

# Public Value Generation

## The Outcome of an Integrated Public Service System

**F Jessa\***

School of Public Leadership  
Stellenbosch University

**F M Uys**

School of Public Leadership  
Stellenbosch University

### ABSTRACT

Public value (PV) refers to the tangible and non-tangible outputs and outcomes produced by an integrated public service system (IPSS), its purpose being the improvement of the quality of life of citizens. Generating PV entails harnessing resources, capacity and information in an efficient, effective and economic manner. PV postulates and criteria emerge from epistemological and axiological values which are necessary for effective social development, i.e. the recognition of local demands, needs and expectations made by the public or publics to government bodies. PV generation utilises human and material resources which span the micro, meso and macro spheres of socio-economic interactivity, examples being, i.e. public assets, improvement in the quality of life of citizens and an enabling environment for public choice. Generating PV relies on an IPSS, envisioned as a governmental system which is stakeholder driven, constituting stakeholder networks and subscribing to the principles of nonlinearity, self-organisation and deliberative democracy. The operability of an IPSS and the generation of PV are dependent upon the elements of collaborative and networked governance, cooperation, coordination, a common set of objectives and vision, a people-centred focus, participatory (multi-agency) stakeholder engagement and effective communication. This article defines PV generation, provides the theoretical bases for further understanding and explores means for its application and evaluation. It is

argued that PV cannot be generated in a rigid bureaucratic and hierarchical system, as PV generation is determined by deliberation, participation, commonality of purpose and collaborative relations between stakeholders. Effectiveness, efficiency, equity and efficacy are the key drivers of PV generation.

## INTRODUCTION

PV encompasses both tangible and non-tangible services and products produced, managed and evaluated by stakeholder teams which share a common vision arising from community needs, benefits, demands and expectations. PV theory holds that government bodies and citizens form part of an accountable, inclusive and open stakeholder network, advancing networked governance practices and relationship building. This article seeks to provide an approach to understanding PV in terms of its effective and efficient generation and measurement, as a systemic outcome of stakeholder engagement within an IPSS. The theoretical and operational aspects of an IPSS were previously outlined (Uys and Jessa 2016:183-209 and 2017:26-48). PV and added PV (APV) generation are contextualised in (i) an IPSS, (ii) embracing, understanding and executing public demands for higher standards of life, (iii) a paradigm change from hierarchy and silo operations to networked and integrated operability, (iv) sustaining and stabilising community participation, and (v) the elimination of resources wastage.

Definitions of PV outline the various schools of thought, approaches and difficulties involved in conceptualising PV in terms of its subjective and objective qualities. The management of PV is explored, given its flexible nature and how it may be conceptualised by the public. This article will contrast PV management with New Public Management (NPM) elements in order to promote a networked collaborative governance approach to PV. The governance regime associated with PV generation is based on the elements of openness, accountability, engagement and transparency, i.e. elements which support the holistic development of citizens in complex environments. Various instruments are introduced, thereby establishing an empirical basis for PV recognition, generation, measurement and evaluation; among the approaches to PV generation, a multidimensional approach is preferred. This article advances measures for PV governance and implementation in complex environments, long-term community regeneration programmes and projects, and provides foundational bases for a flexible, adaptable and sustainable PV generation framework.

## DEFINING PV

PV is defined in terms of objects, i.e. material items such as roads, buildings and land, which is inseparable from its counterpart, the conceptual, satisfaction and aesthetic value. A house may therefore be regarded as a socio-economic catalyst that would bring a sense of well-being to its inhabitants. PVs are benefits accruing to civil society, i.e. the outcomes of stakeholder engagement, which the organised community, local, regional and national institutions of state (IOS) are part of within an IPSS. PV integrates social value and public choice, public purpose and public identity (Benington 2011:272). PV subsists in epistemological and axiological underpinnings.

Blaug, Horner and Lekhi (2006:6-7) define PV as new public service theory, emphasising a reoriented interest in the role of public managers and politicians, the public, efficiency of services delivery in advocating for accountability and an opposition to static, top-down models that focus public managers' actions on meeting centrally driven targets. The authors hold that PV prescription is intended to solve the tension between bureaucracy and democracy, with participatory roles for public organisations in decision-making. The authors note that PV induction stands relative to leveraging task teams for the generation thereof; hence the expectation by the public for PV benefits arise. Given the conditions of complexity, i.e. uncertainty and unpredictability, PV conceptualisation in terms of "what adds value in the public sphere" becomes relevant; PV may be created in every social context where demands are made for public goods, efficiency and effectiveness in service delivery (Benington in Benington and Moore 2007:7; Talbot in Meynhardt 2009:206).

Park and Burgess; Lundberg; La Piere; Becker; Kluckhohn; Rescher, (nd.) (in Meynhardt 2009:193-205) define PV as a non-normative theory contextualised in a post-bureaucratic perspective, taking account of the psychological, financial, philosophical and pragmatic attributes that connect the private and public spheres. The authors hold that PV incorporates people's interest, needs, desires, cognitive, psychological and social well-being. Sills (1968), Spano (2009), Railton (2000) and Putnam (2002) (in Rutgers 2015:30-39) define PV as possessing a normative foundation located in human rights, social values and social dynamism. Hills and Sullivan (2006:13) hold that the core attributes of PV are contained in the elements of efficiency, effectiveness, democracy, transparency, equity, authorisation and trust as they relate to the delivery of goods and services. The authors emphasise that PV entails a strong bond between its elements and core PVs, which are quality of life, well-being and happiness, social resources, social relations and social inclusion.

Thompson and Rizova (2015:566) assert that PV requires an unambiguous definition and to merely describe PV in terms of administrative values such as

equity, efficiency, fairness, justice, prudence, transparency and social cohesion, is inadequate. Moore (in Thompson and Rizova 2015:566) states that PV may be understood in terms of realising collective aspirations for specific outcomes with the economic employment of resources and shared authority. Moore and Hartley (in Thompson and Rizova 2015:566) support the view that a definition of PV cannot exclude the regard for justice, social development and public welfare concerns.

Benington (2009:232) holds that deliberative democracy is an essential operating principle for satisfying PV demands, the criteria of which are vested in qualitative and quantitative social elements, as deliberative engagement relates to PV operability and axiology (how value is interpreted, given meaning, and applied). The author holds that the generation of publics gives the public (or community) a voice, an essential vehicle for PV generation.

PV assumes varied interpretations in a domain which is specific to development, growth, rebuilding and regenerating the social fabric. PV conceptualisation and constructs are specific to universally accepted norms, behaviours, practices and values which promote and enable citizens to own and sustain their spaces, livelihood, security and well-being. PV contains the tangible (physical) and nontangible (psychological) elements that restore and sustain quality of life, well-being and general happiness among citizens in a productive society.

## **New Public Management (NPM) versus PV management (PVM)**

The characteristics of NPM and PV management (PVM) differ distinctly and are practised in different ways. NPM is characterised by privatisation, economic austerity, value for money drivers and gearing budgets to tangible rewards. Stoker (in Meynhardt 2009:195) describes NPM as “out with large, multipurpose hierarchical bureaucracies and in with lean, flat, autonomous organisations drawn from the public and private sectors and steered by a tight central leadership corps”. The NPM principles invalidate PV conceptualisation, adoption and adaptation at community and municipal level as NPM serves to diminish public engagement, public enablement, citizen driven innovations and public interest. Turrell (2014:483) points out that NPM shows accountability to the market and contractual outsourcing via the private sector or public agencies. NPM undervalued community driven value creation, i.e. PV generation in both its tangible and nontangible forms, as it was not part of the NPM strategic agenda.

Turell (2014:483) and Bozeman (2007:155, 186) hold that PVM signals in a PV generating delivery system based on alternatives, designed and produced pragmatically. PVM places focus directly on public needs, demands, interests and expectations, vis-à-vis the preservation of human dignity. PVM utilises governance principles relating to results, trust relationships, collective and inclusive operations, expressed preferences, common objectives, satisfactory service outputs

and outcomes, legitimacy and multiple accountability systems aimed at inhibiting fragmentation in governing systems.

