRATION JUSTICE IN GRANTS

Government and its agencies are increasingly recognising that good governance means government performance on the use of public resources and services that gives value to its citizens. However, despite well-articulated service delivery principles, most South African agencies are faced with a number of challenges in terms of service delivery. SASSA and its distributing partners have a major challenge of identifying and verifying eligible grant recipients. Corruption and fraud are among the high concerns of SASSA; this includes reports of the abuse of the social grant payment system by some of the service providers, beneficiaries and officials. Section 27(1) of the Constitution gives power to the state to take reasonable measures within their capacity to provide access to social security (Marhebe, 2001: 338).

4.4.1 Social grants Re- registration project

The White Paper on Transforming Public Service Delivery (WPTPS, 1997) - Batho Pele “people first” philosophy, requires a public service transformation in service delivery by improving public services, redressing the imbalances of the past, and meeting the needs of the South Africans particularly children, elderly and the disabled. This actually calls for a complete change in the way services are delivered, and this philosophy is supported by SASSA and its partners’ efforts to combat fraud by cleaning up the records of recipients in order to minimise fraudulent grant applications and reduce grant administration costs by use of the electronic system. In response to these challenges, SASSA recently modernised its administration of grants by introducing a biometric card payment system, conducting life certification, and re-registration of grant beneficiaries. The new payment system requires all beneficiaries to be biometrically registered through 10 finger prints, voice prints and a photograph. The purpose of this project is to help SASSA:

- Identify fraudulent beneficiaries;
- Eradicate duplicated data and update it to the latest and more reliable beneficiary personal database;

- Creation of an electronic national centralised database of all beneficiaries of social assistance;
- Compare data with other databases such as HANIS,PERSAL, LABOUR and GERS;
- Ensure integrity of the payment system; and
- Updating latest and more reliable beneficiary's personal data.

The beneficiaries will be required to submit their personal information such as name, address, contact number, cell, landline and alternate contact numbers. To re-register; beneficiaries will be required to have a valid South African Identity document, a child birth certificate, alternate identity document, and all old pension cards are to be surrendered (SASSA Report, 2012). Re-registration means the biometric registration of all beneficiaries, primary care givers and their children as well as all those authorised to act on their behalf (procurators). However, according to SASSA (2013 /2014 report), re- registration does not imply that beneficiaries must apply for social grants, but it is a SASSA process of updating its database of social grant beneficiaries.

4.4.2 Enrolment and recognition components

The term *Biometrics* is used to refer to any identification techniques which are based on some physical and difficult to eliminate characteristics, mostly referred to as “possible identification” which are believed to provide greater confidence and accuracy (Ahmad et al., 2012:7986). A person's unique physiological characteristic, usually the iris of the eye, fingerprints, face and voice are used to confirm their identity (Aas, 2006: 145) because biometrics' perceived value is in identity control and verification. Biometric solutions (shown in figure 8 below) are almost impossible to forge because human bodies and the information extracted from these bodies are unique tokens of identification regarded as passwords that human beings carry all times and never forget at home (Aas, 2006:146).

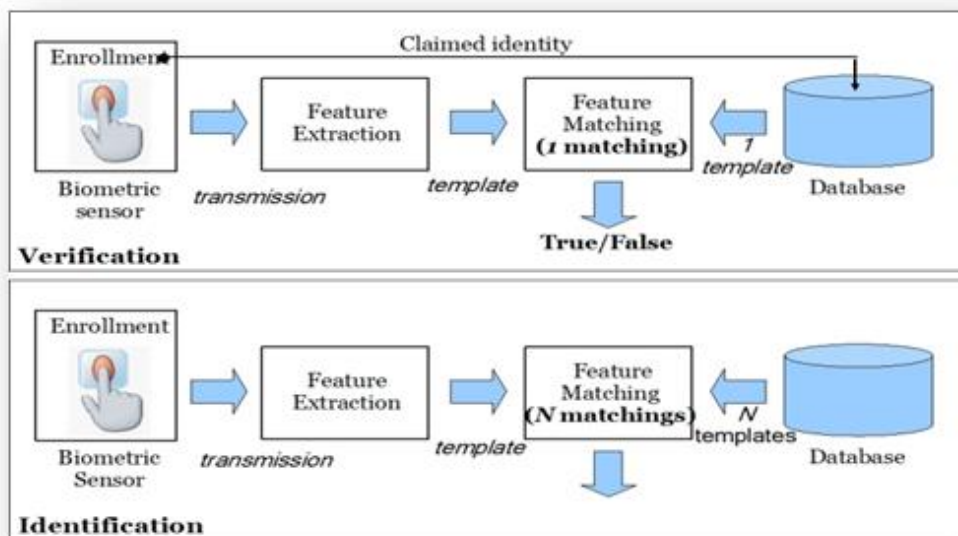
4.4.3 Biometric System's Components

From the perspective of security and data privacy and data security, biometric systems components mainly involve two phases' enrolment and recognition.

During **enrolment**, samples in the form of voice and fingerprints are extracted from an individual and then stored in the database as the individual's references.

The physical and logical access control are based on user authentication whereby an individual identity is verified through something he/she knows, something he/she has or something he/she is (El-sisi, 2009: 355).

Figure 9: Biometric system components



Source - Havighurst (2007)

The process of authentication: when biometric credentials are used for authentication (verification), the user must present his identity to the system, then the system will capture and compare them against the patterns stored during enrolment. The process validates the user's identity to ascertain the actual user (giving rights) permissions by verifying user provided evidence.

Verification/ Recognition: this makes use of a comparator module in the form of verification and user identification, it performs authentication based on "are you who you claimed to be" mode, which involves a one to one comparison to determine whether the identity claimed by the individual is true (Havighurst, 2007; 5).

Authorisation: this is a way to determine whether an already identified and authenticated user is allowed to access services/resources after which it will either be accepted or rejected.

The growth in biometrics is part of a general trend towards identity magnet and securitization of identity, which is driven by concerns about identity theft and identity fraud (Muller 2004).

According to MasterCard, a crucial feature of the SASSA biometric card is that, the technology in the card can positively identify social grant recipients using unique identities such as fingerprints, voice and other personal information, thus resulting to the point that no other person other than the approved beneficiary can collect the grant. This security measure will then ensure that no money goes to non-qualifying beneficiaries.

4.5 E-GOVERNMENT STATUS AT ALICE OFFICE

SASSA Alice office was also hard hit by a number of challenges, the system had remained largely manual and lacked integration, as number of beneficiaries receiving grants from this office had grown significantly, and this had increased the workload of staff. Alice office, and the community benefited hugely from SASSA's decision to re-engineer and simplify the application and payment system, through the introduction of e-government.

The re-registration of existing beneficiaries, from the old system to the new system was closed in 2014. All the beneficiaries now hold and use the SASSA branded MasterCard, which contains their biometric details to ensure authenticity and security. The mass enrolment of all beneficiaries using the latest biometric technology, is now enabling SASSA Alice office to verify, and ensure that all beneficiaries in the system are still alive and no one can claim the money on behalf of a deceased beneficiary. Fraud and corruption was reduced, making sure that money is rightfully paid to the right recipient, the database was cleaned up, everyone with the right to receive grant was biometrically re-registered. The new system has enabled this remote SASSA office to immediately, check and verify beneficiary's data with other government agencies such as SAPs, and Home Affairs.

E-government has improves service delivery at Alice office, the humanitarian way people in remote villages currently get their grants is commendable. The new system has enabled Alice office to change the way they used to issue money to their clients.

Beneficiaries can now access grants through a number of collection channels across the country; designated cash pay points, point of sale, banks, and merchants meaning no more winding queues.

The system has simplified a once complicated and costly process, by weeding out redundant processes and increasing efficiency, saving time, effort and money. However, the biometric registration system will continue for the new beneficiaries who will be added into the new database as they are enrolled. Judging by the quality of change and improvements, in administration, office space and the payment of social grants at this office, SASSA has positioned itself well in terms of using e-government as a tool to improve service delivery.

4.6 CONCLUSIONS AND DEDUCTIONS

The goal of government agencies is to create public value as explained by Moore & Khargram and to determine what constitutes public value and to act to produce it. From the discussions, it can be argued that SASSA acknowledges that service delivery improvement is a pressing priority issue. However, it can also be argued that neither the reform of the bureaucratic system advocates of Batho Pele nor other service delivery alternatives, alone, can provide an answer to efficient and effective service delivery. The study aimed to find out if the re-registration processes and the introduction of the new system that has taken place can be seen as a panacea for challenges of maladministration, corruption and fraud in SASSA.

The following chapter will present and discuss the research methods and design used in this research.

CHAPTER 5

RESEARCH DESIGN AND METHODOLOGY

5. INTRODUCTION

This chapter presents the research approach, design and methods used to address the research problem as outlined in Chapter One. This research project sought to find out which e-governance/ICT initiatives are currently being used to increase accessibility of services, and create public value, with the focus of the new biometric payment system at SASSA Alice office. It is anticipated the information to be collected will consist mainly of words therefore, qualitative methods will be used. In this chapter the following aspects will be discussed, Research design, Data collection Methods, Data Analysis and Ethical considerations.

5.1 RESEARCH DESIGN AND METHODOLOGY

Welman et al. (2005:52) define research design as “the plan according to which we obtain participants (subjects) and collect information from them.” They further explain that a research design consists of a plan, a roadmap, that allows the researcher to test the validity of his/her hypothesis or answers to his/her questions.

