



**Western Cape  
Government**



**CHEC**

Cape Higher Education Consortium

# **REPORT ON JOINT CHEC WCG PROVINCIAL STRATEGIC GOAL 5 WORKSHOP**

**“Good Governance and Integrated Service Delivery”**

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## 1. Background

The Western Cape Government (WCG) has recognised the critical role that innovative and up-to-date research plays in governance, regulation and policy-making. However, the WCG is also aware that they generally lack the capacity and resources to develop this research. Similarly, whilst Universities often strive to undertake research and related societal engagement and public interest, these institutions are not always aware of the priorities of the state.

With these challenges in mind, a partnership was established between the WCG and the four universities in the Western Cape, under the umbrella of the Cape Higher Education Consortium (CHEC). This partnership is led by a Joint Task Team (JTT) made up of stakeholders from the WCG and representatives from the four universities.

The developmental priorities of the Western Cape are broadly set out in the Provincial Strategic Plan (PSP) 2014 – 2019, which details the WCG's vision and strategic priorities for this term of office. The PSP sets out five Provincial Strategic Goals (PSGs), which if achieved, should positively impact the lives of citizens. These are:

- PSG 1: Creating Opportunities for Growth and Jobs;
- PSG 2: Improving Education Outcomes and Opportunities for Youth Development;
- PSG 3: Increasing Wellness, Safety and Tackling Social Ills;
- PSG 4: Enabling a Resilient, Sustainable, Quality and Inclusive Living Environment; and
- PSG 5: Embedding Good Governance and Integrated Service Delivery through Partnerships and Spatial Alignment.

The PSG 5 Workshop was arranged on 30 May 2017 at the University of the Western Cape. The theme of the PSG 5 Workshop was "Good Governance and Integrated Service Delivery".

The WCG-CHEC PSG 5 workshop was coordinated as a collaborative event between WCG Departments, Universities and CHEC. The Workshop was hosted at the School of Public Health in the University of the Western Cape and was well

attended; with a total of 50 participants (see Annexure for further details) from WCG Departments, Universities and CHEC representatives.

The PSG 5 Workshop provided an opportunity for government and university representatives to engage in conversations with each other, exchange ideas and build relationships/partnerships. The workshop further intended to discuss potential collaborative research areas pertaining to PSG 5 with the objectives of:

- Sharing information about the PSP (2014 - 2019), with a particular focus on PSG 5 (Embedding Good Governance and Integrated Service Delivery through Partnerships and Spatial Alignment).
- Strengthening relationships between university researchers and WCG policy-developers.
- Developing research agendas that meet the needs of both the universities and the WCG in this strategic area.
- Sharing research undertaken in the area of governance and integrated service delivery.

The development of research agendas which will be used to frame the next CHEC JTT Call for Proposals for annual research grants. The annual research grants are for University based projects which address the developmental priorities of the Western Cape Province.

## **2. Overview**

The Programme (see Annexure) included members of the CHEC WCG Joint Task Team – Dr Laurine Platzky and Dr Sharman Wickham - providing an overview of the Provincial Strategic Plan and an overview of the CHEC-WCG partnership.

The keynote speaker, Professor Shaun Pather from the University of the Western Cape, focused on research uptake toward improving societal relevance in knowledge production. The presentation provided a comprehensive overview of the challenges, relevance and role of research, its uptake and practical application in society. Key aspects that were presented included, but are not limited to, the evolving mandate of universities to become socially responsive; the importance of the inter-linkages of the quadruple helix in moving from research to policy to practice, and the important role of collaboration and partnerships in improving the uptake of research from the Higher Education Sector and deriving solutions to tangible problems in society. The keynote address laid a foundation

for the broad framing of the PSG 5 workshop and set the scene for the breakaway sessions which followed.

An Overview of PSG 5 and Priority Research Areas was presented by the WCG, Mr Harry Malila, which further set the scene for the breakaway groups.

### **3. Breakaway Groups**

To give effect to the goals and objectives of the PSG 5 Workshop, four breakaway sessions were arranged. The four breakaway sessions were based on priority research themes/areas identified under the PSG 5 and are as follows:

- **Governance Index:** to gain an academic perspective of the sub-regional good governance index developed by the WCG and determine the capacity which exists in this area within the university environment.
- **Partnering Approaches and best practice:** exploring partnering and collaboration for system change with an interest in systems thinking and systems improvement.
- **Community Engagement:** to gain a better understanding of the latest thinking and models for engaging communities and the interface between government and communities.
- **Digital Governance:** to explore and review research that has focused on the preferred digital channels through which Western Cape residents can engage with government and access e-services.