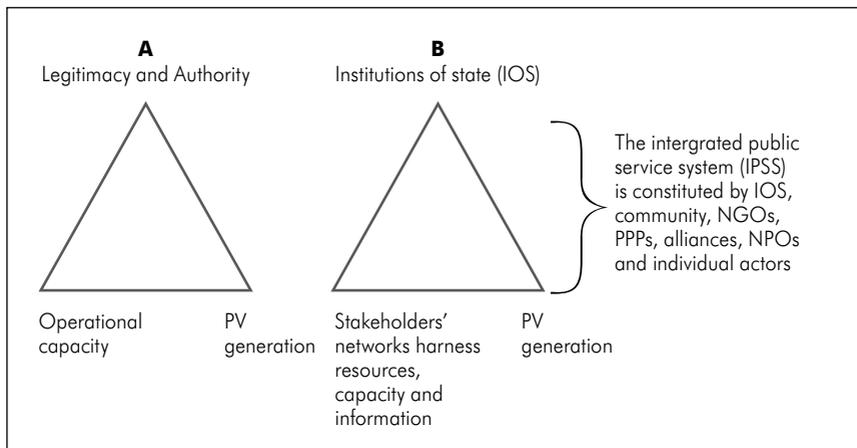
## PUBLIC VALUE THEORY

Public values encompass social ethics, while PV refers to infrastructural social elements and their non-tangible derivatives (utilities). De Bruijn and Dicke (in Hills and Sullivan 2006:71) contend that PV and public values are arguably empirically and normatively different.

### The strategic triangle as a key construct in PV theory

The strategic triangle (Figure 1A) is the fundamental construct of Moore's theory of PV (Moore and Khagram 2004:3). Legitimacy and support are integrally tied to the issue of authority of individual actors and stakeholders to act. Operational capacity, vested in public and stakeholder organisations, are obliged to define and generate PV. The two components of the strategic triangle presented in Figure 1A, are integrated into a system for PV generation, measurement and feedback to citizens. Figure 1B represents an adaptation of Moore's strategic triangle, which shows the components needed for systems integration, namely an IPSS, in equilibrational relationship with (i) the IOS as seats of authority and legitimacy, (ii) an integrated, nonlinear system responsible for networked governance, and (iii) the generation of PV products and services which benefit society generally. In Figure

**Figure 1: Strategic triangles A and B**



**Source:** (Adapted from Moore and Khagram 2004:3)

1B, the IPSS serves as a vehicle for PV generation as it bears operational capacity, in conformity with Moore's strategic triangle.

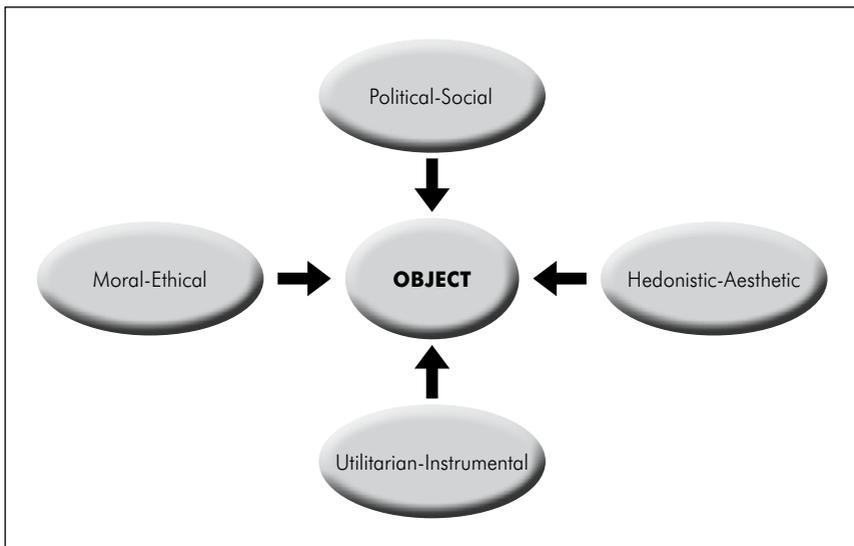
### Four dimensions of PV: An alternative to the strategic triangle

In challenging the limitations of Moore's (2004) strategic triangle, Meynhardt (2009:208) proposes four basic dimensions that explain the nature of PV, i.e. the hedonistic, socio-political, moral (ethical) and utilitarian dimensions, illustrated in Figure 2. The author holds that PV cannot be conceived outside of these dimensions, as each dimension contains a variety of elements which are acted upon by citizens and communities on a daily basis. The author stipulates four distinct qualitative constructs, indispensable as socio-economic criteria in complementing Moore's (2004) strategic triangle. He quantifies these value elements as measures of PV which are listed in Table 1. These elements are discussed later in the article.

### PV perspective theory

Jørgensen and Rutgers (2015:4-5) believe that a PV perspective arises from, first, public value-creating (or annihilating) processes and, second, from the view that PV management establishes or realises PV; the PV annihilating factors ("disvalues")

Figure 2: Four dimensions of PV



Source: (Meynhardt 2009:208)

are described as, for example, corruption and lack of integrity. The authors argue that PV constitutes desirability, i.e. as an outcome of collective processes.

PV criteria stem from regime values, described as (i) universal PV, (ii) PV critical for the running of governments, and (iii) PVs which are based on norms such as a constitution (Jørgensen and Rutgers 2015:8). The authors hold that a broad PV perspective may be constructed from (i) a theoretical-empirical model, and (ii) an evaluative and prescriptive research agenda, which would in combination serve as the praxis for PV concretisation. A seven-point perspective or framework is presented (Jørgensen and Rutgers 2015:6–7; Bozeman and Johnson 2015):

- Identify the PV universe and empirically state the PVs required;
- Construct a typology of PVs;
- Manage PV operability;
- Frame a PV agenda in order to classify PV into categories (public, public interest, regime and government);
- Systematise PVs, collective versus private values to create balance;
- Appoint the champion or actor responsible for the safeguarding of PV generation;
- Acknowledge the meta-issue of how to approach the study of PV.

The principles of complexity, dynamism, innovation and flexibility may be applied in a unique manner to allow for the generation of PV to meet specific requirements and achievements for beneficiaries.

## **PV failure theory**

PV generation bears the risk of failure since it is dependent upon the willingness for citizens' engagement, stakeholder team coalescence and individual actor agenda. Berlin and Spicer (in Van der Wal, De Graaf and Lawton 2011:332) argue that the multifaceted character of value conflict between inter- and intra-public and government actors, when judgements and decisions are being made in relation to policy and task implementation, can be disabling. The authors hold that either explicitly or implicitly a coercive tendency arises on the part of government hierarchy, which affects public bodies (as stakeholders) negatively. The authors conclude that a purely utilitarian morality cannot exist within bureaucracies. Van der Wal *et al.* (2011:333) and Moore and Khagram (2004:3) employ Weber's notion of "instrumental rationality" to explain that governments believe that they own and produce PV and therefore, where there is conflict, they hold the authority to make decisions; instrumental rationality may be replaced by the utilitarian principle in PV generation, i.e. the need to sustain careful employ of scarce public resources. Bozeman (2007:16) believes that PV generation should not be equated with government responsibility; he proposes a separation of the

governments' responsibility and the responsibility assumed by public groups who actually create PV.

Bozeman (2009:5) argues that PV failure also arises when vital scientific research is not utilised for social development and growth. PV failure occurs when neither the market nor the public sector provides the goods and services required to achieve core public values. Bozeman and Sarewitz (2005:123) list six PV factors which lead to PV failure: (i) poor PV identification, (ii) negative market forces, (iii) non-implementation owing to scarcity of providers, (iv) inadequate time for implementation, (v) poor planning with respect to employ of resources, and (vi) benefit hoarding, where only certain groups in society receive benefits.

Williams and Shearer (2011:1371–1372) hold that the power and heterogeneity of the actors, i.e. government, interest groups and donors, should be factored in as they have an influence on how PV is conceived. Scott (2010:276) argues for a more direct role in the generation of PV by the public and states that the role of government requires more clarity. Blaug, Horner and Lehki (in Scott 2010:276) state that the public must assume an authoritative place in the generation and evaluation of PV in order to avoid failure. Kelly, Muers and Mulgan and Blaug *et al.* (in Scott 2010:286) support the view that PV generation suffers from (i) a lack of embeddedness in relation to formal processes and procedures, and (ii) lack of authority in productive societies. However, the authors maintain that PV failure is avoidable. While a fair amount of tension exists between stakeholders, the most mundane infringement upon these values could cost projects and programmes profound setbacks.

## PV GENERATION

The generation of PV is directly linked to the satisfaction of the needs, demands and desires of citizens, stakeholders and individual actors. Bozeman and Johnson (2015:62) present two PV criteria, namely (i) the public sphere and (ii) progressive opportunity, which determine 'what' PV is to be produced. Beierle and Konisky, Stiglitz, Mistral and Kydd (in Bozeman and Johnson 2015:70) hold that cooperation, trust and fairness lend themselves to a healthy social contract in the generation of value. Kelly *et al.*, Borgonovi and Moore (in Spano 2009:330) and Benington and Moore (2007:13–18) contend that the value created or produced by individuals, the market, the community, the government and voluntary interest groups in combination, constitute PV; the higher the need satisfied, the higher the PV and vice versa. Spano (2009:332) contends that cooperation between politicians, public managers, private and public organisations is necessary for the generation of PV in a non-prescriptive and accountable manner. PV is embodied in public (i.e. community) expectations which arise when publics, i.e. public groups driven by

common objectives and vision, become active in the generation of value, intended to benefit groups or entire communities in terms of their need for social well-being and quality of life. The following approaches will examine these propositions.