The research design for this study is a descriptive/explanatory case study, which is defined by Kumar (2005:113) as “a thorough analysis of an individual case”. A case study focuses on one instance of some phenomena to be investigated; this study used simple qualitative and descriptive approaches in gathering data from the Social Security Agency in Alice, which was used as a unit of analysis. All relevant data to the case was collected and organised in terms of this case study.

5.1.1 Qualitative Research Paradigm – and quantitative analysis of financial and fraud aspects

Maree (2007:31) contends that the qualitative methodology investigates the *why* and *how* of decision-making, hence smaller but focused samples are suitable rather than large samples. The qualitative research designs rely on data-gathering designs such as questionnaires, interviews and content analysis of documents.

In this study, qualitative methods were used because the research is more descriptive, and it is, therefore, most appropriate in contexts representing real world settings or situations which are not experimental. Quantitative analysis, in terms of fraud and financial aspects, was also used.

5.2 DATA COLLECTION METHOD AND PROCEDURES

Kumar (2005b:212) states that there are two major approaches to gathering data, namely, the secondary and primary data collection methods. Sometimes, data required is already available and need only to be extracted. This method is classified as a secondary data source. However, there are times when data must be collected, and this becomes primary data, as obtained through using methods such as observations, interviews, and questionnaires. In this study, the idea was to create a questionnaire that could be self-administered by the respondents, but which would still provide internal consistency for instrument reliability, as well as validity.

5.2.1 Documents/ Desktop study

Documents can be treated as sources of data, as an alternative or support to observations, and as interviews. The researcher made use of the already existing e-governance documents in the public sector as well as the legal framework on the use of Information and Communication Technology (ICT). Formal records, reports, government and other publicly funded surveys were used as sources in this study.

In addition, a number of government websites such as South African Government online: www.gov.za, www.info.gov.za, and www.sassa.gov.za were used as secondary sources of data.

5.2.2 Questionnaires

A questionnaire is a pre-defined set of questions assembled in a pre-thought order (Oates, 2006:219). Respondents are required to answer the questions, which provide the researcher with data that can be analysed and interpreted. Questionnaires are also defined by Babbie & Mouton (2004: 273) as documents containing questions and other types of items designed to solicit information appropriate for analysis. Open-ended questions were chosen to enable respondents to fully express their views and to give detailed and precise information.

The researcher hand-delivered the questionnaires to the SASSA Alice Local Office so that targeted respondents (such as system administrators and the branch manager) could complete these in their own time. A period of five working days was given to the respondents to complete the questionnaires.

5.2.3 Interviews

Oates (2006:186) defines an interview as an arranged conversation between two people, with a purpose of extracting some information from the other. Interviewing is the predominant mode of data or information collection in qualitative research. The researcher made use of questionnaire based interviews as an additional data collection method; this decision was influenced by the nature of the study, which calls for discovery. Semi-structured interviews were used, and detailed questions were read out to the thirty purposively selected social security beneficiaries. Appointment for the interview to the manager was arranged earlier by means of telephone calls, and a list of questions in the area of discussion was sent to the interviewee in advance in order to avoid taking too much of the interviewees' time. The researcher also interviewed a few customers/ SASSA beneficiaries in order to hear the public opinion about the system.

5.3 ENSURING INSTRUMENT VALIDITY AND RELIABILITY

According to Oates (2008:227), a good researcher should consider a questionnaire's content validity and reliability. To ensure validity and reliability of the questionnaire, the researcher made sure the questionnaire covered all aspects needed to generate data. The researcher made sure that the questions were objective, unambiguous and specific. To test and check on these, a pre-test on the questionnaire was done on a number of fellow classmates picked randomly for a pilot study.

5.3.1 Ethics and principles of good research

In every discipline, it is considered unethical to collect information without the knowledge of participants (Kumar, 2005b:212) therefore, the participants' expressed willingness and informed consent is very important. The researcher made sure that all ethical issues were observed during the process of seeking and collecting data. They are basic principles established by a discipline or institution so as to guide the researcher when doing research with human beings (Kumar, 2005b:57) in order to protect the human rights of the participants.

According to Gail (2002), if research is to be useful to managers, policymakers, participants and citizens, then the work must be honest, objective and fair. In this study, the researcher was guided by the prescribed University of Stellenbosch code of conduct and obtained ethical clearance before the beginning of the research from both the University and SASSA. The researcher made sure that these important principles of gaining access to research were adhered to.

5.3.2 Informed Consent

In this study, the researcher made sure that the rights of participants to participate voluntarily and with informed consent was respected. Kumar (2005b:212) stipulates that in every discipline and in any study conducted, it is considered unethical and against the rules to collect information without acknowledging the participants. In this research, approval from interviewees was of high importance and was obtained following the professional and ethical protocols approved by the University.

5.3.3 Confidentiality

According to De Vos et al. (2005:61), protecting confidentiality means handling information in a confidential manner. A violation of privacy occurs where a researcher discloses information of their participants and shares the data obtained in the course of the process of research with other people without prior permission from participants. In this study, confidentiality and anonymity was assured to participants, and the researcher made sure that the questionnaires were kept confidential and participants' names and details remained anonymous.

5.4 STATISTICAL TECHNIQUES/DATA ANALYSIS TECHNIQUES

Quotes (2006:266) describes qualitative data as all non-numeric data – words, images, sounds found in interview tapes, company documents and questionnaires. In this study, the main type of data or evidence anticipated was textual; therefore qualitative data analysis was used. The researcher considered graphs and tables as the best way to summarise large quantities of raw data. Graphical descriptions were used to present data in terms of charts, tables, summaries of data collected from SASSA and randomly selected grants recipients.

5.5 CONCLUSIONS AND DEDUCTIONS

This chapter discussed that the research design consist of a number of stages including, collecting data, interpreting data and evaluating data. Research design and methodology is composed of a number of stages to be followed and each of these stages must be planned in such a way so as to maximize the validity of the research findings. From the discussion in this chapter, was established that both quantitative and the qualitative researchers aim at obtaining valid and reliable results. While quantitative researchers focus more on reliability, qualitative researchers are concerned with understanding and meaning making. It can be deduced that what is most important in a research design is to select those methods and techniques which are appropriate to the research goal.

The following chapter discuss the research findings from the data collected from field of study.

CHAPTER: 6

PRESENTATION OF RESEARCH FINDINGS AND RESULTS

6. INTRODUCTION

The purpose of this chapter is to present the research findings and results gathered in this research. The South African Social Security Agency in Alice Town was selected as the case study. The reason for selecting SASSA Alice Town was that the researcher was from this part of the town, this public service agency is located in the area, and it was easily accessible for the purposes of data collection. After data was collected, the next step was to analyse data to test and answer the four objectives of the study: E-government as a tool for service delivery, the assessment of the re-registration program, analysis on the new biometric payment system and the Public Value created by this new system/innovation.

6.1 DEMOGRAPHIC DETAILS AND SAMPLE OF RESPONENTS

Due to the small size of the staff at the SASSA Alice local office and the level of administrative work involved, fifteen questionnaires were distributed to the department to be filled and returned for analysis and presentation. The respondents included all administrative officials from both back and front-line offices, supervisors and the manager. From the fifteen questionnaires distributed, twelve were completed and returned. The study also included the views of a few service recipients of the SASSA Alice office; a total of thirty participants (all SASSA beneficiaries) were selected randomly and interviewed. The population sample varied in terms of age, experience and area of specialisation. The researcher used questionnaires and guided interview questions because the researcher knew exactly what data is required and how to best extract the information as outlined in the study objectives.

From the general questions asked, the results imply that most of the interviewees from SASSA range from seven months to ten years of experience in the organisation. The public opinion was from the thirty members of the public who were interviewed.

Every research aim and objective of this study as stated in chapter one, was answered. The following findings and analysis shows the feedback obtained from these participants:

6.2 ADMINISTRATIVE FEASIBILITY OF ALICE LOCAL OFFICE DURING THE RE- REGISTRATION PROCESS.

The **first objective** of the study was to understand more about the SASSA re-registration process which kick started in March 2012. Biometric re-registration programme was a process of creating a new database for all social grant beneficiaries including new and old. The following questions and interviews were carried out to understand how Alice office handled the process, the challenges faced the success of the project and the views from the beneficiaries.

6.2.1 Branch Manager Alice Office: - Would you explain what prompted for this process and the implications to the beneficiaries? How did they respond to this call to re-register? (Appendix A)

The question was meant to question the operational capacity of SASSA Alice Local office during re-registration, how prepared they were for such a huge project. In terms of sufficient skills, tools and the administrative capacity to achieve the desired results. The Alice office manager, was interviewed and she explained in detail (*captured verbatim below*) how the office experienced during the project:-

Purpose: - The re-registration project was initiated by our goal as SASSA to ‘Pay the right grant, to the right person, at the right time’. It was initiated to ensure standardisation in service delivery. SASSA management felt that the system needed to be updated, and review some of the questionable payments. All existing beneficiaries were re-registered in order to root out fraud and corruption in the payment of social grants.

SASSA called for all beneficiaries to come over and biometrically re-register, to enable a smooth transition of old beneficiaries to the new system. The main aim was to validate the life existence of the beneficiaries who were already in the system, and capture latest personal information of all beneficiaries, in order to erase duplication, identify fraudulent beneficiaries and create an authentic national database.

