

**A systemic and public value approach to integrated public sector reforms:  
a case for South African municipalities**

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## Table of contents

Abstract .....	3
1. Introduction .....	4
2. The nature and character of an IPSS .....	4
3. The conceptualisation and implementation of PV .....	5
4. IPSS operativity .....	6
5. Constraining factors relative to public sector reform in municipalities .....	7
5.1 IPSS initiation and implementation.....	8
5.2 PV generation .....	8
5.3 Training in respect of capacity building.....	8
5.4 Status of e-government.....	9
5.5 Monitoring and evaluation.....	10
5.6 Collaborative governance.....	10
5.7 Stakeholders' network operativity .....	10
6. Survey findings support an IPSS and PV generation .....	11
7. Imperatives for achieving public sector reforms utilising an IPSS and PV generation: recommendations.....	13
7.1 IPSS initiation and implementation.....	14
7.2 PV generation.....	14
7.3 Training to build capacity.....	15
7.4 The need for e-governance as an IPSS imperative.....	16
7.5 Systemic Transformation.....	16
7.6 Collaborative governance.....	16
7.7 Monitoring and Evaluation.....	17
7.8 Stakeholder network strategies.....	17
8. Conclusion .....	18
9. Figures .....	19
References.....	20

## **Abstract**

The bureaucratic-hierarchical apparatus in municipalities constrain systemic integration (systemic transformation), open dialogue with communities and stakeholders, bottom-up innovation and responsiveness to citizens' needs, demands and expectations. This paper asserts that the 17 United Nations Sustainable Development Goals (17 UN-SDGs) can be realised upon the institution of an integrated public service system (IPSS) generating public value (PV) in municipalities. The emergence of an IPSS is forged upon open systems theory, nonlinear democratic stakeholder networks, collaborative governance and PV theory, vital to citizens' needs, demands, expectations and broad socio-economic goals. The key outcomes from research undertaken in 15 municipalities the Western Cape region in South Africa, points to a 75% - 100% acceptance range for IPSS and PV generation performance functions and indicators. The actualisation of public sector reform therefore necessitates systemic transformation in the micro sphere of government primarily, where transformative change is essential for social progress and well-being.

## **1. Introduction**

Public sector reform at municipal (local council) government level cannot be effectively implemented without highlighting the negative impact on organisational, institutional and community development arising from the structural and functional constraints and controls imposed by an authoritarian and hierarchical government system. Accountability, transparency, efficiency and effectiveness in respect of implementing the 17 United Nations Sustainability Development Goals (17 UN-SDGs) have not been escalated to the prominent place it deserves in municipalities. The adoption of an integrated public service system (IPSS) and the generation of public value (PV), sets in motion the dynamic mobilisation of communities, municipalities and a core group of network stakeholders to implement programmes and projects at the local level. An IPSS is driven by shared common objectives based on the needs, demands and expectations of communities and broad socio-economic PV goals, many of which are congruous with the 17 UN-SDGs. It is assumed upon evidence, that the IPSS and the generation of PV, as juxtaposed to the current Weberian municipal system, will lead organisations and communities to achieve well-being and social progress, i.e. a qualitatively higher standard of life achieved through the progressive application of quality standards.

The point of departure for this paper is the utilisation of an interdisciplinary and holistic approach to (i) building organisational capacity for the achievement of the 17 UN-SDG's, (ii) the formulation of a transformative public sector, (iii) creating the democratic space for systemic transformation, i.e. the effective integration of resources, (iv) satisfying community demands for well-being and social-progress and (v) collaborative governance.

*Technical note:* With regard to this Paper, the term 'broad socio-economic objectives' will mean a convergence of community needs, demands and expectations, stakeholder common objectives linked to PV generation and the broad socio-economic PV goals which incorporate the 17 UN-SDGs.