## The governance approach

The governance approach to PV generation and measurement embodies the principles of complexity, uncertainty, network theory and nonlinear integrated management systems; it is dependent upon a fully participating public, and open exchange between the micro, meso and macro spheres of governance networks in a non-bureaucratic context (Stoker 2006:41–42; Stout and Love 2015:13–14). The generation of PV cannot proceed in silos and hierarchical environments in an era of rapid social change which delivers technological and digital benefits such as advanced forms of communication, making the demand for information and inclusion a current phenomenon (Lipnak and Stamps 1994; Clegg 1990; and Kooiman 1993; in Agranoff 2003:1). Pattakos and Dundon (2003) (in Agranoff 2003:1) emphasise the importance of the interconnections between innovation, collaboration and performance, suggesting that PV induction should capitalise on insights and ideas across functional silos.

O'Toole and Radin (in Agranoff 2003:1) hold that PV generation is best achieved through collaboration and that actors should understand the value chain, which they are part of. Klijn (in Agranoff 2003:2–3) states that a PV generation process entails collaborative structures in order to achieve facilitation, rational decision-making, cooperation and learning, as these are indispensable aspects of generating PV. Moore (in Agranoff 2003:2) and Casey (2015:110) explain that effective stakeholder network operations facilitate knowledge transference which stakeholders utilise in PV generation, policy matters and capacity building of network partners. Van der Wal *et al.* (2011:336) employ a stakeholder approach which acknowledges current hierarchical-institutional arrangements as a dominating phenomenon and hence maintain the need for planned public intervention in the realisation of PV outputs. Van der Wal *et al.* (2011:338) hold that a value-rational perspective on governance and purpose-rational orientation (guided by extrinsic 'push' factors); constitute the crux of the "tension" arising between government and communities.

The distinction between government and governance is therefore an important ingredient in the conceptualisation of PV generation, since it is implied by the foregoing views that institutions of state must adapt to the growing calls from communities for collaboration, integration and participation in local affairs. The governance approach to PV generation compels all stakeholders to utilise PV criteria in establishing a worthy and effective networked governance framework for PV generation.

## The economic approach

Thompson and Rizova (2015:567) offer an economic approach to PV generation based on market engagement. Moore and Hartley (in Thompson and Rizova 2015:567) argue that PV generation cannot be independently conceived and delivered by government. The authors explain that PV generation is driven by (i) learning from empirical market trends within a complex environment, (ii) legislation that is the binding force between government and business, and (iii) value generation where benefits accrue to individuals and maximising PV as net benefit to the public.

Meynhardt (2009:209–211) uses a business-economic approach to PV generation, integrating the material, financial and psychological factors as well as the social heterogeneity of larger public groupings. All basic needs and hence public goods and services, which give rise to aesthetic non-material gains, have a financial equivalent which is value added in terms of the transformation of the value of a certain good into a higher value (Meynhardt 2009:209). Meynhardt (2009:209-214) deems that the economic approach to PV generation makes a contribution towards advancing social welfare and therefore equates to an investment. The author supports the subjective employment of value regarding one or more basic needs for citizens; it is important therefore to correctly evaluate PV in satisfying customer choices, demands and needs. The author holds that PV is imbued with economic value and also utilises stabilising qualities such as sustainability, innovation, public interest and services quality.

One may assume from Meynhardt's theory (2009) that the accumulated effort (organisation, labour and time) expended, should equate to a quantified sum of PV produced. It may be assumed that material and non-material values produced in an IPSS may be cost, through simple accounting, cost benefit analysis and or cost efficiency analysis. Government officials participating in producing IPSS outputs and outcomes are liable to endorse and process decisions reached through stakeholder consensus.

## The multidimensional approach

Bozeman (2009:4) explains that PV mapping (i.e. establishing who will be involved, what is required to be done, the purpose and where human, material and financial resources are located) is a scientific approach to PV representation (i.e. access by stakeholders and individuals), given the multiple complex determinants of social outcomes, while integrating the important role of the public, government and private sector networks in society. PV mapping embraces normative and explanatory theoretical positions to implement gains made by research and development in the communal utilisation of available resources for social benefit.

Bozeman (2009:25) holds that PV mapping employs the churn model of knowledge, value and innovation, contending that research outcomes must hold practical relevance for tangible, non-tangible, desirable or other criteria for gauging the impact of science on social life. He argues that knowledge value collectives (KVCs) and knowledge value alliances (KVAs) between scientists and society should develop social and human resources which recognise multiple complex determinants.

Burt (1992), Loury (1977) and Coleman (1990) (in Tsai and Ghoshal 1998:464-473) hold that social resources, i.e. including norms and values, are embedded in relationships which exist in social networks, organisations and groups. The authors hold that a strong stabilising relationship was found to exist between social resources and PV generation, given the dynamic interaction between three important dimensions, namely (i) structure, from which social interaction flows, (ii) social relations, from which trustworthiness flows, and (iii) the cognitive dimension, i.e. shared vision, from which innovation emerges in a multidimensional context for PV generation. In multidimensional approaches, the critical nature of fairness, equality, openness and accountability plays a vital role in the success of PV generation.

## **The humanist approach**

Meynhardt (2009:193) holds that from a humanist perspective, PV generation relates to how people think and feel about society. In Table 1 Meynhardt (2009:202) presents a needs and values based non-prescriptive framework, featuring the non-tangible elements for PV generation. Four value dimensions are presented, i.e. the moral-ethical, political-social, utilitarian-instrumental and hedonistic-aesthetical values.

Table 1 shows the interrelationships between the non-tangible PV elements. It is contentious whether these elements may be applied as empirical indicators for measuring PV outcomes. In Figure 2 Meynhardt provides an auxiliary view to Moore's (2004) strategic triangle, holding to the four non-tangible PV dimensions stated in Table 1. Stoker (in Meynhardt 2009:194) contends that PV generation demands a deeper awareness of the public by managers; that they need to go beyond the tasks of merely meeting targets and following procedures and to ask if their actions are bringing a net benefit to society.

Nabatchi (2012:8–29) presents a four-frame schema of PV imperatives shown in Table 2; this account of PV generation is framed in the humanist paradigm. She holds that the political, legal, organisational and market factors, feature as drivers of PV generation, which when implemented, will produce unique value content, modes of rationality and choice of methodology. The four frames instrument presents a flexible and adaptable framework for the

**Table 1: Four non-tangible PV dimensions**

Basic needs	A translation of basic needs, motivated by the following examples	4 Basic value dimensions & PV elements
<b>Positive self-evaluation</b>	<ul style="list-style-type: none"> <li>• Positive self-concept and self-worth</li> <li>• Consistent relationship between self and environment</li> <li>• Feeling of high self-esteem (in social comparison)</li> </ul>	<b>Moral-ethical:</b> <ul style="list-style-type: none"> <li>• Human dignity</li> <li>• Diversity</li> <li>• Integrity</li> <li>• Secrecy</li> </ul>
<b>Maximising pleasure and avoiding pain (such as living in poor conditions)</b>	<ul style="list-style-type: none"> <li>• Positive emotions and avoidance of negative feelings</li> <li>• Flow-experience</li> <li>• Experience of self-efficacy due to action</li> </ul>	<b>Hedonistic-aesthetical</b> <ul style="list-style-type: none"> <li>• Cultural heritage</li> <li>• Reliability</li> <li>• Beauty of public spaces</li> <li>• Services quality</li> </ul>
<b>Gaining control and coherence over one's conceptual system (social awareness)</b>	<ul style="list-style-type: none"> <li>• Understanding and controlling environment</li> <li>• Predictability of cause and effect relationships</li> <li>• Ability to control expectations to cause desired outcomes</li> </ul>	<b>Utilitarian-instrumental</b> <ul style="list-style-type: none"> <li>• Self-initiative</li> <li>• Openness</li> <li>• Robustness</li> <li>• Sustainability</li> </ul>
<b>Positive relationships</b>	<ul style="list-style-type: none"> <li>• Relatedness and sense of belonging</li> <li>• Attachment, group identity</li> <li>• Optimal balance between intimacy and distance</li> </ul>	<b>Political-social</b> <ul style="list-style-type: none"> <li>• Citizen involvement</li> <li>• Equal opportunities</li> <li>• Compromise</li> <li>• Social innovation</li> </ul>

Source: (Adapted from Meynhardt 2009:203)

interpretation, communication and negotiation of PV generation by stakeholder network teams.