The facilitator of each breakaway session adopted individual approaches to their respective sessions based on the intended outcomes. Therefore, the way forward and outcomes of the four breakaway sessions are varied. Some developed into research questions and areas for collaboration; all resolved to have follow-up engagements and develop closer working relationships through partnering.

### **3.1 Governance Index**

**Facilitators: Mr Andre Joemat and Prof Nico Steytler**

#### **Breakaway agenda**

- Defining Good Governance in WCG context
- Discussion on the purpose and data requirements of Good Governance Index.
- Way forward

#### **Summary of discussion points**

Since 2009, there have been at least three efforts by the Western Cape Government (WCG) to develop a Good Governance Index (GGI). This GGI, however, is the first index with themes and indicators which the WCG has conceptualised on paper. A key outcome of the discussion is the need for academia to provide a critique of the GGI including the depth and breadth of the themes and indicators.

The WCG's index should highlight areas which need improvement and determine whether it is achieving its goals. The GGI is about focusing on the outcomes and impact of good governance instead of focusing only on compliance. It was also emphasised that through the GGI, the WCG hopes to make a positive impact on society.

A discussion around the WCG's use of data was held. It was noted that the WCG's capacity for managing data in the Province has grown over the last year. It was also highlighted that the WCG has limited access to useful data because country level surveys, for example, cannot be used by regional governments to effectively develop improvement plans.

It was noted that when the indicators for the GGI were designed, the WCG was limited by the types of data available and the credibility thereof. It was suggested that the WCG provide the universities with the data and for the Universities to provide the necessary support, thereby providing oversight on the quality of the data. It was also suggested that raw data, such as data which shows the amount of time spent by people in clinics or how long the queues are, can be used to improve governance. It was suggested that the GGI keep corporate governance measurements and social measurements separate. The outcomes of these two could then be compared.

It was suggested that a smaller, more detailed work session be held where the GGI can be discussed further. A partnership between the Dullah Omar Institute based at the University of the Western Cape and the WCG was proposed.

The following topics were suggested for the smaller work session:

- The purpose of the index.
- The assumptions behind the index.
- The indicators (while the methodology and indicator development process is sound, the indicators themselves need to be interrogated further).
- Available data.
- How to collect data.
- The nature of compliance and the consequences of over-regulation.

It was also suggested that:

- Before a smaller work session is held, the documents which will be discussed need to be decided on.
- The creation of the index should incorporate public participation.

### **Way forward**

- It was agreed that a smaller working group will meet. This will be organised by Andre Joemat, and Zeenat Ismail's team - Faizel Noordien, Roger Daniels of the WCG through CHEC.
- It was agreed that Derek Powell's team from the Dullah Omar Institute will lead the discussion in the working group by asking questions about the concept document.
- It was agreed that the working group would include Derek's team as well as other outside stakeholders.

## **3.2 Digital Governance**

**Facilitators: Mr Hilton Arendse and Prof Shaun Pather**

### **Breakaway agenda**

- Defining digital governance and WCG Broadband Strategy.
- Current initiatives in universities.
- Existing partnerships.
- Research questions and areas for collaboration.
- Way Forward.

### **Summary of discussion points**

Digital governance is about optimising and transforming public services where ICT plays a significant role in building accountable and democratic governance institutions. A key question was how to make digital governance more demand-centric - for example, how can government make better use of platforms such as social media to better understand how people want to be served? Co-design methodologies should be leveraged instead of the top-down approaches which are currently the status quo in government.

There are a number of impediments to easy access to digital platforms which need to be unpacked and addressed. As such, the current strategies in place for deploying infrastructure in local communities (e.g. the Connected Communities programme) needs to be examined in order to ensure the uptake of digital services. In addition, local content and context needs to be considered ahead of design.

From a 'community informatics' perspective, the following three foci are needed:

- Access: to what extent were schools and local businesses connected? What progress had been made in connecting communities?
- Infrastructure: what mechanisms could be put in place to deepen penetration?
- Adoption: What were the costs of the innovations and to what extent have the device preferences of potential users been taken into consideration? Do we

have an understanding of adoption catalysts as they pertain to citizens who are not current users of the internet?