## **2. The nature and character of an IPSS**

An IPSS was eclectically formulated by extracting elements and principles from theories which apply in the social context; these elements and principles relate to open, naturally evolving nonlinear systems, having flexible, democratic, holistic qualities particular to interdependency and interconnectivity. Open systems theory was developed by, among others, Von Bertalanffy (1968); Granovetter (1983); Best, Greenhalgh, Lewis, Saul, Carroll and Bitz (2012), Brown

and Lerch (2007) and Prigogine and Stengers, (1984). Mitleton-Kelly (2003) elevated complexity science as a tool for the improved understanding of co-evolving organisations and opportunities for adaptation and equilibrium. Network theory, which holds solutions for systemic transformation and integration, was illuminated by Burt (1992), Provan and Milward (1995), Scott, J (2000); Barabási and Frangos (2002), Stoker (2006) and Talbot (2008). Complex adaptive systems (Davis and Nicolici 2008) and actor network theory (Latour 1996 and Fenwick 2011) provides in-depth understanding of stakeholder relationships in the context of naturally evolving organisations and clarity regarding co-evolution and co-regulation in respect of emerging sustainable communities. As collaboration is affiliated prominently with collaborative governance, Ghoshal (2005), Ansell and Gash (2007), Barsh (2008), Mintzberg (1983) and (1996), among others, advanced the theory and application thereof. Emersen and Nabatchi (2015) developed the collaborative governance regime (CGR), an indispensable tool for measuring collaborative governance performance. The elements and principles expounded by these theories, in combination, produced the elements from which to construct a sustainable and effective IPSS.

### **3. The conceptualisation and implementation of PV**

Open, flexible and nonlinear systems, such as an IPSS, allows for the co-regulation and co-creation of PV by network stakeholders (which includes the community and the municipality) on the basis of equity, balance (stability, equilibrium), collaboration and strengthening of relationships. Public value theory was advanced (among others) by Moore (1995, 2003 and 2012), Moore and Khagram (2004), Moore and Benington (2010), Blaug, Horner and Lekhi (2006), Bozeman (2007) and (2009); Bozeman and Sarewitz (2005), Stoker (2006); Talbot (2008), Bozeman and Johnson (2015) and Meynhardt (2009). This section is elucidated in an article by Jessa and Uys (2018).

Meynhardt (2009) classifies intangible PV as comprised of (i) moral-ethical attributes, (ii) the need for aesthetically pleasant environments, (iii) utilitarian and purpose driven engagement and (iv) ‘political-social’ aspirations as drivers of equality and social innovation among citizens. Public value theory compels the assessment of tangible and nontangible PV generation in synchrony with broad socio-economic objectives.

Quality of livelihood (work, sustenance and social progress) and the development of standards for the enhancement of quality of life (wellbeing) are therefore inseparable from the continuous

development of social, economic and environmental sustainability at local level, i.e. the generation of intangible PV. The crucial inputs in respect of PV generation are (i) public engagement, (ii) open dialogue (discursive and deliberate discussion), (iii) effective civic education, (iv) information sharing and (v) effective feedback, employing positive and negative feedback loops. Published research in IPSS functioning and PV generation was conducted by Uys and Jessa (2016 and 2017) and Jessa and Uys (2018).

#### **4. IPSS operativity**

The qualities of an IPSS is presented in Figure 1 and the IPSS implementation process in Figure 2, provides an overview of IPSS operativity. One could argue that the bureaucratic system of municipal operations exist in parallel with a nonlinear, open IPSS. However, the latter is the preferred mode of operativity for the involvement and participation of communities and network stakeholders. Systemic transformation engenders the employ of IPSS and PV elements listed in Figure 1. The seven IPSS process steps (Figure 2) are crucial for IPSS implementation and PV generation and should be referred to as ‘motivational’ factors for IPSS cluster formation, enabling a focus on public sector reform and the achievement of broad socio-economic objectives. The implementation of the IPSS (and IPSS clusters) entail:

- Public engagement with a supportive civic education component.
- Common stakeholder objectives relevant to local programmes and projects.
- Capacity building for IPSS and PV generation implementation.
- Developing knowledge bases, skills, trust, integrative leadership, open dialogue, stakeholder relationships and the focus on adaptation and sustainable development (Winston and Patterson 2006:45).
- Collaborative construction of indicators (KPIs), aligned to strategy, policy planning and monitoring and evaluation (Noble and Letsky 2003: 1-7).
- Initiating a stakeholder network management team (Stoker 2013:178).
- Holistic, whole system’s approach; inclusive, collaborative, and developmental, hence stimulating stakeholders to operate in a nonlinear environment (Stoker 2006:43).
- Initiating a feedback process as a component of performance evaluation.
- The implementation of programmes and projects at local level with an e-governance mechanism consisting of client-service platforms and portals.
- Interactive, experiential learning and responsiveness.
- The utilisation of a collaborative governance instrument, such as the Collaborative Governance Regime (Emersen and Nabatchi 2015:723) which measures collaborative

governance achievements and which serves as a learning tool for stakeholders, enabling understanding of effectiveness, efficiency, efficacy, equity, adaptation and sustainable development measures.