The humanist approach to PV generation recognises citizens' expectations as organic, as a focus applicable to communities in both advanced and developing societies, who are outside the fold of mainstream social and economic prosperity. PV demands for infrastructure and psychological well-being are common, and are required in terms of social equilibrium and economic inclusion. When basic requirements for social well-being is neglected by institutions of state, the humanist approach to PV generation assumes greater importance in providing solutions to community-based problems.

**Table 2: Four public value (PV) frames in governance**

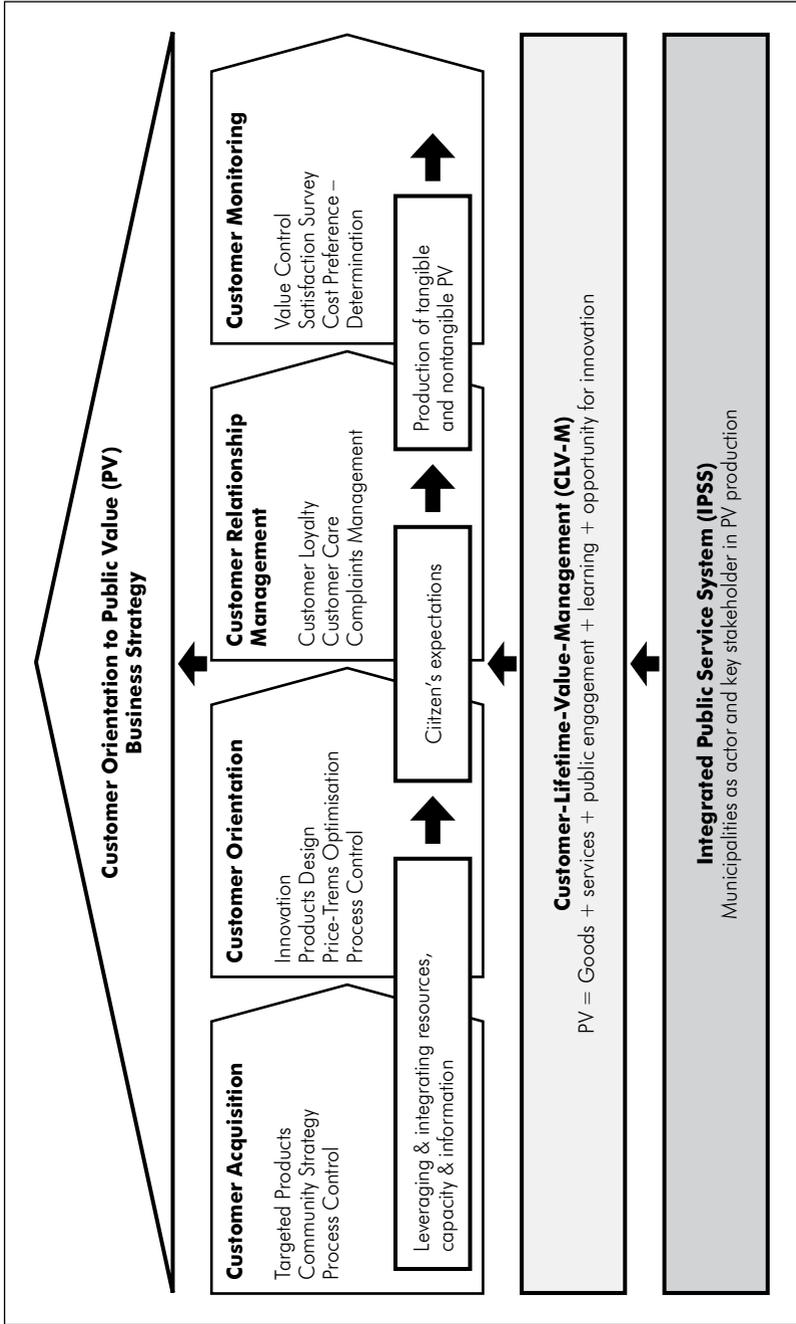
Values Frame	Political	Legal	Organisational	Market
<b>Content Values</b>	Participation, representation, political responsiveness, liberty, equality.	Individual substantive rights, procedural and due process and equity.	Administrative efficiency, specialisation and expertise, authority, merit, formalisation, organisational loyalty, political neutrality.	Cost-savings, cost-efficiency, productivity, flexibility, innovation and customer service
<b>Prevailing Mode of Rationality</b>	Substantive rationality using deductive, dialectical and deontological reasoning grounded in history and political philosophy.	Legal rationality using inductive and deductive reasoning in light of issues, rules and facts.	Technocratic and functional rationality using teleology, utilitarianism and instrumental reason.	Instrumental rationality, reinforced by economic liberalism and economic individualism.
<b>Predominate Methods</b>	Popular participation (both indirect and direct). Institutions that ensures democratic liberties and equality. Civic education.	Adversary procedure, including processes such as rulemaking, investigating, prosecuting and negotiating, among others.	Hierarchy, empiricism scientific methods, e.g. rationally established procedures to assess content values against goals and objectives.	"Running government like a business" Market-oriented reforms e.g., privatisation, downsizing, rightsizing, streamlining, competition, contracting out, franchises, voucher programs and commercialisation.

Source: (Nabatchi 2012:29)

## The Customer-Lifetime-Value-Management (CLV-M) approach to PV generation

Hofmann and Mertiens (2000:10) developed the Customer-Lifetime-Value-Management (CLV-M) approach to PV generation. The authors illustrate their approach with a model, shown in Figure 3, in which customer relations and value additions feature prominently. PV generation can be tracked and measured,

**Figure 3: Key components of the CLV-M approach to PV generation**



identifying the value created to the customer and customer satisfaction in terms of expectations that were met. The model was adapted to fit an IPSS context. Essentially, citizens and communities engage each other as stakeholders, participating in the various stages of PV generation as indicated in the diagram.

Government organisations reside in an IPSS as a key stakeholder, as shown in the base tier. The second tier indicates 'what' PV must be generated by stakeholders driving common objectives. The third tier indicates 'where' the actual PV generation occurs and the stage at which value and customer satisfaction is created. The third tier represents the process phase, in which effectiveness and efficiency demands are monitored by stakeholder groups, regarding (i) leveraging resources, (ii) formulating expectations regarding value, quality and satisfaction, and (iii) delivering PV outputs and outcomes. The uppermost tier involves pursuing stakeholder business strategy to ensure stakeholder satisfaction.

The CLV-M approach holds links with the humanist approach as it presents a visual tool for easing access, understanding and interaction for individuals and communities acting in PV generation programmes. In addition, the CLV-M approach also facilitates PV generation in respect of managing a multidimensional approach. Common ground therefore exists between these approaches to PV generation, while in particular, the link between the multidimensional view and the humanist view prevails in relation to structure, building social relations and relationships between parties based on trust, feedback (horizontal and vertical), shared vision and opportunities for creativity and innovation.

## **The normative-consensus approach to PV generation**

Bozeman (2007:10-12) argues that the ideal mix of political and economic authority exercised in integrated public systems, relate to what the public regard as normative publicness, i.e. that level of public interest best serving the long-run survival and well-being of civil society. Bozeman (2007:14) and McInnes (2001:500) note that not all PVs are positive; negative PV may predominate and serve to inhibit the rights of others, invariably minority groups. PV normative characteristics may be understood in terms of (i) normative consensus, namely public ideals, rights, demands and services, (ii) what is good for the whole entity, (iii) PV not necessarily being an ideal of government, (iv) private values being regarded as PV, (v) PV assuming a general consensus, and (vi) basic needs to survive (Bozeman 2007:132-134).

Dunleavy, Margetts, Bastow and Tinkler (2005:467) maintain that PV generation, characterised by disaggregation, competition and incentivisation, is gradually being replaced by reintegration, needs-based holism, co-productivity and digital-era governance (DEG). The authors believe that isocratic government (a government which facilitates the sharing of power between itself and the people)

renders a shift from agency-centred to citizen-centred government, creating a normative-consensus approach to PV generation.

The normative-consensus approach places importance on creating PV from the bottom-up, i.e. utilising a participatory methodology as a catalyst for manifesting the political, economic and social perspectives held by particular community groups and communities, aspiring to a common agenda. The contention that PV generation is a dynamic process implies that growth and development components ought to be constantly applied as norms in society.