Given issues related to community informatics, the group noted potential research questions:

- How could we target different demographics of citizens effectively?
- What are potential strategies for deploying infrastructure and increasing uptake?
- How can relevant content [for digital platforms] be developed?
- How do we enhance e-skills amongst those who are not digitally literate?
- How do we ensure effective use of ICT (i.e. ensure broadband is integrated into daily lives)?
- What kinds of co-design methodologies can we use instead of a top-down approach?

The WCG Broadband Strategy for connecting communities outlines the following initiatives:

- iCAN Project by the Department of Economic Development and Tourism (DEDAT).
- WiFi hotspots implemented at various WCG facilities (1900 to be rolled out over the next three years).
- Approximately 200 libraries with ICT facilities established in rural areas by the Department of Cultural Affairs and Sports (DCAS).
- Six (6) youth cafes with ICT access (implemented in partnership between the WCG and NGOs to enhance the skills development and career development of young people).

Digital governance is particularly important to rural communities who were sometimes overlooked as urban areas tend to be prioritised.

e-Governance has mainly been divided between information provision and service automation. Most of the progress had been made towards provision of information rather than service automation. It was noted that the Digital

Governance Strategy would try to identify 10 services which citizens prioritise that could be automated.

Some of the current initiatives by three (3) of the four (4) universities identified were as follows<sup>1</sup>:

- **Cape Peninsula University of Technology (CPUT):** The university had developed a 'Digital Transformation Readiness' tool to assess the digital transformation readiness of municipalities. Approximately 4 areas are currently being reviewed in order to better understand how access to public services could be improved. Information sharing within and between municipalities needs to be improved. An Integrated Digital Platform needed to be established to bring similar services together. Mr Arendse suggested that contact should be made with Mr Muhamad Parker from the WCG in order to foster a partnership between the university and the province.
- **Dullah Omar Institute:** Three PhD studies are currently underway which have strong links to digital governance and how it could be improved. The PhDs focus on the following topics: Gender and ICT; Social media intermediaries; and the design of digital platforms as 'living labs'. In addition, short courses on ICT were being offered to various high schools across the province, the Institute was currently busy with digital skills transfer with ID Mkhize Secondary School. A Big Data project is currently underway with Neotel to analyse the interface between law, state and society.
- **University of the Western Cape (UWC):** UWC currently has an interdisciplinary group which is conducting research on issues related to digital governance. The group consists of students from Information Systems, Computer Science, Statistics & Populations Studies. The university is forming a Centre for the Advancement of the African Digital Society. One of the current projects is a follow on of a 2013 survey of around 2400 users of public access internet at Smart Cape Libraries. Previous work with the Province also included producing 'heat maps' to show areas of high and low public access to the internet (part of the Connected Communities project with DEDAT). The university is also currently working with the City of Cape Town to try and better understand the usage of public access centres such as SmartCape and Rural Centres. The aim of this research is to develop a benefits model in respect of public access internet programmes.

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<sup>1</sup> Note: there was no representative from the University of Stellenbosch present in the group

Another research project in nascent stages concerns co-design methodologies to enhance civic/government engagement.

UWC also reported on a successful project led by its Department of Computer Science to develop a community owned network in a rural village in the Eastern Cape. It was suggested that there is a need to investigate the feasibility of replicating this in rural Western Cape. One of the major challenges of implementing the locally-owned network was the issue of licensing however such a challenge could be overcome by learning from the Eastern Cape example.

### **Way forward**

- Stronger partnerships are needed between government and academia and it was agreed that the 4 universities and the WCG would form a think tank.
- The Think Tank would meet on a quarterly basis and be chaired by Mr Lance Williams, and attended by Hilton Arendse. Professor Pather would be the co-convenor on behalf of CHEC. It was agreed that the first meeting would focus on identifying areas of collaboration and a way forward.
- Furthermore, the think tank would work towards aligning the research of Masters and PhD students towards public goals, and refer students to various departments or units where required. The think tank could include university representatives, the Department of Local Government, the WCG Broadband Strategy team, the Department of Health and Provincial Treasury.

### **Areas for future research and collaboration**

Research and collaboration needs to become more practical, and could include:

- Opportunities to develop applications at universities should be explored.
- Develop 'Incubation Centres' to encourage people who are "paid to be innovative".
- The need for government to test/pilot innovative ideas and build experimentation into e-governance.
- **Research Proposal:** Locally owned networks, what is the usage and uptake of the rural last mile project (research and uptake).