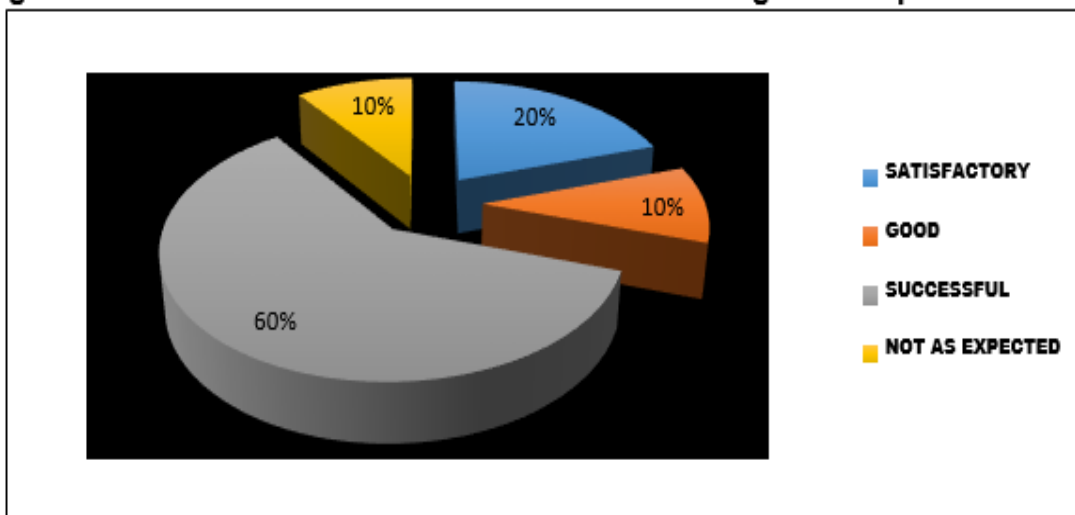
The manager’s report on the re-registration process and how the public/beneficiaries responded:

The public/beneficiaries responded very well to the call from our office to come and re-register. Generally the re-registration programme was a huge success because, after the exercise we discovered that a number of people who were in the system were receiving grants they are not entitled to. Some had purposely lied about their income, employment status and health in order to receive grants, others were receiving grants due to some administrative error, fraudulent payments and ghost payments. However, at our office the drop in beneficiaries is not as significant as other offices, but we are satisfied, about the information we got from the public and their cooperation during this programme.

6.2.2 Officers at SASSA Alice office were asked: - What are your views about the re-registration process at Alice office, do you think it was a success or not. (Appendix B)

The researcher also wanted to hear SASSA staff experience, during re-registration, how the programme was carried out and the response they got from the public as beneficiaries of the whole project.

Figure 10: What do Alice Office staff think about re-registration process.



Feedback from SASSA Alice staff: On this objective the staff responded through the questionnaires distributed to them.

60% of them are of the opinion that the whole process was a worthy investment in making everyone's life easier, and ensured that SASSA grants are paid to the right recipient. They think that the re-registration process was a success. Most of them elaborated by explaining why they considered it a success. All beneficiaries, primary care givers, and their children as well as their procurators were re-registered.

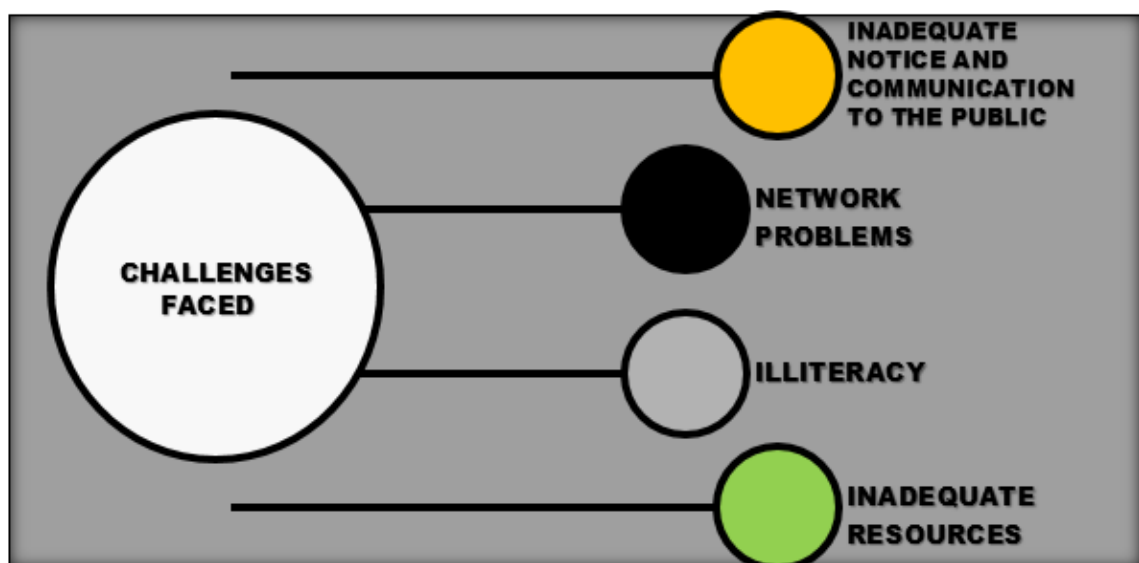
New applications were also registered in the process, including those who were previously paid by Allpay through ABSA Bank. Voice prints were collected during re-registration and stored for future reference. Mobile teams were deployed to institutions to verify the existence of the beneficiaries.

However, 20% of the staff felt it was satisfactory, 10% rated the process as good and the other 10% had a feeling that it did not go as it was expected because of a number of challenges that were faced along the way.

6.2.3 What are the key challenges the Alice Office confronted during the re-registration process? (Appendix A & B)

Despite great expectations and achievements, the Alice office manager and her staff highlighted a number of challenges they faced during the re-registration process, these are shown in figure 11 below.

Figure 11: Challenges faced by Alice office during the re-registration



The officers indicated that network problems was a huge challenge to Alice Office, the fact that the system had to feed data to the main database from the various registration points made it difficult to keep the system connected. The manager, explained that this attributed to the nature of the environment and communities Alice office serve, some areas are remote and far from the office.

However, even though the level of literacy of beneficiaries was part of the challenges, it was not very complex as they had enough staff to help and explain to the illiterate beneficiaries in their comfortable language.

They all highlighted inadequate resources like vehicles for home visits to re-register the frail and old aged, network problems and technical issues on the equipment that was used to capture data as some of the most critical challenges faced during re-registration. One of the staff members reported that he felt that there was a need to educate and inform beneficiaries prior to the exercise on the technicalities behind the data extracted from them (simulations, not just verbal communication campaigns considering the literacy levels of some of the beneficiaries). Others also thought there was inadequate communication and notice to the public prior the exercise.

When faced with this question, the manager explained that the cell phone text messages (SMSes) system which was used to communicate with the beneficiaries about their appointments for re-registration was inadequate.

As a result some of the grants had to be discontinued/stopped for a certain period in order to prompt for a response from the recipients.

The results of the study indicate that the Alice office under-estimated the volume of work that was to come with this exercise. They under-estimated the level of remoteness of areas Alice office serve, as this contributed heavily to the challenges, in terms of poor roads and network. The study findings are in line with Moore (1995) who claims that in order to create value, necessary resources and capacity must be available in the organisation, and these resources must work together to create public value.

6.2.4 Beneficiaries' views on the re - registration process

The research looked at the views of the public, who are the beneficiaries and customers of SASSA Alice, to hear from their angle what they think about the re-registration process.

Most of the respondents, were existing beneficiaries who had to go through the re-registration process, which required their biometric information. A typical response from one of them was reported verbatim as below: -

***Primary caregiver:** - one of the primary caregiver gave an example of her situation where she could take care of three grandchildren, from two of her daughters. Their mothers would take the grand card with them to Cape Town and use the money for their own purpose, while I struggle to feed their kids, who are supposed to benefit from this grant. I am happy now SASSA allowed me to bring the children with me to register them, as their primary caregiver, now I have the card I can feed, pay school fees and transport for them.*

However, despite the hiccups, it can be concluded that the re-registration of beneficiaries at SASSA local office was a success. The biometric re-registration, enabled Alice office to create a database for their clients which allows them to know they are paying who, where and how. The findings indicate that it was well received by beneficiaries, particularly the primary caregivers who were given the right to register the children under their care, despite the absence of their biological parents.

These findings are consistent with the SASSA Act of 2004 which states that SASSA was created to promote efficiency and improve service delivery in the social security system. According to the Act, the institution is expected to improve coordination, raise administrative standards, and reduce administrative costs among other initiatives.

6.3 THE PERCEIVED ADVANTAGES OF TECHNOLOGICALLY FACILITATED TOOLS ON SERVICE DELIVERY (E-GOVERNMENT).

The **second objective** of this research was to 'explore the role of e-government in improving service delivery in SASSA and public service as a whole. To test this objective, the following questions were asked to SASSA Alice staff.

6.3.1 Do you think there is need to use e-government in improving service delivery?

The question was meant to hear the views of Alice staff about what they think about the idea of using e-government as a tool to deliver service to the citizens.