- An openness to new ideas, i.e. the utilisation of bottom-up innovation, as a developmental imperative.

## **5. Constraining factors relative to public sector reform in municipalities**

The following ‘key’ constraints regarding systemic transformation in municipalities (IPSS and PV generation) were drawn from open ended questions levelled by senior managers (in housing delivery and community services departments at 15 municipalities in the Western Cape Province), who participated in the study (Jessa: July – November 2017). These factors provide insight into understanding the areas of complexity seated in municipal operations and are supported theoretically by Ananda and Proctor (2012:105); Vigoda-Gadot (2003:19-20) and Battistella and Chester (1973: 495, 498, 512, 523). The data collected thus indicate that 88% of the senior managers agreed that transformative change should be supported by the municipal executive leadership. Shortcomings on measuring outputs, outcomes, adaptation, sustainability effectiveness and feedback regarding reflection on programme and project planning redirection, are crucial transformative *process* tasks which require effective implementation in achieving broad socio-economic objectives. The quality of public engagement (as a municipal responsibility) requires examination as it is barely subjected to monitoring and evaluation. Municipal executive teams and senior managers are required to build capacity internally and externally regarding holistic development, ‘adaptation’ and ‘sustainability’ as it pertains to financial investments in infrastructure for the satisfaction of the community’s needs. These shortcomings must be regarded as critical in public sector reform. With regard to the innovative implementation of an IPSS, ‘systemic’ transformation effectiveness in municipalities arise from gradual change and measurement of (i) successes achieved in PV generation in terms of broad socio-economic objectives, (ii) sustainable development programmes and projects initiated, (iii) trust relationships built between partners and (iv) beneficiary satisfaction attained, regarding stability and improved social relations achieved at the local level. Municipalities are challenged to execute ‘systemic’ transformation effectiveness in the above instances. It is probable that the following constraints, identified during the research process, would exercise a negative impact on the accomplishment of broad socio-economic objectives and sustainable development:

## **5.1 IPSS initiation and implementation**

Survey findings indicated that public engagement with politicians increased uncertainty and neglected relationship building between politicians, municipal officials and community leaders. Open dialogue between municipal officials and communities was found to be poor to non-existent. The lack of knowledge and information sharing on critical matters affecting the community is being neglected and the manipulation of community concerns by municipal authorities are liable to occur. The Integrated Development Plans (IDPs) of South African municipalities do not reflect community demands comprehensively, owing to the reluctance of public officials and community leaders to challenge the executive leadership of municipalities and where ‘power distances’ are considered to be the norm.

Given the *raison d’être* of an IPSS, systemic transformation effectiveness is linked directly to PV generation. Current management practices, attitudes and behaviours in municipalities are geared to (i) resist change, (ii) resist trust building with stakeholders operating in networks, (iii) retain silo structures and (iv) excessive hierarchical controls. These constraints balk the effective implementation of programmes and projects, resulting in poor performance.

## **5.2 PV generation**

Senior managers’ tasks were found to be wide in scope, leaving little time for dedicated work linked to mitigating community demands. The delivery of ‘bulk’ services such as water, sewage and environmental infrastructure are necessary tangible PV, while housing and community services delivery requires concerted focus on intangible PV such as security, personal safety, living space, comfort and improved living standards. It was found that integration, collaboration, collaborative governance and PV are concepts (i) least understood by municipal officials and (ii) most avoided in municipalities as transformation dynamics, concepts and practices are not openly engaged. Senior managers who participated in the study, held that PV generation must be linked to a social agenda and open dialogue in order to proceed from ‘awareness’ to ‘implementation’.