### **3.3 Partnering approaches and best practice**

**Facilitators: Mr Andrew Boraine and Mr Phumlani Nkontwana**

#### **Breakaway agenda**

- Introduction
- Objectives: Building an action research and learning partnership
- Recap: WCG focus on Integrated Management
- Examples of testing the partnering methodology in society and emerging lessons
- Discussion: Who is doing what, who is missing?
- Recommendations for action

#### **Summary of key discussion points**

The notion of partnering for systems improvement/ change is a key focus of the Western Cape Government's approach to governance and forms part of PSG 5: Integrated Management work group. The integrated approach commenced with the provincial transversal management system which focused on the removal of silos and a more collaborative and coherent approach across WCG departments. Integrated Management has been further strengthened through the planning and budgeting process across departments, between the WCG and municipalities and across municipalities. Through these processes the partnering methodology has been tested.

*Types of partnerships:*

- Transversal partnering (other WCG Departments).
- Inter-governmental partnering (other spheres of Government).
- Cross-boundary partnering (partnerships with spatial and geographic impact).
- Cross-sector partnering (partnering with external role-players on funding, skills, legitimacy, communications, etc.).

Effective partnering is about spending 50 per cent of time influencing those whose mandate you do not have control over. However, this approach requires an attitude shift amongst leaders. Partnering behaviour includes your ability to influence. Change happens through individuals so how do you encourage individuals to change behaviour? How do you incentivise partnering? Partnerships can be made or broken by personalities. It is agreed that partners share the risk and rewards while stakeholders are those who you consult.

Inter- provincial cases of partnering should be identified as certain provinces are more advanced in particular areas than others. We should therefore identify successful cases in provinces and determine examples of best practice.

A specific partnering example highlighted was the Stellenbosch University/ City of Cape Town health project in Bishop Lavis, where locating the right contacts and mandates in other spheres of government proved to be very difficult. Determining the correct roles of Province, Universities and CoCT, and avoid competing and overlapping mandates is also critical.

Transdisciplinary research is being conducted toward **conscious coherence and human commitment**. Key concepts identified include systems leadership (e.g. Bertha Centre) and systems entrepreneurship (e.g. Complex Systems in Transition). Systems leadership was identified as an area which can be further explored.

The complexity of partnerships was highlighted and it was noted that partnerships may be either formally written up or take an informal form. The group felt that informal partnerships seem to work better, but there is a need to explore the notion of formality particularly as it relates to formalistic boundaries. The pros and cons of each should be explored.

### **Recommendations for actions**

- Incentivise partnering behavior.
- Shared risks and rewards.
- Develop new tools of measurements and framing problems.
- Budget for systems work.
- Understanding your role in the system.
- Bottom-up approach to partnerships: informal vs. formal.

- Systems thinking, training and leadership.
- Do the informal first?
- Identify partnering case studies.

### **Way forward**

A one-day planning workshop will be held with key members in relevant fields to take the notion of partnering and systems thinking forward. The Western Cape Economic Development Partnership (EDP) offered to lead in arranging the follow up engagements, in partnership with the Centre for Complex Systems in Transition at the University of Stellenbosch.

## **3.4 Community Engagement**

**Facilitators: Mr Denver Moses and Prof Priscilla Daniels**

### **Breakaway agenda**

- Defining Community Engagement
- Current initiatives in universities
- Research areas and way forward

### **Summary of key discussion points**

A focal introductory discussion point was to gain a common understanding of what is meant by community engagement, in other words, how community engagement is defined and framed. The framing of community engagement entails a combination of how information is shared (between government and community and vice versa) as well as focusing on how to have a better equipped public official that can engage communities where there is a direct interface with the public in the services that the WCG offers. Participants from academia felt quite strongly that you need to also understand '*what community*' – as there is a difference between communities in abject poverty and the broader Cape Town - these are issues of belonging and space and impact on community engagement at the outset.

Research currently taking place in the various universities includes political knowledge that is being developed at the household level through research conducted in Bonteheuwel at the UWC. Further research includes the work of the Community Engagement unit at UWC which has a database of over 100 community engagement projects with an example made of possible touch-

points as there is a project that focuses on substance abuse with Department of Social Development. The CPUT has community engagement and partnerships with WCG specifically related to children's rights - Prof Harry Ballard agreed to send the partnerships/community engagement MoUs to all in the breakaway session.