## **EVALUATING THE PV GENERATION PROCESS**

Measuring quantities and qualities are daily activities performed by people in a natural manner.

PV is measurable in all its forms, subjectively and objectively. The following methods may be used to measure, assess and evaluate PV generation in terms of its common objectives, efficacy, effectiveness, efficiency, adaptability and sustainability.

### **The survey method**

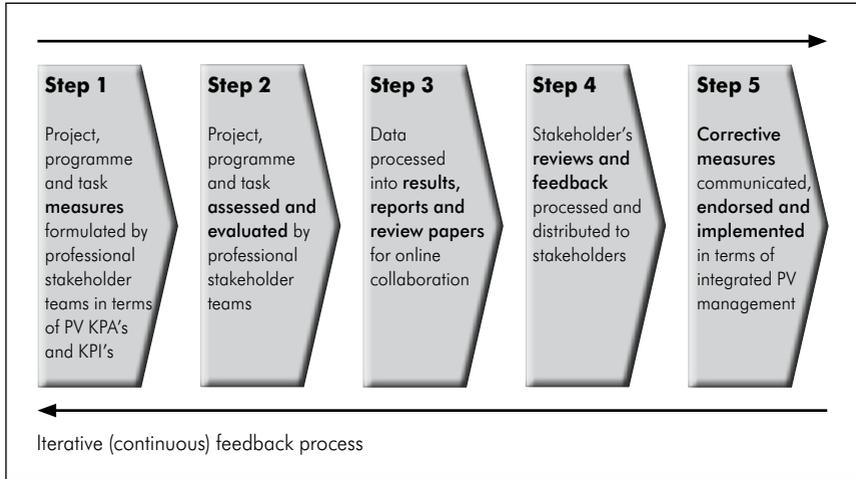
Stejskal and Hájek (2015:145) state that the survey methodology may be used to evaluate PV effectiveness when the population is large. The authors hold that results from a measured service is transferable and comparable to other public services and that it is important for the allocation and monitoring of public resources. The authors contend that the survey method is used to measure (i) market-related behaviour, (ii) return on investment, (iii) product worth and consumer preference, and (iv) costs and benefits of a public service. Measures of PV can be utilised in the IPSS context, where the evaluation of PV demands an ongoing multi-criteria analysis approach.

Figure 4 illustrates a five-step survey method for measuring PV effectiveness. Each step indicates the involvement of stakeholders, individuals, community organisations and government agencies. A continuous feedback mechanism is utilised to ensure positive and negative feedback to all the actors involved in the process. The entire process ensures that stakeholder demands and expectations will be evaluated in terms of its commonalities.

### **A cluster-driven framework for measuring PV**

Clusters of PV relate to broad social outcomes such as quality of life, well-being, happiness, availability of social resources, social inclusion, safety, security,

**Figure 4: Five-step survey methodology for measuring PV effectiveness**



**Source:** (Adapted from Flamholtz's in Spano 2009:343)

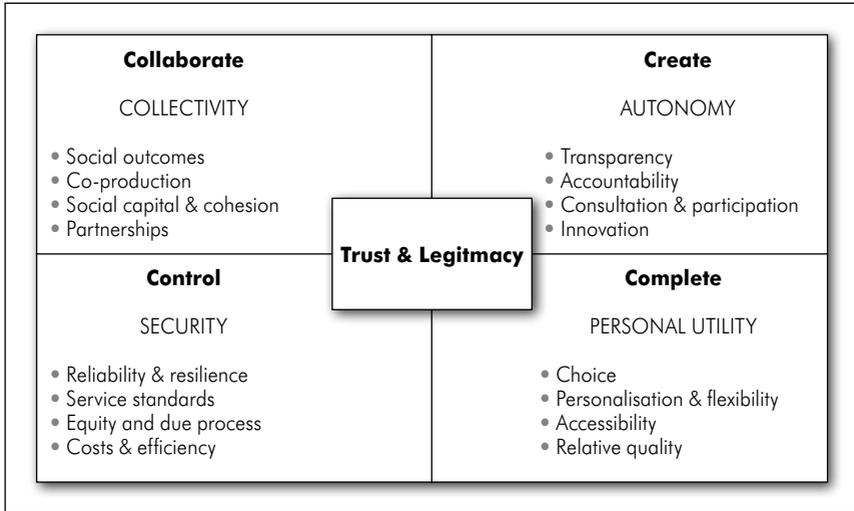
equality and public engagement. Hills and Sullivan (2006:13) point out that the identification of clusters of PV is required in order to measure outputs and outcomes of PV created. Each cluster of public life has PV criteria pertinent to it; a service delivery process for example, would have efficiency, effectiveness, cost effectiveness, democracy, transparency, equity, authorisation and trust as PV measures (Hills and Sullivan 2006:13).

A cluster-driven framework for measuring PV would focus on the (i) appropriateness, (ii) holism, (iii) equality, (iv) trustworthiness, and (v) effectiveness of PV generation; these core criteria are measured against (i) objectives, (ii) task definition, (iii) implementation (iv) outputs, (v) outcomes, and (vi) impact achieved (Hills and Sullivan 2006:13).

## **The competing values framework (CVF) method**

The process of generating PV creates all manners of inherent tensions. The competing values framework (CVF), as shown in Figure 5, evaluates and offers a management tool to deal with tensions related to public choice and PV generation. The CVF has four equally attractive PV groups relating to public choice. Talbot (2008:10) explains the inherent tensions concerning PV appraisal: the quest for flexibility and autonomy versus control and stability and juxtaposed to this, are collective concerns over competitiveness, influenced by the external environment. Competitiveness is a public choice relative to collaborative engagement. The CVF is an integrated and holistic appraisal tool for PV generation. 'Trust and

**Figure 5: Competing Values Framework (CVF) for appraising PV generation**



Source: (Talbot 2008:17)

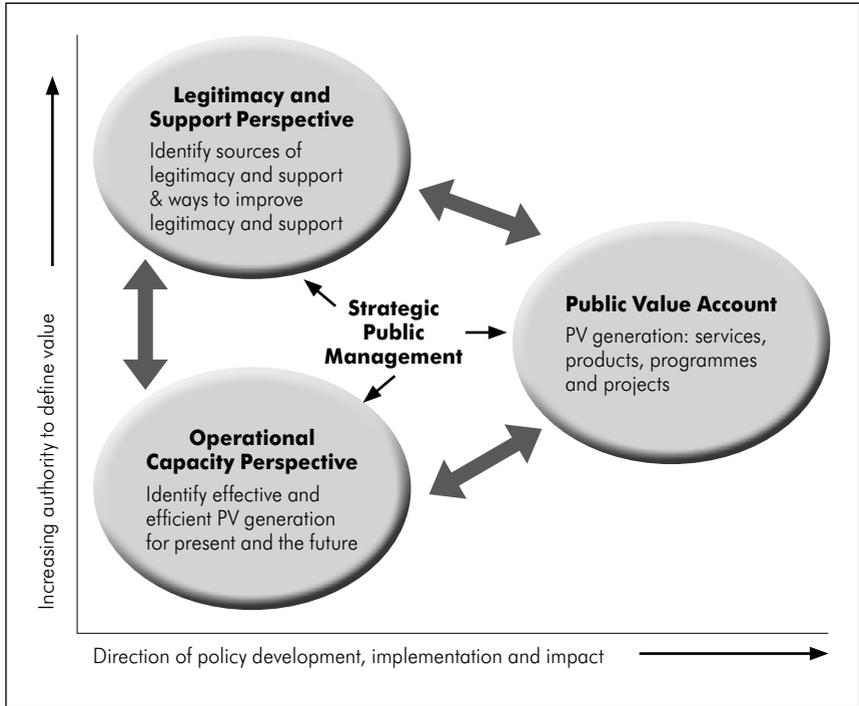
legitimacy’ serve as binding authoritative values compelling actors to establish sound relationships in order to obtain and utilise valuable resources.

### Utilising a PV scorecard

The PV scorecard (PVSC) is an evaluation instrument which provides a holistic and balanced assessment, at any point in time, of when, where and how PV was or will be created. The PVSC, illustrated in Figure 6, is based on the Balanced Scorecard concept (Kaplan and Norton 1996) and the theory of the strategic triangle (Moore and Khagram 2004:3). The PVSC allows stakeholders to keep account of the various states of PV generation (Moore 2012:11).