Of the twelve officials in Alice who responded to the questionnaire, ninety percent (90%) were of the view that there is a need to use e-government in improving service delivery in public service, especially in SASSA. The responses indicated that all of them considered the use of e-governance in improving service delivery as very important and were all of the view that ICTs were very effective in delivering service in assisting and improving service delivery.

Figure 12: SASSA Alice staff's views on use of e-government



In her response the manager supported the use of e-government innovations, stating that these innovations are helping the organisation meet citizen's demands more efficient, saving time and money for both SASSA and the service recipients.

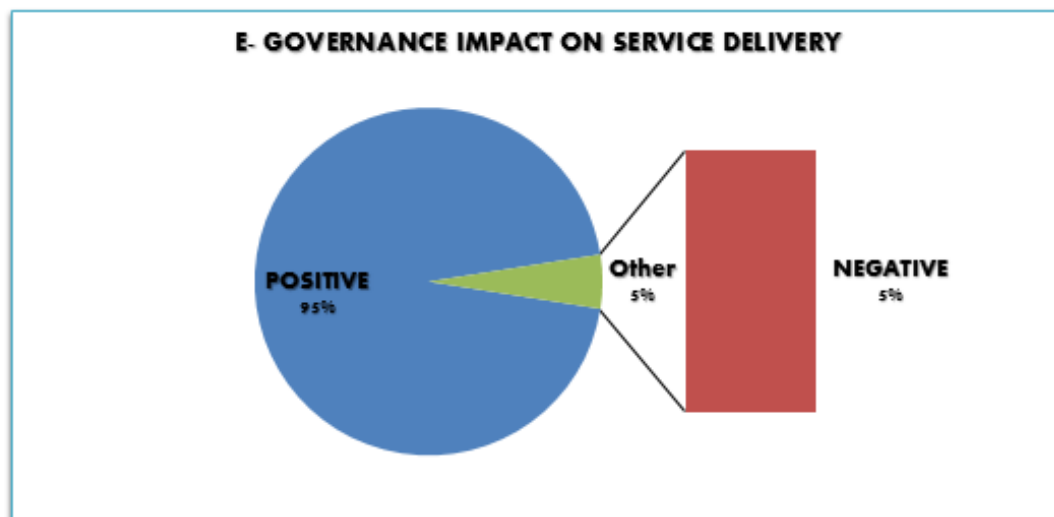
These results showed that e-governance was deemed necessary for the improvement of service delivery at SASSA Alice office. However, it can be concluded that those who did not see the need, that is the ten percent (10%) of the respondents, could be among those who could not understand the term e-government, due to their positions/levels in the organisation.

The results of the findings are consistent with Visser & Twinomurwizi (2008) who highlighted that e-government has the potential to improve transparency in process, and impress accountability for outcome.

6.3.2 What would you consider to be the impact of e-government on service delivery?

Alice staff were asked what they would consider as the impact created by ICTs on service delivery, particularly at SASSA.

Figure 13: Impact of ICTs on service delivery



Overall, respondents saying e-governance has a positive impact on service delivery, in terms of accessing services were far greater than those saying it has a negative effect.

Among the service recipient respondents interviewed, ninety-five percent (95%) of the respondents indicated that e-governance was a key enabling tool with a positive effect on service delivery and in turn, creates public value. The five percent (5%) who somewhat viewed the effect of e-governance on service delivery as negative tended to cite the issue of eliminating the middleman and the traditional face-to-face contact with the clients. It can be concluded that e-government has a positive story to tell in relation to the impact it has in creating public value. Operating public organisations in an effective manner creates public value, which then make the delivery of quality services an important source of public value.

The results of the study are consistent with Berman, (2008) who argued that conducting public transactions electronically makes it possible to eliminate the physical presence, waiting in a queue and going through multiple offices filling paper work.

6.3.3 What other service delivery channels are still used by SASSA Alice Office?
(Appendix B)

In response to this question Alice staff listed a number of other ICT tools/ mechanisms that are still used by SASSA to communicate and deliver services to its customers.

Table 14: Delivery channels

SERVICE DELIVERY CHANNELS	CONTACT
Cash Paypoints	Designated Paypoints
Anti Fraud	0800 701 701
Toll free	0800 60 10 11
Customer Service desk/ help desk	0800 60 01 60

One of the administration staff pointed out that: most of the grant recipients like to use the helpdesk telephone facility, because its free, it's a central point where you can choose which language you want to use in order to put forward your request, questions or complain.

The service is very efficient and friendly since the person on the other end does not know you and cannot see you so he/she cannot judge you. Because of this they are assured that they will get a fair attention and help since their conversation will also being recorded.

The findings as shown in table 14 above, indicate that ICT tools used include Pay points, ATMs, SMSes, toll free calls, Help desk line and the Website. These tools help SASSA to provide services that, for years, were delivered only in person or by mail. These innovative technologies are helping the department to meet citizen's demands more efficiently, thus saving time and money for both the department and the service recipients. It also indicates that both the beneficiaries and staff are happy with the other channels available.

These findings are in line with literature presented in chapter two of this paper where O'Flynn, (2009) argued that ICT tools can cut through red tape and associated opportunities for discrimination and harassment and enhance access to public information and services, leading to greater transparency and equity.

When analyzing these findings it however, indicates that the department still has to figure out how citizens and service users want government to communicate with them and by being exactly where citizens are. The department should, thus, adjust its practices accordingly and find more tools to reach the citizen since the styles of communication seem to be shifting more towards the use of social media such as Facebook, Twitter and WhatsApp.

Overall the findings for objective two indicate that the majority of staff appreciates the use of ICT, innovations in service delivery as a way of improving service delivery. The majority agree that ICTs have a positive impact to service delivery as it tend to eliminate the middleman, which then save time and money.

6.4 TO IDENTIFY AND LEARN MORE ABOUT THE NEW SASSA BRANDED MASTERCARD AND THE TECHNOLOGY BEHIND IT

The **third objective** of the study was to find out more about the new biometric Payment System and the technology behind it. All beneficiaries were issued with this permanent SASSA branded biometric smart card that is endorsed by MasterCard.

A digital certificate is generated to confirm proof of payment and confirm amount credited. The SASSA smart payment card comprises an embedded chip that contains beneficiaries' biological information and a secret pin. The card verifies proof of life in terms of eligibility and authenticity, which means only authorised persons/users can access the money.

Users' identity is verified by something the card holder is or has, something that allows personal authentication, biometric authentication that cannot be shared, lost, duplicated or stolen. More of the physical features of this biometric MasterCard is presented on figure 15 below.

Figure 15: SASSA MasterCard



Source: (SASSA Report 2013/ 2014)

From the data gathered, the study found out that the crucial feature on this card is its ability to positively identify the social grant recipient using unique identities such as fingerprints, voice and other personal information. The card has a Unique Electronic Payment System (UEPS) that helps to identify the cardholder by means of voice and finger print recognition, and this is shown in figure 15 above.

The ICT administrator further explained the technology behind this card: when we issue out this card to the authentic beneficiaries, not all cards are set with a pin.

The beneficiary have a choice, one may opt to only have a finger print biometric security or a pin to authorise withdrawal or payment of cash from the account at cashpoints, beneficiaries are requested to place one of their finger-points on the scanner at designated shops, and the cashier will request the cardholder to place his/her finger on the biometric scanner or punch the secret pin. However, at pay points one can only use fingerprints, not a pin.

This modernisation allows state operations costs to be reduced and new public services to be offered, thereby increasing the transparency of the administration process.

Table16: Security measures

ACCESS TO SASSA Grants	SECURITY MEASURE	COST
Automated teller machines (ATMs)	Secret Pin	Normal banking charges
SASSA Paypoints	Finger Print	Free
Authorised Supermarkets Boxer, Pick& Pay, Checkers, Shoprite and Spar (anywhere in the country)	Pin or Finger print Can buy/withdraw	Free Free

The results of the study show that a number of security features on the card are very restrictive and confidential. The card allows for finger, palm verification and voice recognition as a security measure which ensures that the grant money is paid to the relevant beneficiary at all times. The results are in line with Aas, (2006) as highlighted in the study, who observed that biometric solutions are almost impossible to forge because of the human body information, which is a unique token of identification that can be relied on as passwords.

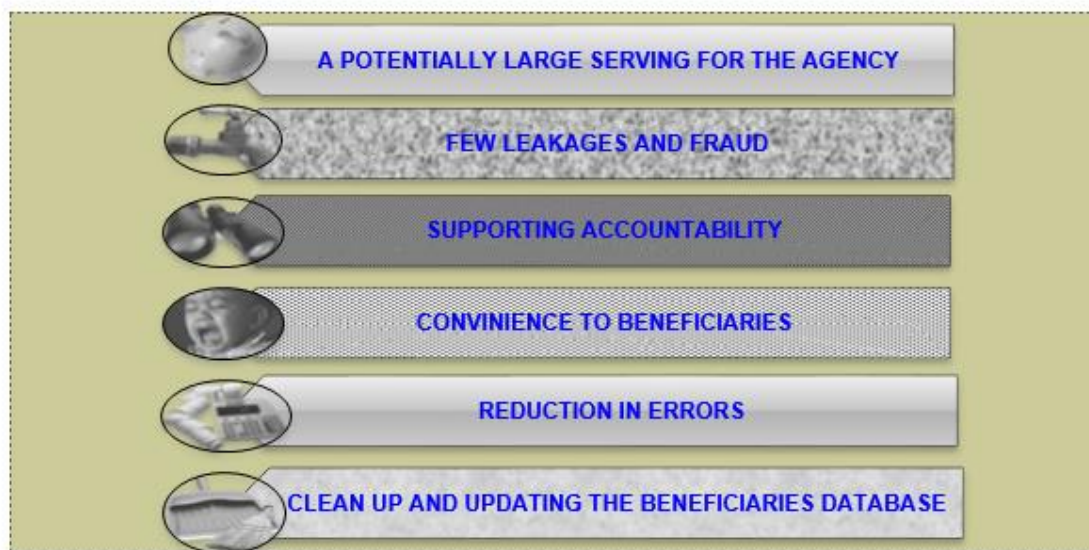
Furthermore, the study findings are consistent with the European Commission Report (2010) highlighting that ICT initiatives provide an opportunity to re-design and modernise state organisations and procedures.