### **Research questions**

Shared research questions/areas:

- What is the impact of a lack of access to existing social infrastructure (such as community halls, etc.) on the ability of government/citizens to engage with each other?
- What does the state have in place to engage with communities and what can universities provide to assist and facilitate better community engagement?
- How can academia enhance existing processes and what are the reasons for people not participating in existing government-led structures for community engagement?
- What are the training/capacitation/stakeholders required to effectively equip communities to engage with government?
- What conditions make it possible for communities to participate and engage with government, once there are spaces for this?

### **Way forward**

The recommendations which were made in the breakaway session for future work include:

- Sharing the UWC database of community engagement projects and website and community engagement website;
- Sharing of various case studies taking place in the university space such as the study taking place in Bonteheuwel;
- Sharing of CPUT's community engagement Memorandum of Understandings (MoUs); and
- Conducting a follow-up community engagement workshop/round-table that facilitates a more focused and detailed discussion.

#### **4. Feedback: Overall**

Following the PSG 5 Workshop a de-briefing meeting was held between members of the CHEC–WCG JTT. Overall, an ethos of sharing ideas was evident with all participants learning something new. There was an appropriate mix of disciplines and institutions which enabled lively debate and participation as well as creating opportunities to form partnerships and identifying synergies between the priorities of universities and the PSG 5.

The members jointly agreed that the level of debate at the Workshop was of a high quality and the sharing of university research in the various areas identified was a key outcome. Preparation work done in advance with the government facilitators helped to focus the priority areas as well as targeting of universities that got the right mix of expertise and bolstered the discussions. From a policy perspective, the Province expressed that the right people from the universities attended to drive the agenda of the various breakaway sessions. Overall, the interest in entrenching partnerships was a theme that cut across all breakaway sessions and the PSG 5 Workshop.

With regards to the research call, an opportunity was identified to make community engagement and participatory methodologies explicit under the PSG 5 research call. Specifically, this would refer to identifying communities explicitly within the research questions that would demonstrate 'grounded-ness' in a community's need. Therefore, the future call should include participatory methodologies and research with a community focus that links back to citizens.

The debrief further included discussions on how to make research more accessible and communicate the outcomes of this research better. A suggestion was made that in terms of the research project call, a requirement should be included to provide a compulsory one-pager popular summary for government or any other non-technical reader. Furthermore, the CPUT indicated that they plan to hold a Research Festival with opportunities to showcase research being conducted on the various campuses.

#### **5. Way Forward: Overall**

All breakaway sessions resolved to have more focused follow-up workshop/round table discussions in order to further develop areas for future collaboration and/or identifying potential research questions.

| Possible areas for future collaboration  |
|--|
| <p><b>Governance Index</b></p> <ul style="list-style-type: none"> <li>• It was agreed that a smaller working group will meet. This will be organised by Andre Joemat and team from the WCG through CHEC</li> <li>• It was agreed that the working group would include Derek's Powell's team from the Dullah Omar Institute as well as other outside stakeholders</li> </ul>  |
| <p><b>Digital Governance</b></p> <ul style="list-style-type: none"> <li>• A possible Research Proposal to be discussed: Strategies to develop last-mile solutions for rural internet connectivity; Monitoring and assessing</li> <li>• The four universities and WCG will form a think tank that plans to meet on a quarterly basis – chaired by Cel - DotP, however Prof Pather will convene the first meeting</li> </ul>   |
| <p><b>Partnering approaches and best practice</b></p> <ul style="list-style-type: none"> <li>• Identify partnering case studies</li> <li>• A one- day planning workshop will be held with key members in relevant fields to take the notion of partnering and systems thinking forward.</li> </ul>   |
| <p><b>Community Engagement</b></p> <ul style="list-style-type: none"> <li>• Sharing the UWC database of community engagement projects and website and community engagement website.</li> <li>• Sharing of various case studies taking place in the university space such as the study taking place in Bonteheuwel.</li> <li>• Sharing of community engagement Memorandum of Understandings (MoUs) that CPUT has made in the field.</li> <li>• Conducting a follow-up community engagement workshop/round table that facilitates a more focused and detailed discussion.</li> </ul> |