The PVSC allows PV assessment in terms of two parameters, viz. (i) policy development and solidification, and (ii) the increasing legitimacy and authority of the stakeholders who are active in the generation of PV. The PVSC is designed to assess, (i) operational capacity in terms of skills, maturity, capacity and capability, (ii) growing understanding and attraction to legitimacy and support, both from internal as well as external support bases, and (iii) assessment of actual PV created, in terms of its successes, weaknesses and citizens’ expectations. Meynhardt, Gomez and Schweizer (2014:6) prefer an alternative PVSC with five evaluation measures for PV generation, viz. (i) utility, (ii) decency, (iii) profit or benefits accruing, (iv) political acceptability, and (v) the quality of the experience obtained

**Figure 6: The public value scorecard (PVSC)**



**Source:** (Recognising public value: developing a PV account and a PV scorecard Moore 2012:30)

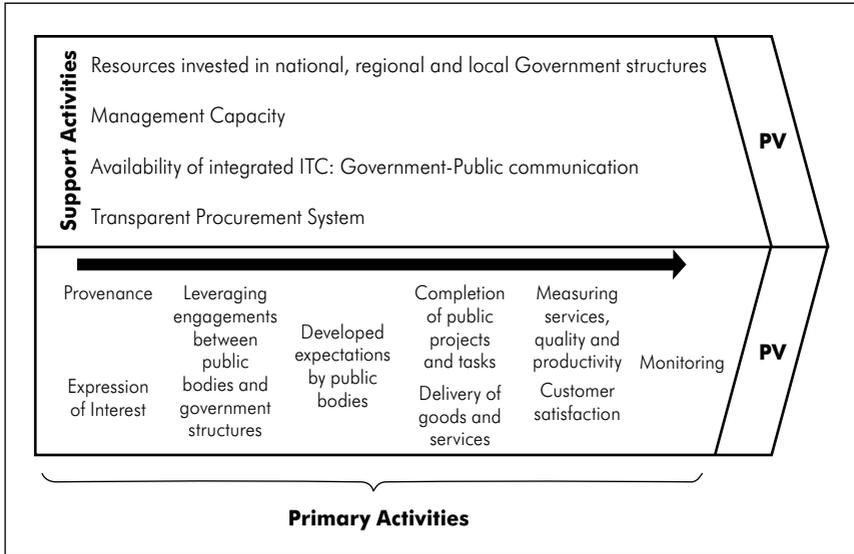
from the PV generated. The PVSC also measures risk factors which allows for subsequent risk mitigation.

## Utilising a public value-chain

The public value-chain shown in Figure 7 has an important empirical role in networked governance, co-production and integrated service delivery. The implementation of PV generating programmes may employ a public value-chain instrument to strategically direct, manage and evaluate the productive components of PV generation in various states of progress or weakness. Moore (2012:28) adapted Porter's (1985) value-chain model to show relevant potential for the primary and support activities concerning the generation of PV.

Since PV is created through the efforts of stakeholders, it follows that the utilisation of resources, capacity and information will be geared to realise common objectives, i.e. the generation of beneficial and effective quality outputs and satisfactory outcomes. Critical primary activities, indicated in Figure 7, are provenance,

**Figure 7: Public value-chain**



**Source:** (Adapted from Porter’s Organisational Value Chain in Johnson and Scholes (2002:161) and The Value-Chain: Possible Points of Measurement Moore 2012:28)

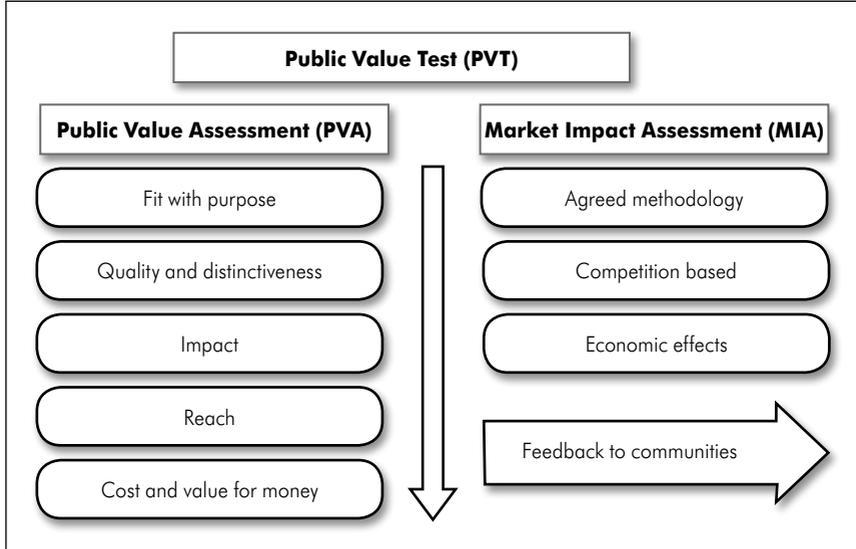
leveraging, expectation, delivery, measuring satisfaction and monitoring sustainability outcomes. Negative feedback, for remedial adjustments and positive feedback for systemic and process enhancement, is ongoing as it strengthens organisational accountability, transparency and co-production. The essential aspects of feedback in the public value-chain are to ensure waste reduction, effectiveness of outputs, detecting volatility and the achievement of common objectives.

### **The British Broadcasting Corporation (BBC) “two-step” PV test (PVT)**

The British Broadcasting Corporation (BBC) successfully utilises a “two-step” PV test (PVT) to measure PV generation in relation to user satisfaction relating to the broadcasting of new programmes. The London Library also uses the PVT. The PVT relies upon feedback from users in order to enhance and improve their products and services. Figure 8 shows the PVT diagram.

The first part of the application of the PVT comprises a survey of PV criteria, i.e. categories listed on the left of the diagram, which administers the BBC PV drivers, obtained from the BBC Charter and known as the Public Value Assessment (PVA). The PVA gathers PV information regarding quality, distinctiveness, impact, reach, cost and value for money (Grant, Tan, Ryan and Nesbitt 2014:13). The second

**Figure 8: The British Broadcasting Corporation (BBC) “two-step” PV test (PVT)**



**Source:** (Grant, Tan, Ryan and Nesbitt (2014:13) on BBC protocol C1 – UK Public Services and non-service activities)

part of the application, the Market Impact Assessment (MIA), is done by issuing a follow-up survey, which evaluates post-process market criteria, those indicated on the right, in the diagram (Grant *et al.* 2014:13). According to the authors, the PVs relating to quality access to information, cultural and educational values incorporating capacity building and learning, social values, global values and a global world view; are PV criteria which may be monitored and evaluated with ease.

## **PRACTICAL EXAMPLES RELATING TO PV EVALUATION CRITERIA**

The following examples provide opportunities for municipalities and a host of private and semi-private organisations, to form stakeholders’ networks with communities for the generation of PV. The experience derived from these examples, record a slow progress rate, with high volatility of the circumstances under which organisations performed.

Complex conditions in communities will demand that a number of approaches be utilised simultaneously, i.e. eclectically, since each approach presents unique advantages. One may assume that while PV generation criteria are easily grasped at community level, the actual implementation of regeneration programmes

**Table 3: Public Value criteria generated by focus groups in Twin Cities, Minnesota**

<b>Tangible PV criteria (public goods and services)</b>	<b>Nontangible PV criteria (social progress, wellbeing, quality of life)</b>
<ul style="list-style-type: none"> <li>• Public safety</li> <li>• Local transport hubs</li> <li>• Build strong local economy</li> <li>• Infrastructure for community stability</li> <li>• Resources for sustainability</li> <li>• Housing conducive to quality of life</li> <li>• Disaster management centres</li> </ul>	<ul style="list-style-type: none"> <li>• Public and non-profit services</li> <li>• Community capacity and capability</li> <li>• Sound quality of life</li> <li>• Adult basic education</li> <li>• Civic education</li> <li>• Effective and efficient service delivery</li> <li>• Aesthetically pleasing environment</li> </ul>

Source: (Adapted from Bryson 2012:4)

and projects are best achieved over the long term, of about 20 years. Invariably, community-level education and empowerment programmes are a necessary step towards successful engagement by communities; the complexities of community regeneration, social enhancement and PV achievements are mitigated through community education, empowerment and engagement, in that order.

### The Twin Cities ‘experiment’ in PV generation

Bryson (2012:4) collated a set of PV criteria for a study in PV generation, with metro managers, business persons, non-profit organisations (NPOs) and policy-makers from Twin Cities, Minnesota, USA. Table 3 lists the PV criteria compiled. Twin Cities experienced historical, social, economic and educational segregationist policies and high incidence of poverty levels among minority groups (Schultz 2015). The challenges facing the communities of Twin Cities were to bridge the historical divide created between two distinct and divided groups over many years. The key objectives of the study were to restore trust, reduce suspicion, build harmony and establish cooperation among resident groups and individuals.