6.4.1 What are the anticipated savings (outcomes) with the adoption of this new technology? (Appendix A & B)

The manager explained that the direct economic cost of corruption is huge, and the impact of such behaviour is primarily felt by the poor. With the adoption of this new payment we anticipate a number of improvements in the system.

However, the model needs to be supported by effective administration and management system, to ensure we pay the right grant to the right person at the right time. The findings on this objective and question is presented on figure 17 below.

Figure 17: Anticipated improvements



The figure 17 above, summarises the benefits and improvements, which were anticipated with the introduction of the re-registration and the new payment system. The study results, also indicate that most of them have been realised, immediately and some can only be measured and achieved in a long-term.

6.4.2 The manager was asked: Is the organisation already reaping the benefits of this new payment system? (Appendix A)

The Alice local office manager responded as follows: The new payment system has allowed SASSA to implement extreme measures in place to ensure that only qualifying grant recipients are authorised to receive one of the seven grants SASSA offers. Judging from these current security measures and improvements in payment of social grants, the new payment system promises to eliminate fraud within the system. The current payment solution is much quicker, safer and more convenient.

SASSA is already reaping the benefits of this new system particularly Alice Local office. We now have an effective administration and electronic payment system that can help us fight corruption among employees and social grant beneficiaries.

Beneficiaries can now spend +- 30 seconds at pay machines, and this has reduced queues and time of payment. The new biometric payment system led to termination of questionable grant recipients, some even voluntarily cancelled their grants. The number of beneficiaries dropped, and now we have the actual and authentic database which is enabling disadvantaged and deserving persons to access our services.

The manager's views were supported by a statement from SASSA CEO (Virginia Petersen) who was quoted at the card launch thus, *"by simply moving all grant payments from largely cash payments, which were costly, cumbersome and riddled with inefficiencies, to electronic payments, the new system has already saved SASSA a considerable amount in grant administration costs. Previously the transaction per grant was estimated at cost R33, with the new system it is now R16.44.* However, the researcher could not obtain the actual financial figures saved through this system (at Alice Office) so far, as the study focused more on the performance of the system in terms of administration and management.

The conclusions drawn from both the manager and her staff imply that SASSA Alice office is already reaping the benefits of these changes. Van Jaarsverd (2010:28) supports the notion by saying a paradigm shift must occur as a way of solving new problems when difficulties and problems begin to appear in the existing system, and when they cannot function properly anymore.

This implies that public value calls for new research/innovations and opportunities that can allow government search for best mechanisms to deliver services to its citizens. Overall, the findings on objective three, indicate that this SASSA payment card is a unique MasterCard, with crucial security features. The technology behind this card allows for either finger print or pin payment authorisation. The organisation is already reaping the benefits brought by this innovation, it is convenient to beneficiaries and supports accountability from both staff and the beneficiaries, as it verifies life and authenticity before payment.

6.5 THE PUBLIC VALUE CREATED BY THE INTRODUCTION OF THE NEW SASSA PAYMENT SYSTEM.

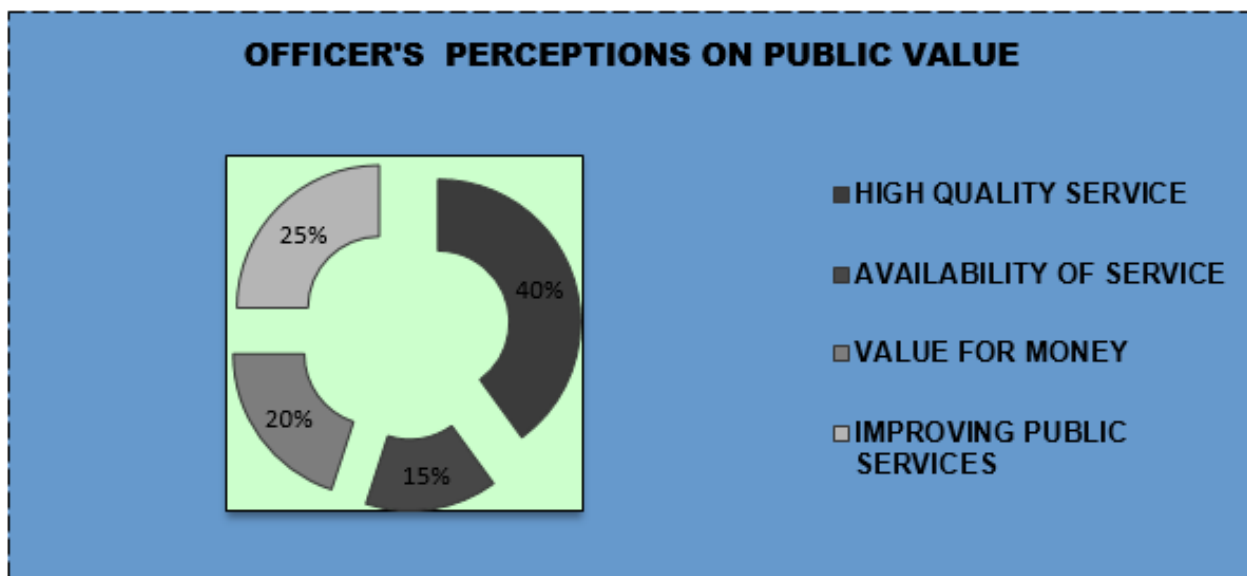
The **fourth and final objective** of the study was to find the importance citizens attach to public services such as SASSA and the value created by government through such services. The study adopted public value definition by Herinksen (2006) who defined public value as the means for transforming governance by taking necessary action to improve their service, processes and re-organisation that will lead to fast, simple and efficient service delivery to the people.

6.5.1 The officers/staff at SASSA Alice office where asked: - What do you understand about the term public value creation? And your role in creating public value. (Appendix B)

To elicit more information and views on this question, the study used the three sources of public value creation. In chapter two of this study, Kelly & Muers as quoted by Kearns (2004) identified three important sources of public value.

The perceptions and realities on this issue came out as follows:

Figure 18: Officer's views/perceptions on public value



Even though the study question had indicated the following perceptions as possible indicators, the officers did not agree on some but highlighted their opinion as indicated in the figure18 above.

Providing high quality services: The majority of officers understood public value as perceptions from the public on service delivery; they consider delivering quality services as creating public value, and the availability of service that are affordable in terms of cost, time, and money. 40% highlighted that high quality of service was the most valuable.

Achievement of desired outcomes: According to the findings, the perceptions are that the achievement of outcomes pertains to outcomes as desired by the public, where the public is able to get what they are supposed to get from the public institutions. However 25% of the staff were of the opinion that improving public services was of value to the public. 20% of them mentioned value for money, and only 15% thought the availability of services is of value to the public.

Trust in public institutions: The respondents could not link public value to perceptions on the behaviour of officials and the productivity of public officers. The value or purposes that the organisation is pursuing, and value on those that receive them.

The conclusions drawn from these responses imply that even though the officers could identify what in their opinion is valuable to the public, most of them could not identify themselves in the process, their role in creating that public value, what their purpose is as government agencies in society and the role they have to play within government offices. They could not associate themselves with the important role they play in planning and implementing public service strategies. It can be concluded that the delivery of quality public services was considered as an important mechanism for public value creation, however all the outcomes/mechanisms can be considered as strategically important.

These views are consistent with Passmore (2008) who stated that public services are distinctive because they are characterised by claims of rights by citizens, hence decisions made and resources allocated should be as desired by the public. Moreover, this is in line with Kearns (2004k) who concluded that ICTs create public value in delivering public services which fulfil the expectations of the citizens. Hence it is the public manager's duty to be able to produce something of value for their authorising environment. The results of the study are compatible with Kearns (2004) who found that public value calls for managers and staff to have a clear view about the broad objectives of public organisations for which they work.

6.5.2 What the beneficiaries/public think about the SASSA new payment system (Public opinion). Appendix C

It was highlighted by Moore (1995) that public value is also value from the citizens/public's angle - their experience of the organization, shared experience and the relationship they have with the organization. Although the main focus of the study was mostly on the administration success story, there was need to hear what the public/beneficiaries of SASSA think about the new system. To measure the perceptions on SASSA Alice Office services, their experience and expectations, the researcher had to visit the Alice Local office for two consecutive days with the aim of meeting and interviewing SASSA beneficiaries as they come to the help desk. Within those two working days, the researcher managed to interview a total of eleven SASSA customers, who were randomly picked.