## **5.3 Training in respect of capacity building**

Research done indicated that training in respect of public participation is poorly provided and does not deal with the elements contained in public engagement as required by an IPSS. Given the ideological differences between communities and political representatives based on political, tribal, cultural and historical agenda, training in respect of stakeholder engagement



assumes relevance and importance, particularly on the subject of discursive and deliberative dialogue. Hartley, Alford, Hughes, and Yates (2013:22) calls for political astuteness training of politicians and Jordhus-Lier (2014:169-172) supports the notion that politicians should be motivated to achieve ‘the common good’. Communities have the right to stake claim to their differences and unique qualities, as it contributes to stability (equilibrium), while the achievement of the broad socio-economic objectives should be common to all communities.

Unethical practices among municipal officials in the 15 municipalities is problematic as the lack of consensus from stakeholders to mitigate malfeasance results in shrunk budgets and reduced commitment from public officials. The lack of training initiatives among senior managers to implement, monitor and evaluate sustainability measures in relation to programmes and projects, results from shrunk budgets owing to unauthorised spending. The resultant effect of restrained budgeting impacts negatively on the co-management of programmes and projects at local level and sets in motion a tangential approach to networking, joint initiatives, cooperation, collaboration and co-regulation among stakeholders in relation to the implementation of common objectives.

Municipalities cannot substantiate the claim to have consensus on ‘common objectives’ in communities. The current public participation model permits the formulation of IDP objectives without (i) effective public engagement, (ii) training of community members and (iii) civic education for ensuring community enablement for effective engagement with municipal officials. In relation to this contention, the concept and elements of ‘social well-being’ requires education and training among senior managers in order to improve their understanding of interdisciplinary (holistic) coordination and development in respect of its application in communities. Visual performance tools such as performance charts, are not used in community meetings, resulting in poor quality feedback from communities on performance matters.

#### **5.4 Status of e-government**

Effective e-government facilitates feedback on existing programmes and projects between the municipality and stakeholders. The survey findings indicate that poor e-government infrastructure in municipalities has led to low levels of technical and interpersonal skills, capacity for flexibility and motivation among senior managers. Limited financial resources and poor budgeting insight were ‘blamed’ for obstructing feedback to citizens owing to the

unavailability of communication infrastructure (e-government customer-service platforms and portals) in municipalities.

### **5.5 Monitoring and evaluation**

The monitoring and evaluation process and the annual municipal community satisfaction surveys conducted by municipalities in the Western Cape Province are fragmented (departmentalised) and therefore require comprehensive research to establish the merits thereof. The monitoring and evaluation process, regarding IPSS criteria, are curtailed by (i) the frequency of the evaluation process, (ii) the accuracy and depth of inquiry into community programme and project indicators, (iii) the level of openness, accountability and transparency and (iv) the lack of infrastructure for effective communication with stakeholders. Since community representatives are excluded from the monitoring and evaluation process, co-learning and co-PV generation cannot be measured in the present municipal context.

### **5.6 Collaborative governance**

As fragmentation within municipalities devalue integrated service delivery, silos, departmentalism and the separation of disciplines create extensive drawbacks in relation to achievable efficiencies, such as open dialogue, information sharing and collaborative governance. Municipalities practice ‘corporate’ governance and to a lesser extent, cooperative governance, constraining collaborative governance utilisation in community driven programmes and projects. The opportunity for systemic transformation, integration and collaborative governance is curtailed by (i) the ‘inward’ operating practices found in municipalities, i.e. the retention of the status quo in preserving a linear systemic mode of operation and (ii) resistance to open collaboration with network stakeholders.

### **5.7 Stakeholders’ network operativity**

The interface between chosen community representatives, councillors and public managers is regarded as an example of *integration* in many municipalities. This approach does not equate with effective community engagement and the use of open dialogue, rather, it is driven by compliance to regulation and the clinical interpretation of local government legislation. Senior managers (respondents) are of the opinion that integration, as defined by the IPSS elements in Figure 1, should be a focal point of discussion between stakeholders because it would improve understanding and the approach to integration in municipalities. Stakeholders’ network

operativity prerequisites are (i) trust between the municipality and stakeholders, developed through open and free exchange of views and opinions, as on housing quality for example, (ii) the application and evaluation of standards such as the ISO 9001:2015, given that the study reveal that quality standards are not applied and evaluated consistently in respect of the implementation of broad socio-economic objectives and (iii) agreements with stakeholders, subject to reasonable departmental regulations. Steytler (2008) refers to current agreements with stakeholders as “overlegislation and “overregulation”, i.e. a proliferation of red tape. He holds that this phenomenon place limitations on “experimentation, innovation and responsiveness” in municipalities (Steytler 2008).