### Creating PV in Beacon Estate, Penwerris, Cornwall, UK

The Beacon Community Regeneration Partnership (1995 to present), in Penwerris, Cornwall, UK, is probably the most successful example of PV generation known to achieve measurable success. The stakeholders’ multi-agency group was led by the Health Department of Exeter Medical School, supported by staff at the London School of Economics. A common agenda was constructed over a two to three-year period; at this point the stakeholder group could initiate tasking. The Beacon Estate community and the local city council were regarded as key

**Table 4: Evaluation criteria regarding improvements in the Beacon Estate community**

<b>Employment</b>	<ul style="list-style-type: none"> <li>• 300 community members found employment from 1995 to 2001.</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>• Increased rate in breastfeeding.</li> <li>• Decrease in domestic violence.</li> <li>• Reduction in drug abuse.</li> <li>• Decreased rate in child protection.</li> <li>• Behavioural patterns and social relations improved.</li> </ul>
<b>Crime</b>	<ul style="list-style-type: none"> <li>• Crime reduction was recorded in all categories.</li> <li>• Play-parks became social places.</li> </ul>
<b>Environment</b>	<ul style="list-style-type: none"> <li>• Aesthetics (and repairs) of 700 homes were vastly improved.</li> <li>• Cleaner streets, more street lighting, upgraded green spaces.</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>• Improved school attendance.</li> <li>• Improvement in the subject results of English, mathematics and science.</li> <li>• Training for crèche leaders were introduced.</li> <li>• Sport equipment allowed for improved sport activities after school.</li> </ul>

**Source:** (Social impact valuation of the Beacon Project, 1995-2001 Fujiwara, Hotopp and Lawton 2016)

stakeholders. The economic, social, educational and political aspects of community life saw remarkable improvement (Fujiwara, Hotopp, and Lawton 2016) in the first five years. PV generation in the Beacon Estate community is being sustained and continually enhanced. The relevance of this example lies in the profound commitment of the stakeholders to reverse the poverty, hopelessness and abuse which prevailed in the community. Table 4 points to PV generation efforts over a five-year period.

## **The need for PV generation in Belgium**

Dekkers (2008:506) found extremely poor living conditions among the destitute in Belgium, which affected the material, social, physical and psychological health of the residents. These PV attributes are summarised in Table 5. Community regeneration programmes utilising integration and PV methodology aimed to reduce poverty and improve living conditions.

## **The need for PV generation in South Africa**

Applicable to South Africa, Dinda (2014:890) and Alkire (2009:3) found that community development projects in poor communities globally, raised confidence levels. The authors found that five contributors to social well-being and general happiness are relevant, viz. economic prospects, education, accessible social structures, health and sustainable development, stated in Table 6. In South

**Table 5: PV criteria applicable to poor social groups, i.e. communities**

PV criteria regarding poor communities	
1. Unpaid bills.	13. Damp conditions.
2. Unable to save; experiencing poverty.	14. Rottenness.
3. Difficulties making ends meet.	15. Pollution.
4. Poor health or a disability.	16. Criminality.
5. Income required, being divorced or widowed.	17. Subsidence (cracks).
6. Consumption costs.	18. Internal noise.
7. Housing costs.	19. Internal privacy.
8. Dwelling living in housing camps.	20. External privacy.
9. Living in rooms.	21. Debts.
10. External noise.	22. Being poorly educated.
11. Darkness in the dwelling.	23. Inability to afford recreation, entertainment or sports.
12. Lack of heating.	24. Poor psychological health.

Source: (Dekkers 2008:506)

**Table 6: Criteria for PV generation applicable in South African communities**

<b>Economic prosperity</b>	Pro-poor growth approaches to reduce inequality and to build human and social capital.
<b>Education</b>	Improve school enrolment, quality of schooling, school curriculum design, restore school attendance norms, quality of education delivered and development activities, i.e. as it relates to human development.
<b>Social structures</b>	Build social norms, trust, cooperation, reciprocity, responsiveness and networks for shared understanding and collective action.
<b>Health</b>	Productive consumption providing nutritional intake to avoid malnutrition.
<b>Sustainable development</b>	Spending for inclusive growth strategy for sustainable facilities like health, education and housing.

Source: (Adapted from Dinda 2014)

Africa, these categories may be used as (i) poverty measures, as it relates to chronic socio-economic and epistemological deficits in sectors of the society, and (ii) PV focal areas, viz. improvements in the delivery of nutrition, effective utilisation of social resources, housing, school attendance, employment and the delivery of quality education, captured in Table 6. Harris (2007:436) found that South Africans experience lower levels of (i) general happiness, (ii) trust, (iii) satisfaction,

(iv) economic well-being, (v) optimism about prosperity, and (vi) social cohesion. Given the compounded nature of poverty in South Africa, PV generation programmes and projects should assume priority at the level of service delivery.

## CONCLUSION

PV generation was explored in terms of its criteria, definitions, applicability, relevance and systemic qualities for the attainment of improved quality of life and social well-being in ailing communities. PV was defined as community and beneficiary-owned tangible and non-tangible assets. PV theory, generation approaches, evaluation and examples of applications were explored in order to provide insight into the means by which socio-economic community matters, problems and demands may be treated, viz. through service delivery, community engagement and collaboration with stakeholder networks acting in an IPSS for PV generation.

PV generation entails transparent network interactivity, focusing on three major components, (i) the institutionalisation of collaborative efforts, (ii) the integration of skill, willingness and capacity, and (iii) adopting a sustainable structure such as an IPSS. Holistic envisioning, the practise of integration and the utilisation of stakeholder networks are implemented in PV generation programmes and projects, taking account of the complexity, heterogeneity of public groups and the institutional and organisational flexibility by which PV is measured. PV generation therefore engages a viable alternative system to the inwardly focused bureaucratic system of government and governance practices.

The management of participation, deliberation, knowledge transfer, empowerment of participants and finally, the adoption of sustainability measures; are crucial PV support functions. PV generation takes cognisance of social interactivity and incorporates deliberative democratic principles such as openness, transparency and administrative flexibility, guided by the objectives of effectiveness, efficiency and economic expediency.

The sociological and economic nature of PV generation and measurement entails public engagement in an organised and constructive environment; it implies too that investment in PV programmes and projects are protected by stakeholders, being the custodians of public assets, material and non-material PVs. What remains a central feature of PV generation and evaluation is that it is derived from the needs, demands and expectations of the public, i.e. PV evolves from public choice. The PV generation criteria highlighted in this article are globally and locally relevant; however, it is vastly reliant on the emergence and implementation of an IPSS. PV generation is therefore anticipated to be relevant for application in the public space, as a criterion in public policy enrichment, as a fresh approach

to the delivery of sustainable and transformative value to communities and as the primary product of an IPSS.

## NOTE

- \* Mr F Jessa is a doctoral candidate under the supervision of Prof F Uys. His thesis is entitled *Managing an integrated public service system (IPSS) generating public value (PV) with regard to municipalities in the Western Cape province*. This article is based on his thesis.

## REFERENCES

- Agranoff, R. 2003. A New Look at the Value-Adding Functions of Intergovernmental Networks. Paper prepared for Seventh National Public Management Research Conference. Georgetown University. USA.
- Alkire, S. 2009. Multidimensional Poverty Measures: New Potential. The 3rd OECD World Forum on “Statistics, Knowledge and Policy” Charting Progress, Building Visions, Improving Life. Busan. Korea. October 2009.
- British Broadcasting Corporation protocol C1 – UK Public Services and non-service activities. British Broadcasting Corporation PVT Test (PVT). Available at: [http://downloads.bbc.co.uk/bbctrust/assets/files/pdf/regulatory\\_framework/protocols/2014/c1\\_uk\\_public.pdf](http://downloads.bbc.co.uk/bbctrust/assets/files/pdf/regulatory_framework/protocols/2014/c1_uk_public.pdf). (Accessed on 05 February 2015).
- Benington, J. and Moore, M.H. (Eds.). 2007. In Search of Public Value—Beyond Private Choice. *Institute of Governance and Public Management (IGPM)*. Warwick Business School. Palgrave Publishing. Coventry. UK.
- Benington, J. 2009. Creating the Public In Order To Create Public Value? *International Journal of Public Administration*. Routledge Taylor and Francis. 32:232–249.
- Benington, J. and Moore, M.H. (Eds). 2011. *Public Value Theory and Practice*. Palgrave Macmillan. Hampshire. United Kingdom.
- Blaug, R., Horner, L. and Lekhi, R. 2006. Public Value, Politics and Public Management. A Literature Review. The Work Foundation Alliance Ltd. Lancaster University. London. UK.
- Bozeman, B. 2007. *Public Values and Public Interest. Counterbalancing economic individualism*. Georgetown University Press. Washington D C. USA.
- Bozeman, B. 2009. Public Value Mapping of Science Outcomes: Theory and Method. A Monograph of the Public Value Mapping Project of the Centre for Science, Policy and Outcomes. Centre for Science, Policy, and Outcomes. A Project of Columbia University Washington DC and School of Public Policy Georgia Tech Atlanta. Georgia, USA.
- Bozeman, B. and Johnson, J. 2015. The Political Economy of Public Values: A Case for the Public Sphere and Progressive Opportunity. *American Review of Public Administration*. Sage Publication. 45(1):61–85.