In an effort to get more views and perceptions, the researcher went to the ATM pay point on SASSA grant payment dates. On that day, the researcher managed to interview ten SASSA beneficiaries at ABSA Kwantu Mall ATM and an additional nine at the Standard Bank ATM Alice branch.

This question intended to find out the public view on the new payment system, whether they understood it, and the value it brings to them. Of the thirty beneficiaries interviewed, the majority of the beneficiaries interviewed are living in the urban, formal and informal settlements around Alice Town, and villages such as KwaQumashe, Kwamelani, Nstelamanzi, Kwagaga and the Golfcourse.

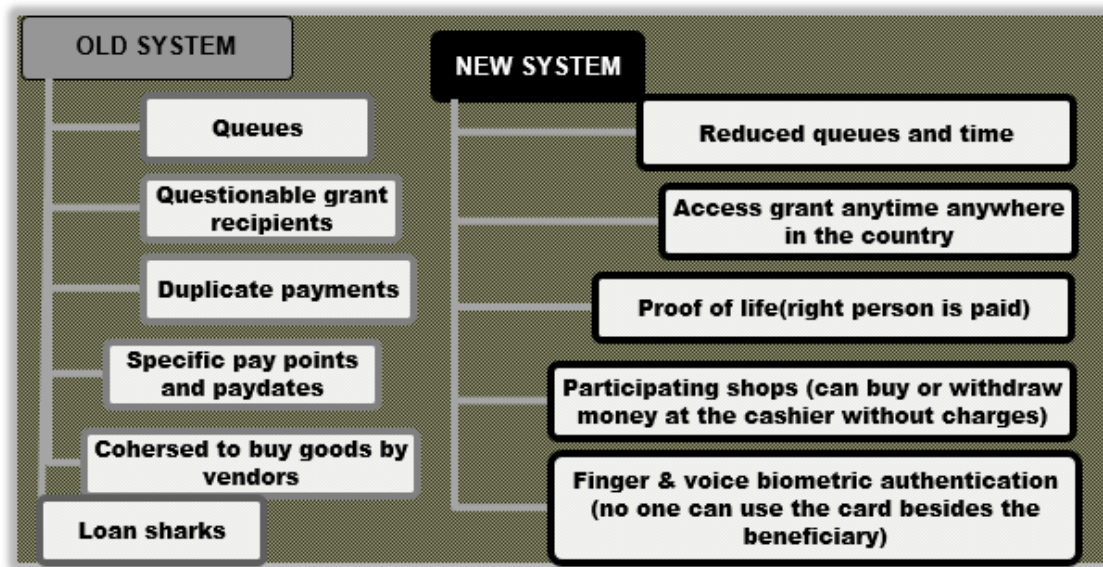
The responses from the beneficiaries and findings are presented in the following categories:

Old payment system: *Before the SASSA branded card, I could spend the whole day at the pay point, since I was required to go get my grant on a specified payday, if I happen to miss it then I would only get my money the following month. Pay points were problematic, long queues, no shelter, and no chairs to seat. People would come at the pay point center to sell their goods to us; they inflated prices exploiting us in the process. We had no choice and at times, I would be forced to buy from them to avoid time and expenses to go to town to buy.*

ATMs could run out of money in Alice town, there is no ABSA bank so I had to travel to Fort Beaufort to withdraw money. The queues will be very long we had to bribe the security to go in front.

SASSA Branded card- new system: *With this new SASSA card we are happy now because there is no need to specifically go to a certain location, on a specified date to collect your grand. We have access to our grant anywhere in the country at ATMs, and a number of retailers who partnered with SASSA compared to the previous system where they were compelled to collect their grant only on specified dates, and specific pay points. The shops also allow us to withdraw all our money at no cost, and they do not force us to purchase any goods, we can only buy when we feel so. One of the respondents however expressed her, frustrations on the airtime, funeral policies, and electricity bill that are deducted on the beneficiaries account without their authority. She reported that the situation of deductions seem to be worse now than it was in the previous system.*

Figure 19: Public opinion on the new system



Overall, the results show a high level of satisfaction among recipients; they are happy with the new payment system. The results of the study is compatible with Kearns (2004) when he argued that Public Value is what citizens acting in their capacity as judges and consumers of value want, in exchange for their tax money. In this case, the beneficiaries want and expect delivery of high quality services and services that are satisfactory. The research findings can be said that customer satisfaction is positive at the Alice Local office.

The research results reflect that the higher the service quality, the more satisfied the customers, therefore, this implies that customer satisfaction is based on customer expectations and perception. Thus, the difference between perception and experience reveals the gap between actual service deliveries and the benchmark or expectations set by service recipients.

6.5.3 User adoption and benefits realisation: What changes has the new system created to SASSA officers?

This question was motivated by Van Jaarsverd (2010) who highlighting that; “money that is intended for poverty-relief and social assistance is being stolen,

misspent and wasted as a result of fraudulent and corrupt deeds of officials in charge of running the schemes.” which then mean that there will be less/no money to spend on genuine welfare issues, as a result, those who have a right to access social security will suffer.

This question had the potential to test whether public officials were conversant with the contents of the Bill of Rights, and if they know that the fundamental right to social assistance is entrenched. The Constitution is very clear in Section (195) as it provides that public administration should be governed by the democratic values and principles enshrined in the Constitution.

In response to this questions, the majority of officials acknowledged that corruption was a big problem in SASSA, as a whole, and that corruption and theft from the public limits the government’s ability to deliver.

Some typical responses were:

- *The image of an organisation depends upon the professionalism and ethical conduct of us as officials. As officers we should understand that we have a relationship with the organisation, hence it is also our duty to be corruption fighters and be able to submit corruption, fraudulent activities even among us as colleagues.*
- *This new system has given us an opportunity to restore public trust in the institution. With this system the institution can do more to meet the citizen’s rights as well as expectations, through professional best practice and accountability. This is the time when all SASSA staff have to walk the talk and always set an example.*
- *However, with due respect and recognition of claims of rights by citizens, the public should also appreciate the constraints and responsibilities within which we operate.*

The study found that, overall, the officers were concerned about the organisational pride and image and how the public view and think about SASSA as an organisation that has been marred with reports of maladministration and fraudulent activities.

SASSA uses social assistance to reduce poverty among vulnerable groups who are needy and without the means to support themselves, hence, how the public view them and trust them is of paramount importance.

The findings are in line with Hoexter (2007) who argued that officers, in their daily activities, can cause as much misery and hardship to the public through IN ACTION as they can through their ACTION.

The conclusions drawn from the responses imply that the SASSA officers realise the benefits that the system brings to the organisation and have adopted these. They are also very positive that these will bring change to the way they serve as servants to the public. They are all of the opinion that the new mechanisms in place now will improve operational efficiency of the agency since there is now less contact between officers and the beneficiaries in delivering grants; hence this has the potential to fight corruption.

The results show that confidence in SASSA as a government agent, and producer of public value was challenged. The results are in line with what was highlighted by Kearns (2004) argument when he highlighted that, if citizens feel they can trust the state agent and its officers, they are more likely to accept government action and value its existence. Therefore, the behaviour and action of public servants is very crucial in the strategy of earning public trust.

The overall findings on the final objective indicate that Alice staff perceive, delivering quality service as creating public value for its customers. On the other hand there seem to be a high level of satisfaction among beneficiaries with this new system.

The beneficiaries listed a number of advantages the new system has brought to them, particularly the fact that they can now access grant anytime anywhere in the country. The findings also indicate that the SASSA staff, have adopted the innovation and are happy and welcome the system with the hope to restore the image and organisational pride.

6.6 MEASURING PUBLIC VALUE

The strategic triangle by (Moore, 1995) as explained in chapter 2, relates to the importance of pursuing aims and strategic plans that will bring measurable benefits to the public sphere. Plans and changes which address the expressed priorities of a given society and customer.

6.6.1 At what point do you think the project success can be best measured, and what criteria do you think can be used to measure its success?

The literature in the study highlighted Coats & Passmore (2005) who explained that the issue of measure as another criteria to produce public value. Moore's strategic triangle also relates to the importance of pursuing aims that will bring measurable benefits to the organisation. In the case of SASSA there is need to measure the performance of this new system by using a monitoring and evaluation mechanism. To see what has been done and what can be done better to deliver services that will meet public expectations.

The staff who responded to this question were of the opinion that it is difficult to measure public value; hence, it will be an on-going process, if not a long-term process, to evaluate the performance of the new system. The value created for citizens by SASSA will act as a yardstick for government performance and the role of e-government in creating public value and improve service delivery.

Although it is difficult to measure public value, the following criteria was highlighted by the study as some framework that can be used to measure the success of this SASSA project.

Table 20: Criteria for Measuring Project success and the Public Value created as highlighted by SASSA Alice Management and Staff.

CRITERIA	RATED AS	PERIOD OF MEASURE	CURRENT STATUS	ACHIEVED/ NOT ACHIEVED
Cost effective: paying the right grant, to the right person	VERY IMPORTANT	Immediate and ongoing	Number of beneficiaries dropped after re-registration process	Achieved and ongoing update through proof of life
An eligible and authentic updated national database	VERY IMPORTANT	Immediate and ongoing	An eligible and authentic database in place	Achieved, biometric captured data
User acceptance and cooperation - staff and beneficiaries	IMPORTANT	Ongoing		
Meeting the standards and expectation of the public	VERY IMPORTANT	Ongoing	Beneficiaries are happy with the system	Longterm
Faster, convenient, safer and cheaper service delivery mechanism	IMPORTANT	Ongoing	Loopholes, unauthorised deduction on beneficiaries accounts	Need to be improved security.
Restoration of public trust in the SASSA	VERY IMPORTANT	Longterm	A badly tarnished SASSA brand:- corruption and fraud	Longterm

The results of the study imply that: *Achievement of outcomes, User acceptance and cooperation* were considered as important, but not a priority on measuring the success. On the other hand, outcomes such as having *an eligible, authentic and up to date national database* were considered very important and a first priority of the project. Cost effectiveness: *paying the right grant, to the right person* and *meeting, standards and expectations of the public* were also rated as very important and a priority of the project.