Stakeholder network organisational design, with collaboration as its key attribute for smooth operativity, is not a priority in municipalities. Koskinen (2012:285-299) holds that it is essential to integrate knowledge from a variety of sub-systems, such as an increasing number of nodes in a distributive network. There is a risk that information brought to municipalities by external entities might be ‘skewed’, hence collaborative review is essential.

## **6. Survey findings support an IPSS and PV generation**

An overview of findings from the study conducted on IPSS feasibility (Jessa: July – November 2017) shows high levels of support from senior managers (respondents) for ‘implementable’ IPSS and PV generation initiatives and consolidation; one may generalise and claim that support for more flexible and integrative activities may be extended to a public sector reform agenda and the implementation of community held ‘common objectives’. Owing to power distances between senior managers and the executive leadership in the municipal hierarchy, time, budgetary and work load constraints, implementation of these findings will be challenging to mitigate at the executive level. The following *selected* results (indicators) lend support to the viability of public sector reform and the implementation of sustainability agenda:

- 70 % of senior managers currently participate in programme and projects with external stakeholders. While senior managers claim that the scope of their work is wide, one may assume that with more specific training in stakeholder relations, senior managers would focus on the municipalities’ developmental agenda.
- 82% of the senior managers held that PV generation by network stakeholder teams would be more effective than when produced by municipal departments.

- 53% of senior managers indicated ‘some’ understanding of collaboration. By implication, the measure indicates that training in collaboration is necessary as a fundamental skill for IPSS operations.
- 95% of senior managers held that capacity building is required for consensus building between the municipality and the community.
- 92% of senior managers agreed that political interference in their work was debilitating. However, officials should also be aware of the advantages the political-administrative interface between political representatives and officials could hold for communities and the municipalities’ developmental agenda.
- 83% of the respondents supported the notion of municipal budgeting decisions for joint, participatory activities between stakeholders (IPSS actors) and municipal officials. However, the opposite holds truth in current municipal budgeting practice.
- 71% -86% of the senior managers’ support was obtained for the following IPSS and PV generating elements as it pertains to community based programmes and projects: holistic approaches, open dialogue, stakeholder networks, empowerment of stakeholders, working with ‘common’ objectives, effective and efficient use of resources, establishing consensus and the employ of integrated strategies. These IPSS and PV criteria allow for the construction of key performance indicators (KPIs) for collaboration, network operativity and transformation.
- 95%-100% supported the following IPSS (quantifiable) performance measures: trust, efficiency, effectiveness, trust, knowledge and information sharing, equity, PV generation, ‘common’ objectives, sustainability, and consensus.

The findings above show senior managers’ cognitive, ideal perspective. However, the actual implementation of the IPSS would demand a realistic orientation to change. The following are the views of senior managers to the preceding statistics, extracted from open ended responses, which indicate:

- Low levels of trust prevail in communities: the view is held that administrators and politicians have a ‘low’ level of trust in community leaders.
- Restricted dialogue: dialogue with stakeholders does not occur at all among senior managers. Only certain officials are allowed to meet with stakeholders. In addition, there is a lack of skill, motivation and capacity among senior managers to deal with stakeholders.

- Structural fragmentation: senior managers are compelled to hold to their work description and compliance measures such that IDP, housing delivery and community services officials do not impinge on each other's duties and work agenda.