- Bozeman, B. and Sarewitz, D. 2005. Public values and public failure in US science policy. *Science and Public Policy*. Beech Tree Publishing. Surrey, UK. 32(2):119–136.
- Bryson, J. 2012. A Methodology for Discerning What the Public Values: The case of a Collaborative Regional Geographic Information System. Hubert H Humphrey School of Public Affairs. University of Minnesota, USA.
- Casey, C. 2015. Public Values in Governance Networks: Management Approaches and Social Policy Tools in Local Community and Economic Development. *American Review of Public Administration*. Sage Publication. Arlington, USA. 45(1):106–127.
- Dekkers, G.J.M. 2008. Are you unhappy? Then you are poor! Multi-dimensional poverty in Belgium. *International Journal of Sociology and Social Policy*. Emerald Group Publishing Limited. 28(11/12):502–515.
- Dinda, S. 2014. Inclusive growth through generation of human and social capital. *International Journal of Social Economics*. 41(10):878–895. Available at: <http://dx.doi.org/10.1108/IJSE-07-2013-0157>. (Accessed on 12 August 2015).
- Dunleavy, P., Margetts, H., Bastow, S. and Tinkler, J. 2005. New Public Management Is Dead - Long Live Digital-Era Governance. *Journal of Public Administration Research and Theory*. Oxford University Press. 16:467–494.
- Fujiwara, D., Hotopp, U. and Lawton, R. 2016. Lighting the way. C2 Connecting Communities. Social Impact Valuation of the Beacon Project 1995–2001 May 2016. Available at: <http://www.c2connectingcommunities.co.uk/wpcontent/uploads/2016/10/C2Lighting The Way FINAL.pdf>. (Accessed on 10 May 2015).
- Grant, B., Tan, S.F., Ryan, R. and Nesbitt, R. 2014. Public Value Summary Background Paper. Australian Centre of Excellence for Local Government (ACELG). University of Technology Sydney (UTS).
- Harris, M. 2007. Monitoring Optimism in South Africa. *Social Indicators Research*. Springer Publication. April 2007. 81(2):435-454. Available at: <http://www.jstor.org/stable/20734433>. (Accessed on 10 August 2015).
- Hills, D. and Sullivan, F. 2006. Measuring Public Value 2. Practical Approaches. The Work Foundation Alliance Ltd. Lancaster University. London. UK.
- Hofmann, M. and Mertiens, M. (Eds.). 2000. *Customer-Lifetime-Value-Management*. Create and increase customer value: concepts, strategies, practical examples. Gabler Publishing for Bertelsmann Springer, Germany.
- Johnson, G. and Scholes, K. 2002. *Exploring Corporate Strategy*. Prentice Hall. Pearson Education. Harlow, UK.
- Jørgensen, T.B. and Rutgers, M.R. 2015. Public Values: Core or Confusion? Introduction to the Centrality and Puzzlement of Public Values Research. *American Review of Public Administration*. Sage Publication. 45(1):3–12.
- Kaplan, R.S. and Norton, D.P. 1996. *The Balanced Scorecard: Translating Strategy into Action*. Harvard Business Review. New York. USA.
- Meynhardt, T., Gomez, P. and Schweizer, M.T. 2014. The Public Value Scorecard: what makes an organization valuable to society? *Performance*. 6(1):1–9.

- Meynhardt, T. 2009. Public Value Inside: What is Public Value Generation? *International Journal of Public Administration*. Routledge Taylor and Francis Group. 32(3–4):192–219.
- McInnes, S. 2001. New Public Management: Just a “Fashion Model on the Runway?” *Canadian Public Administration*. 44(4):490–502.
- Moore, M.H. 2003. The Public Value Scorecard: A Rejoinder and an Alternative to “Strategic Performance Measurement and Management in Non-Profit Organizations” by Robert Kaplan. Working Article 18. John F. Kennedy School of Government, Harvard University. Cambridge, MA. USA.
- Moore, M.H. and Khagram, S. 2004. On Creating Public Value. What Business Might Learn from Government about Strategic Management. Corporate Social Responsibility Initiative Working Article No. 3. John F. Kennedy School of Government, Harvard University. Cambridge, MA. USA.
- Moore, M.H. 2012. Recognizing Public Value: Developing a Public Value Account and a Public Value Scorecard. John F. Kennedy School of Government, Harvard University. Cambridge, MA. USA.
- Nabatchi, T. 2012. Four Frames for Understanding Public Value in Administration and Governance. Public Value Consortium Biennial Workshop. Maxwell School of Citizenship & Public Affairs Syracuse University. New York. USA.
- Porter, M.E. 1985. *Competitive advantage: creating and sustaining superior performance*. Nova Science Publishers. New York. USA.
- Rutgers, M.R. 2015. As Good as It Gets? On the Meaning of Public Value in the Study of Policy and Management. *American Review of Public Administration*. Sage Publication. 45(1):29–45.
- Schultz, D. 2015. The Geography of Twin Cities Race. Twin Cities Daily Planet. Available at: <http://www.tcdailyplanet.net/geography-twin-cities-race/>. (Accessed on 07 June 2015).
- Scott, C.A. 2010. Searching for the “public” in Public Value: arts and cultural heritage in Australia. *Cultural Trends*. Routledge Taylor and Francis. 19(4):273–289.
- Stejskal, J. and Hájek, P. 2015. Evaluating the economic value of a public service—the case of the Municipal Library of Prague. *Public Money and Management*. Routledge Taylor and Francis. 35(2):145–152.
- Stoker, G. 2006. Public Value Management. A New Narrative for Networked Governance? *Review of Public Administration*. Sage Publications. Manchester, UK. 36(1):41–57.
- Stout, M. and Love, J.M. 2015. Integrative Governance: A Method for Fruitful Public Encounters. *American Review of Public Administration*. March 2015. Sage Journals.
- Spano, A. 2009. Public Value Generation and Management Control Systems. *International Journal of Public Administration*. Routledge Taylor and Francis Group. 329(3–4):328–348.
- Talbot, C. 2008. Measuring Public Value. A competing values approach. A paper for The Work Foundation Alliance Ltd. Lancaster University. London. UK.
- Thompson, F. and Rizova, P. 2015. Understanding and Creating Public Value: Business is the Engine, Government the Flywheel. *Public Management Review*. Routledge Taylor and Francis. 17(4):565–586.

- Turrell, A. 2014. Developing a Public Value Healthcare Procurement Framework. *Journal of Public Procurement*. PrAcademics Press. Florida. 13(4):476–515.
- Tsai, W. and Ghoshal, S. 1998. Social capital and value generation: The role of intrafirm networks. *Academy of Management Journal*. ProQuest Business Collection. 41(4):464–476.
- Uys, F.M. and Jessa, F. 2016. An Integrated Public Service System (IPSS) Utilising Complexity and Network Theory in the Enhancement of Public Value (PV). *Administratio Publica*. 24(1):183–209.
- Uys, F.M. and Jessa, F. 2017. Network Theory. The Bricks and Mortar of Integrated Public Service Systems (IPSSs). *Administratio Publica*. 25(2):26–48.
- Van der Wal, Z., De Graaf, G. and Lawton, A. 2011. Competing Values in Public Management Introduction to the Symposium Issue. *Public Management Review*. Routledge Taylor and Francis, UK. 13(3):331–341.
- Williams, I. and Shearer, H. 2011. Appraising Public Value: Past, Present and Futures. *Public Administration*. Blackwell Publishing Ltd. Oxford, UK. 89(4):1367–1384.

## **AUTHORS' CONTACT DETAILS**

Prof F M Uys  
School of Public Leadership  
Stellenbosch University  
Private Bag X1  
Matieland  
7602  
Tel: 021 8082316  
E-mail: [FMU@sun.ac.za](mailto:FMU@sun.ac.za)

Mr F Jessa  
Tel: 076 793 8849  
E-mail: [fakierj@gmail.com](mailto:fakierj@gmail.com)