The results are compatible with Peter (1991:17) who describes strategy as actions taken today to meet tomorrow's objectives, not only financial measures, but performance measurement of the system as well.

6.7 RESULTS

This research was focused in line with the arguments presented by authors like Moore, Kearns, Passmore and Karumasena. The findings of this study imply that using ICT innovations in the form of e-governance could yield great benefits in modernising the public sector. ICTs can be a tool for greater service delivery with the goal of improving service quality. There is evidence that SASSA has committed itself to investments in ICTs and e-government, with the anticipation to improve its administration, payment system as well as other services it delivers to citizens. Although the study reveal that this was a big success for SASSA, in terms of short-term cycles and interim results, it will however, take several years to fully pay off.

The study also reveals that information technology does more than just public expectation and satisfaction of the department's performance, it also provides a way for the department to become service oriented by increasing the efficiency and quality of its services, and putting the department at the service of the people. The efficiency and effectiveness of services can be increased through the use of e-governance which eliminates the physical presence of officers, the waiting in line and the filling of paperwork and, which thus create public value.

The study results imply that ICT solutions create public value, and trust is regarded as an important source of public value. Innovations such as the SASSA Biometric payment system offer many advantages and gains to both the public as taxpayers, as beneficiaries and to SASSA.

6.8 CONCLUSIONS AND DEDUCTIONS

The objective of this chapter has been to provide an overview and analysis of the research findings and results, which were gathered through questionnaires and interviews. Percentage responses were computed, and conclusions were drawn from qualitative data through which the respondents gave their perceptions through self-administered questionnaires and interviews.

It can be deduced that: the re-registration programme was a success, and the organisation is already reaping the benefits from having this innovation. SASSA has succeeded in proving wrong the perceptions, “public sector projects end in disaster”.

The overall research findings indicate that SASSA is already reaping the benefits of this innovative solution, with this new system it has made it possible to identify social grants recipients using unique identifiers that enable verification for eligibility and existence of the beneficiaries. Which means only qualifying grant recipients are authorised to receive the grant.

However, the results of the study also highlight the new system has its strength as well as limitations. Both the officers and card holders pointed out the dilemma over the unauthorised deductions that beneficiaries incur on their accounts. Some of the beneficiaries have brought forward complaints to the SASSA Alice office over airtime, electricity and insurance deductions taking place which are not authorised by the beneficiaries. It shows that this is one of the major hiccups of the system among other challenges and technical concerns.

It can be concluded that e-government innovations are highly correlated with service quality and service improvements in creating public value; it searches for solutions that guarantee the customer expectations. The study results reveal that e-government innovations change the environment in which the public service operates, by adding new concepts and methods to its operations. Such innovations as the new SASSA payment system create public value, as the provision of services can be done whenever the beneficiaries require them without having to attend an office in person all the time. This proves that public value is the next big thing in public administration.

Having completed analysis, the next chapter will be devoted to the final conclusions recommended actions and possible areas of future research.

CHAPTER 7

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

7. SUMMARY

This chapter is the final chapter of the research; it aims to give the summary and conclusions and recommendations. The paper is divided into seven chapters:

Chapter one provided an introduction and background to the study. It also provided the problem statement, research questions, objectives, significance, and delimitation of the study and definitions of key terminology that were used in the study. This chapter outlined the key research objectives of the study as, administrative feasibility of SASSA Alice office during re-registration process, perceived advantages and disadvantages of e-government in service delivery, the technology behind the SASSA new biometric payment system and finding out the public value created with the introduction of this new payment system.

Chapter two explored literature which discusses the Public Value creation in service delivery through ICTs, while highlighting the innovative potential of Electronic-government (e-Government) both in South Africa and globally. Authoritative sources related to the topic under investigation were reviewed, discussed and analysed. The deductions were that more literature argue that the goal of improving service delivery and creating public value has to adopt ICTs as a tool. They all agree that e-government is a valuable support tool that can reduce administrative burden.

Chapter three presented the contextual framework is confined in the study in terms of electronic governance/ e-government, ICTs, public value and social security. The chapter discussed the ICT policy, e-governance policy and legislative framework in the context of South Africa, in line with service delivery of social services.

And found out that there are a number of values and principles that guide public administration. Individuals working within these institutes are required to demonstrate a strong commitment and respect to the rule of law.

Chapter four presented a background to the case study of the SASSA Alice Satellite Office in the Eastern Cape. This chapter gave a brief description of its functions and discussed its mandate, vision and mission. A brief description was provided on the types of services rendered by SASSA, with particular focus on the re-registration phase and the biometric electronic payment system at Alice satellite office as the case under study. This chapter concluded that SASSA, as an organisation, acknowledge that service delivery improvement is a pressing priority issue. They also seem to understand that no other alternative alone can provide an answer except the use of e-government.

Chapter five presented the research design and methods used to address the research problem. The ethics and principles applied in the study were outlined as well as the data analysis techniques.

Chapter six presented the research findings and results) the main objective of this chapter was to present and report on findings from data gathered from literature as well as from the questionnaires and interviews conducted with SASSA officials. What was found is that SASSA Alice's re-registration process was a success and that they are already reaping the benefits of this innovation? Innovations such as the new SASSA payment system adds new concepts and methods to its daily operation, and in turn creates public value to the customers and the taxpayers.

7.1 CONCLUSIONS

All study objectives and questions where met and answered with success:

- The first objective was to understand more about the SASSA re-registration process which kick started in March 2012. The Manager and administration staff of Alice office were interviewed and helped to answer and give details on re-registration process and the challenges faced.
- The second objective was to 'explore the role of e-government in improving service delivery in SASSA and public service as a whole. All staff at this office participated giving their views from experience and in general.

- The third to find out more about the new biometric Payment System and the technology behind it. Administrative staff in the ICT office were interviewed, they gave a detailed explanation about the Biometric payment system features and its security measures.
- The fourth and final objective was to find the importance citizens attach to public services such as SASSA and the value created by government through such services. Only 30 SASSA Alice office beneficiaries were randomly selected and interviewed on what they think about this new system and the value created. The data collection process was successful, all the participants were very open and cooperative in giving their views.

It can be concluded that SASSA is one of the departments that have come under fire for poor service delivery, mal-administration and fraud, yet it is a department that touches the lives of every individual in the country. Even though values consist of opinions, they are not necessarily subject to scientific or objective testing and validation. However, this study has proved that it is possible to build up a series of arguments to support value position in a given situation.

Public value recognises the complexity, volatility and uncertainty in the environment that the public sector operates on. With this reason, public value is now even more relevant in helping institutions cope with new complexities and tough challenges facing society. Public value creation can be instituted as an organising principle for providing new ideas about how to perform better, deliver, and identify the purposes the organisation is supposed to serve.

However, no system is totally fool-proof, and the system has its own technical problems like any other technology. Despite the positive ratings on the new payment system by the public service officials, the study reveals that there is need to improve service delivery in the department; the need for cooperation among staff, in restoring public trust in the institution, greater staff efficiency and accountability was highlighted as one of the most important changes expected in SASSA officials.

SASSA and MasterCard, should investigate on the funeral policy, insurance and airtime deductions that are taking place on beneficiaries' accounts particularly the most vulnerable group, the old, illiterate and the disabled. Although this research was undertaken at one local office, it is known that these are common factors, at provincial level as well as national level.

It is highly hoped that some of the suggestions raised in this research would be adopted by SASSA and its policy makers so as to address various challenging issues confronting the institution for the benefit of the poor and those who have power to call them to account. The researcher would recommend a future research on Public Value creation through networked government.

7.2 RECOMMENDATIONS

Despite the positive ratings there is still a need to improve service delivery even more in SASSA. From the research study conducted the following recommendations can be made to contribute to the improvement of services delivered at SASSA as a whole, but more specifically at the Alice Local office in the Eastern Cape:

USE OF ICTS/E-GOVERNMENT IN SERVICE DELIVERY: SASSA should

understand that in this 21st century government, services can no longer be provided at a desk in front of a computer. The study has proved that e-governance can radically change the face of governance, as it provide citizens an interface to get better and more efficient government services. It is recommended that the SASSA Alice office should accommodate the multiple ways and various locations in which their services are accessed. There is need to embrace emerging technologies for staff use: the days of desktops being assigned to staff are quickly being phased out as more work gets done on portable mobile devices like smartphones, iPads, tablets PDAs, wireless access, and many other devices.