## **7. Imperatives for achieving public sector reforms utilising an IPSS and PV generation: Recommendations**

A transformative public sector is crucial in the municipal domain. An IPSS drives systemic transformation and emphasises the generation of PV which bears a direct relationship with satisfying the broad socio-economic objectives. Transformation in this sense embrace integration in the interdisciplinary domain. Gains and benefits (for communities) are achieved when municipalities relinquish their power bases and 'distance' from communities. Currently the opportunity cost of resistance to systemic transformation in municipalities and communities is high and results in the stagnation of social progress. Given that the broad socio-economic objectives encompass the socio-economic-health-educational-food-security-safety and social security safeguards for all citizens, the varied IPSS and PV outcomes should bear a strong relation to the common objectives and goals stated earlier. Bringezu, Potočnik, Schandl, Lu, Ramaswami, Swilling and Suh (2016:10) hold that the effective implementation of sustainable development goals demands "societal learning (awareness of educational bases) and inspiration cycle involving research, policy and statistics"; furthermore, "footprint indicators" should have a crucial role in institutional development. The survey findings reveal that the policy standard operating procedure (SOPs) documents of municipal IDPs in South Africa's Western Cape Province (RSA) lack the specificity and particularity to generate the gains and benefits of engagement (collaboration), as would an IPSS generating PV. It is therefore imperative that municipalities in the Western Cape Province should (i) implement an audit of the broad socio-economic objectives, (ii) apply IPSS and PV principles and indicators in programme and project implementation at local level (Figure 1), (iii) utilise legislative directives and stipulations in the public interest, (iv) initiate education and training to enhance capacity among stakeholders in respect of 'transformative municipalities and communities', (v) implement the IPSS normative, nonlinear, non-hierarchical approach to PV generation and (vi) monitor and evaluate performance in respect of PV outputs, outcomes, adaptation and sustainability, utilising an e-governance CGR model and collaboration indicators (Emersen and Nabatchi 2015:723), illustrated in Figure 3.

Bititci (2015:28) recommends that a humanistic approach be maintained in performance evaluation; he holds that ‘good’ performance is a resultant of balance and harmony between the (i) organisational objectives to be achieved, (ii) developing relationships between actors (collaboration) and (iii) flexible performance indicators, applied during the collaborative implementation and performance evaluation process. This performance management approach can be applied to municipal programmes and projects at community level. It is recommended that policies pertaining to broad socio-economic objectives be given a ‘key focus area’, such as collaboration, in order to enhance public engagement, civic education programmes and institutional expediency, in the implementation of municipal IDP and policies. In summary, a nonlinear IPSS generating PV presents a viable means of achieving public sector reform in an inclusive, accountable and transparent manner. The key imperatives and recommendations for the attainment of a ‘systemic’ collaborative IPSS process are:

### **7.1 IPSS initiation and implementation**

A municipality should authorise a concise and comprehensive framework or audit, regarding the broad socio-economic objectives, in order to justify the initiation of an IPSS and PV generation with regard to programmes and projects implementation at the local level (Figure 2 refers). An IPSS cluster can operate in parallel with the existing institutional framework of a municipality, in order to minimise the impact of fragmentation on the municipal departments’ involvement in distributive networks, as stakeholders.

### **7.2 PV generation**

PV generation demands that municipal officials be aware of the qualitative difference between public participation and community engagement; community engagement necessitates civic education for the enablement of community based stakeholders through capacity building, collaboration and open dialogue with stakeholders, while public participation does not. Effective feedback, review and reflection (utilising e-governance instruments) on programme and project progress are important attributes of community engagement as these activities satisfy the democratic expectations of communities operating in an IPSS cluster and hence the generation of PV.

Innovation, e.g. affordable and sustainable housing design, should be regarded as catalytic in a municipalities’ developmental agenda. A municipality should remain open to new ideas, new learning (such as collaboration techniques) and new vision as part of initiating IPSS clusters

and PV generation. Bottom-up innovation maximises the use of scarce resources and carries the expression of the community's will to transform and generate PV.

### **7.3 Training to build capacity**

A municipality is not compelled to adopt an IPSS generating PV. However, a municipality should concede that an IPSS is a viable delivery vehicle for (i) initiating a transformative public sector at local level, (ii) systemic (governance and network actor) integration, (iii) accountability (iv) effective community engagement and inclusiveness, (v) generating PV for the achievement and well-being and sustainable development target goals. Training to build capacity is required in respect of minimising fragmentation in municipalities to facilitate: public sector reforms, holism, interdepartmental integration, interdisciplinary connectivity, collaboration (co-regulation) with stakeholders, dynamic interdisciplinary connectivity, knowledge sharing, building trust between actors and stakeholders, flexibility, accountability, inclusivity, transparency, implementation of effective e-government platforms and portals, bottom-up innovation and effective community engagement, among others.

The distinction between service delivery tangible outputs and PV tangible and intangible outputs, outcomes, adaptation and sustainability is necessary in training programmes for stakeholders in understanding how IPSS and PV elements are applied in order to achieve the objectives stated in the paragraph above (7.3). Capacity building and skills development should include negotiation and consensus decision making, attitudinal introspection and knowledge transfer, in the achievement of level 7 attributes (Figure 2 refers), as this lends modern impetus to the municipalities' management and developmental role.

Hartley, Alford, Hughes and Yates (2013) published research findings regarding the need for political astuteness training among local politicians. It is recommended that political representatives (councillors) acquire skills, knowledge and attributes favourable to (i) the full utilisation of the democratic space in the public interest and (ii) the practice of collaborative governance. Politicians, in conjunction with senior managers, should (i) examine their role in communities and make the required attitudinal adjustments and (ii) should regard the 'broad socio-economic objectives' targets (Figure 2) as a realistic guide for *what* they should focus on.

#### **7.4 The need for e-governance as an IPSS imperative**

A transformative public service cannot be efficient and effective without an e-governance component; client-server platforms and portals are necessary modes of communication as it is capable of supporting a feedback mechanism. E-governance, an IPSS imperative, facilitates stakeholders' collaboration regarding 'bottom-up' innovation, discourse, review and reflection on numerous matters pertaining to communities' well-being, programmes and projects. Khoza (2017) reports that the need for e-governance infrastructure prevails at community Thusong Centres, which have the potential to be an ideal venue for IPSS stakeholder meetings. Thusong centres could also serve as a physical base for IPSS cluster programmes and projects.

#### **7.5 Systemic transformation**

Systemic transformation (in a municipality) facilitates a municipality's transition to operate as a stakeholder in a defined but distributive stakeholder network. Municipal departments with common structures and functions, e.g. housing delivery and community services, should encourage the formation of IPSS clusters generating PV, utilising IPSS indicators (elements), values, and principles (Figure 1 refers). The housing delivery and community services departments, should be integrated with the IDP department in forming an IPSS cluster for the purpose of achieving efficiencies, efficacy, equity and effectiveness (levels 1-3 in Figure 3), for the delivery of tangible and intangible services (PV) to communities. Systemic transformation therefore requires the commitment and support of the municipal executive stewardship to be pursued at the political-administrative interface, in the interest of communities' well-being, sustainable development and social progress.

#### **7.6 Collaborative governance**

The orientation to collaborative governance in municipalities should be understood and practiced in terms of its (i) cognitive value, (ii) institutional culture, vision and mission, (iii) organisational purpose and policies and (iv) systemic context, in the advancement of an IPSS and PV generation. A municipality should encourage collaborative governance between stakeholders as the primary governance instrument for stakeholder management and community programmes and projects implementation.

Collaborative governance sustains effective governance policy and practice in a network environment and is compatible with the CGR (Figure 3), given the nine measures for (i) collaborative governance success and (ii) the evaluation of PV generated. An IPSS manifests



the links between collaborative governance, monitoring and evaluation, community engagement and an effective feedback process. With an appropriate collaborative governance framework in place, the monitoring and evaluation of outputs, outcomes, adaptation and sustainability assumes contextual relevancy in respect of ongoing transformative change (see Figure 3 level 3).

### **7.7 Monitoring and Evaluation**

The monitoring and evaluation process necessitates feedback to stakeholders, in order to maintain (i) an integrated organisational framework, (ii) trust and accountability between stakeholders, (iii) programme and project continuity, (iv) sustainable development and (v) control of unpredictable and unintentional outcomes.

Monitoring and evaluation policies utilising IPSS and PV elements, demands (i) sustainable policy management, i.e. organisation, focus, control, administration, (ii) dynamism, review and effectiveness in maintaining a focus on community engagement, i.e. citizen oriented management practices, (iii) the promotion of intra and interdisciplinary integration and collaboration with IPSS stakeholders on programmes and projects generating PV, (iv) the promotion of a government civic education policy framework that would educate, enable and encourage public officials and politicians to communicate effectively with stakeholders and institutions of state and (v) the monitoring and evaluation of public management effectiveness, utilising the CGR (Figure 3).

Legitimacy and authority controls may be monitored and evaluated for effectiveness in an IPSS. The careful application of legislation, regulations and policy stipulations serve to protect PV, public purpose, public interest and social progress.