INSTITUTIONAL FAILURE AND STRENGTHENING:

- **Communication with beneficiaries:-** SASSA should not only ensure that users are consulted about their needs, preferences, and service concerns, but needs to also ensure that in future, they seek and use these customer inputs as critical information towards better planning and service delivery improvements. Developing a social media policy can be an important step for the department as this can serve as a key enabler to a “citizen-centric approach” which is required to improve service delivery.
- **Participation:** The study results imply that citizens have a shared responsibility with the agency for service transformation. Therefore, SASSA should allow citizens to participate in the creation of service delivery policies. By opening up to engagement, citizens will quickly embrace the concept of improved service delivery and will start self-identifying the biggest areas where impact can be made, particularly the challenge SASSA is faced with of unauthorised deductions on beneficiaries’ accounts.

ILLITERATE SASSA CUSTOMERS: The study found out that some of the vulnerable beneficiaries such as the old and illiterate are being taken advantage of by some traders (money landers/ mashonisaz). There is need to come up with more user friendly delivery channels which cater for the illiterate and addressing the different needs of different citizenry groups. Paying particular attention to their lifestyle, age and level of education, and train them how to withdraw their money, this will limit seeking help from the security officers at ATMs and leave them exposed.

PROFESSIONAL ETHICS, AND RESTORING TRUST: Institutional pride amongst staff is the essence of any organisation, for through such pride negativity is countered. A lot of attention, need to be given to the structures that call public managers to account for their actions. SASSA officials should learn to be accountable and work within the constraints of the law and the Constitution as this will help them reclaim the public trust.

The administrative officials who administer the system of social grants are required by law to respect citizens and honour their rights in any service procedures and processes.

- There is need for proper dialogue with employee's unions, and emphasise that the new system was not meant to diminish job opportunities but was introduced to aid their efficiency and effectiveness.
- Special training to all staff in the new system is vital and urgent,
- Reduce multiple data capture points, as management control
- Transformation in the work attitude of staff, citizens and other external entities such as suppliers of insurance is needed, in order to eliminate any unscrupulous aspects of the system

DISCIPLINE ENFORCEMENT: Discipline enforcement is instrumental to maintain

discipline, a zero tolerance policy must be implemented, through penalties, arrests and termination of employment, to those found guilty of any criminal activities. Proper remedies for mal-administration must be carried out openly; this will make the institution regain trust from the public, and this will reflect that they (SASSA) are the right people doing the job because they know how to do it best, in a professional best practice.

Law enforcement: SASSA should speed up disciplinary and judicial cases of corruption, many cases take years to be finalised. In some cases an officer is suspended from employment and go through judicial trials, but after a few years this officer is taken back in employment at the same position or even better. This creates no fear among the officials against corrupt networks. A delay in persecutions also create lack of fear of being corrupt and opening the opportunity for witness victimisation and intimidation.

Training employees so they abide by the code of conduct is essential. The institution should demand competence to serve those who rely upon social security grants. This is important because on the other side, the public as beneficiaries and taxpayers also need SASSA's assurance and commitment to effective use of resources and tackling corruption.

PUBLIC VALUE CREATION: SASSA can create public value in the following areas:

Unauthorised deductions: - The study has proved that the SASSA biometric payment system has the potential to reduce unnecessary human intervention in reducing the need to monitor corrupt activities. However, it still encounter failure as the implementation process seem to lack guidance in areas of planning and implementation of such projects.

- There is a very urgent need for SASSA to look into the technical concerns of the system in order to instil public trust and confidence in the deployed system.
- Protection of biometric data is of utmost importance in order to lower the anxiety among users over the privacy of their data. Proper information security policies and procedures should be effected in order to address the technical performance limitations of the system.
- SASSA should also ensure there are clear guidelines and specifications well laid down to overcome problems associated with system hijack. Control and audit trails should be added to the system to ensure that beneficiaries' data and other vulnerable components are closely guided, from other interferences (hackers).

Public value as a theory, created the idea that there is much to learn from the private sector. Risk management analysis must be carried out with regard to unauthorised deductions on grants. The performance of the system as a whole should be closely monitored. There should be an increase in security aspects like limiting administrative privileges to a few officials. Acceptance of the system is influenced by the security measures implemented, hence it is recommended as important to validate the performance claimed by the manufactures of the system.

LONG TERM SOLUTIONS: - A strategy to fight against promoting dependency on

grants is required, and there is need for government and SASSA to empower the able-bodied beneficiaries to be self-reliant by engaging them in small projects and public works programmes like (money for work).

Innovative thinking: SASSA should pin their hope in technology as a potential tool to reduce technology, and never go back to the manual system despite the challenges faced. There is need to find a creative way of building more transparency, this can be achieved by engaging young technological developers in creating innovative technological solutions to deal with corruption. Much remains to be done to enable technology play a leading role in providing new methods of reducing corruption and help eradicate it once and for all.

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APPENDICES

APPENDIX A

QUESTIONNAIRE BASED INTERVIEW WITH: - THE MANAGER MRS NOXOLO MVUMVU

- 1.1 How long have you been with the organisation?
- 1.2 Would you explain what prompted for this Biometric re-registration process and how was the response from the public?
- 1.3 How would you rate the success and response from the public during the re-registration project?
- 1.4 What are the key challenges you confronted during this process? (Re-registration) *list and rate them from 1-5*
- 2.1 What are the anticipated savings or benefits with the adoption of this new technology?
- Reductions in errors
 - Convenience for beneficiaries
 - Few leakages and corruption
 - Potential large savings for the agency
 - Supporting accountability
- 3.1 Is the organization already reaping the benefits of this new payment system in terms of authentication and eligibility?
- 3.2 What are other service delivery channels are still used by SASSA?

MEASURE OF PROJECT SUCCESS AND PUBLIC VALUE CREATED

4.1 At what point do you think the project success can be best measured?

- Anytime in the project cycle upon completion longtime impact

4.2 How important/ relative are the following criteria in judging the project success?

1. Very important 2. Important 3. Unnecessary 4. Little important

- Cost efficiency: - paying the right grant to the right person
- User acceptance and cooperation- staff and beneficiaries
- Meeting the standards and expectations of the public
- Restoration of Public Trust in the institution
- An eligible and authentic updated national database
- Faster, convenient, safer and cheaper service delivery mechanism

APPENDIX B

QUESTIONNAIRE: - QUESTIONS TO THE ALICE OFFICIALS/STAFF

The Researcher would greatly appreciate if you could take time to complete the following questionnaire. You can answer the questions by putting a tick in the box (es) or writing in space provided.

1. GENERAL QUESTIONS

1.1 How long have you been with the SASSA? _____

1.2 Are you computer literate? _____

2. ADMINISTRATIVE AND FEASIBILITY OF THE RE- REGISTRATION PROCESS

2.1 How would you rate the success and response from the public during the re-registration project? _____

2.2 What are the key challenges you confronted during this process? (Re-registration)

3. SECTION THREE: E- GOVERNANCE/ ICT TECHNOLOGICALLY FACILITATED SERVICE DELIVERY VIEWS (*E-governance represent the use of computers and technology to deliver services to the public*)

3.1 What would you consider to be the impact of ICT on Public Administration?

- Data access and quality
- Efficiencies in terms of time sharing
- Labour reductions
- Effectiveness in terms of cost/ and service delivery
- All of the above

3.2. Do you think that there is need to use e-governance for improving Service Delivery in your department?

Yes

No

3.2.1 Please elaborate on 3.2 _____

3.2.3 How is ICT assisting with improving in the delivery of the services in general?

Very effective

Fairy Ineffective

Very ineffective

4. THE NEW BIOMETRIC PAYMENT SYSTEM

(The Biometric Payment System SASSA Branded MasterCard)

4.1 What are the anticipated savings or benefits with the adoption of this new technology?

Reductions in errors

Convenience for beneficiaries

Few leakages and corruption

Potential large savings for the agency

Supporting accountability

4.2 What other service delivery channels are still used by SASSA?

4.3 Please write any other comments you would like to make on the electronic payment system.

5. SECTION FIVE: PUBLIC VALUE CREATION

(Public Value represent the importance citizens attach to public services – value created by government through services)

5.1 What do you understand about public value creation in your organization?

- High quality service
- Availability of service
- Value for money (cost effective service)
- Improving public services

5.1.1 Others:- _____

5.2 What value/change has the new system created to you as SASSA (officers)?

5.3 Measure of Public Value and Success

At what point do you think the project success can be best measured?

- Anytime in the project cycle
- Upon completion
- Longtime impact

5.4 How important/ relative are the following criteria in judging the project success
1. Very important 2. Important 3. Unnecessary 4. Little important

- Meeting the standards and expectations of the public
- Faster, convenient, safer and cheaper service delivery mechanism
- An eligible, authentic up to date national database
- Cost effective: - paying the right grant to the right person
- User acceptance and cooperation - staff and beneficiaries
- Restoration of public trust in the institution

Thank you for completing this questionnaire and we hope that SASSA and the general public will benefit from your honest response. The researcher will be available to collect the questionnaire after you have completed.

APPENDIX C

QUESTIONNAIRE BASED INTERVIEWS: - With SASSA BENEFICIARIES

The aim of these questions was to hear the public opinion and experience on the SASSA biometric re-registration programme, and how they think about the new SASSA branded Mastercard payment system. These questions contributed to research objective **one** and **three** respectively.

1. What type of grant are you receiving, and for how long have you been a beneficiary?
2. What was your experience, in the SASSA re-registration? Did you understand the re-registration project and the implications to you as a beneficiary?
3. What would be your comment about the new payment system (SASSA branded Mastercard) compared to the old system? Please explain.