### **7.8 Stakeholder network strategies**

Strategic direction and intention in an IPSS necessitates aligning the ‘broad socio-economic objectives’ of the municipality with that of the community, to achieve PV generation, in a cooperative and collaborative manner. A civic education programme facilitates open dialogue, i.e. discursive and deliberative dialogue between stakeholders to increase the chances of programme and project success. Local building contractors, housing and spatial development designers, social science experts, Public Private Partnerships (PPPs), non-government organisations (NGOs), the private sector and all government departments are encouraged to be

contributors of knowledge, information and resources that would enhance public sector reform, PV generation and stakeholder strategic consolidation (IPSS maturation). IPSS network strategy demands effectiveness, accountability, transparency, inclusivity, holistic (interdisciplinary) development with the alignment of municipal strategy, policy, operations and performance measurement.

## **8. Conclusion**

Municipalities in the Western Cape Province have experimented in various ways with the processes of integration, transversalism (vertical and horizontal integration) and transformation, with little success. The key principle in the rationale for an IPSS generating PV is public sector reform, i.e. systemic transformation, designed to accommodate effective and efficient transformation of structures and functions in municipalities. The benefits derived from this joint community and municipality driven collaborative process, is encased in the enhancement of the developmental role of the municipality, its democratic environment and the provision of quality services to communities.

Hierarchy, inflexibility, institutional control mechanisms and excessive regulations inhibit municipal operations and performance quality and thereby stimulate uncertainty in the public domain. When the opportunity for change, flexibility and innovation (PV generating) becomes desirable, open, dynamic, nonlinear public systems offer a path to achieving the ‘broad socio-economic objectives’, i.e. public sector reform with reduced uncertainty and increased opportunity for social progress.

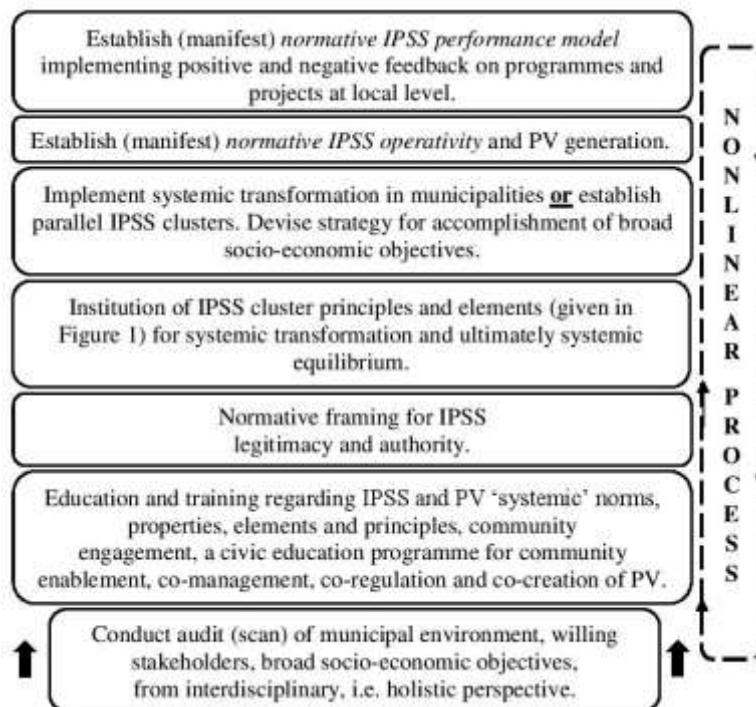
The generation of PV serves to enrich lives, wellbeing and social progress. The concept is valuable in the public sphere where government authorities tend to look inward and thereby neglect their public role in developing enabled communities. Public interest sustains PV generated, the development of a productive future for citizens (public purpose) and opens the democratic space for the achievement of the ‘broad socio-economic objectives’.

## 9. Figures



**Figure 1: Elements of an IPSS generating PV**

Source: Authors.



**Figure 2: IPSS and PV generation initiation and implementation process**

Source: Authors.

Performance Levels	Unit of Analysis		
	Participant Organisation	Collaborative Governance Regime	Target Goals
Level One Actions and Outputs	Efficiency	Efficacy	Equity
Level Two Outcomes	Effectiveness	External Legitimacy	Effectiveness
Level Three Adaptation	Equilibrium	Viability	Sustainability

**Figure 3: The Collaborative Governance Regime (CGR) Performance Levels: Actions and Outputs, Outcomes and Adaptation**

Source: Emersen and Nabatchi, (2015:723)

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