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Outcomes-based performance management through measuring indicators: Collaborative governance for local economic development (LED) in South African municipalities

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Abstract. Undoubtedly, there is a lag in the scholarships on performance outcomes of collaboration aimed at improving the system management and responsiveness to socio-economic issues in local government. Whilst most scholarships on collaborative governance in LED focuses on what we do (processes), some others research addresses the outputs in terms of the goods and services produced from the activities as well as the social outcomes. Very little discourse on collaboration addresses collaborative outcomes in LED. Put simply, we are acquainted with what collaborative actors do, but we know very little about the impact of collaboration on the system management and responsiveness to socio-economic issues within municipalities. Now the question is how do we know what to measure? The dearth in scholarship on how to assess collaborative outcomes in LED provide an impetus to present this paper as it helps to address the knowledge gap on LED and collaboration. The paper aims to present some innovative indicators which can be used to assess, monitor and review collaborative performance in LED, with special focus on the processes and outcomes of the collaboration. Using secondary sources, the paper argues the desirability and constraints of assessing performance outcomes in collaborative governance of development pathways in local municipalities. Moreover, the paper presents some criteria for selecting effective indicators used in measuring outcomes performance of collaboration. A synopsis of major determinants of effective outcomes in collaboration for LED is presented in the paper. Finally, the paper presents proposed innovative quantitative and qualitative indicators which can be used to assess, monitor and review collaborative performance in LED in local municipalities.

Keywords. Performance management; Collaborative governance; LED; Performance indicators

1. Introduction

Developing and maintaining collaborative environment requires iterative process of performance assessment and improvement. This is easier said than being done. The complexity and non-linearity of collaborative governance implementation trajectories makes the process messy and cumbersome. However, it has been argued that a proactive and real-time assessment helps to guarantee a healthy collaboration (Abdirad & Pishdad-Bozorgi (2014). Although the fundamentality of collaboration in Local Economic Development (LED) has been widely heralded and echoed in public management research and discourses, not much has been focussed on outcome assessment and improvement of LED and cooperative governance. This paper conceptualises Performance Management Systems (PMSs) with special focus on

performance indicators as assessment tools to measure, monitor and control performance of public policy and strategy aimed at improving system management and responsiveness to socio-economic issues in local government. Using secondary sources, the paper argues the desirability of assessing performance outcomes in collaborative governance of development pathways in local municipalities. The various challenges faced by municipalities in assessing collaboration in LED is presented in the paper. Moreover, criteria for selecting effective indicators used in measuring outcomes performance of collaboration is presented in the paper. The paper also contains a synopsis of the major determinants of effective outcomes in collaboration for LED. Finally, a proposed measuring indicator for each of the major determinants is presented in the paper. This paper starts by providing a brief discussion on the importance and challenges of assessing collaborative governance for LED; criteria for selecting effective indicators; major determinants of effective collaboration and indicators for measuring collaborative outcomes for LED.

2. Importance and challenges of assessing performance outcomes in collaboration.

The growing need for the emergence and sustainability of innovative institutional and social structures through which the state and non-state collaborate to resolve issues of common societal interest remains unabated. To nourish these structures, the desirability to assess, monitor and control their performances becomes rudimentary to their sustainability.

Notably, performance measurement and reporting has become a common practice in public and non-profit organisations. The innovative collaborative governance system for LED is not in isolation as evidence in the growing discourses to understand what makes them work and whether they are achieving their set objectives (Andrews & Entwistle, 2010). Admittedly, both the state and the non-state are interested in the mutual benefits of improved social impact as outcome of collaboration. The most conceivable reasons underpinning upsurge in the desirability of performance assessment in public entity are not far-fetched. These amongst other things includes the need to measure, monitor and control performance, proliferate a culture of accountability and to create an image of resourceful and rational public entity (Broadbent & Laughlin, 1997; Behn 2001; 2003; Damgaard & Lewis, 2014; Dent, 1991; Pallot, 2003; Moynihan, 2008). Behn (2003) classified the reasons to measure performance into three categories, namely, accountability, learning and motivation. Besides the fundamental reason of answerability, collaborative performance assessment is desirable to provide feedbacks to reporting agencies and stakeholders which may serve as a form of lesson learnt for improvement and replication of good practice in matters of development within the municipalities. The paper maintained that to ensure the continued supports and buy-in of stakeholders, there is need for clear justification of policies, processes and procedures of programme enabled by valid assessment through effective performance measurement. In contrast however, there is equally a growing sentiment about performance measurement as a mechanism for political discipline and politically controlled to decides what should be measured, how, and why and its consequences (Damgaard & Lewis, 2014; Moynihan, 2008; Radin, 2006; Van Dooren et al., 2010; Bertelli & John, 2010)

Some scholars have argued that the complexities and non-linearities associated with the implementation of PMS may derail their outcomes (Arnaboldi & Azzone, 2010; Lawton et al., 2000; Popper & Wilson, 2003; Smith, 1995). According to Arnaboldi & Azzone (2010) many studies have been done to explore the functional implementation difficulties of Performance Management Systems in public service. The results of the studies emerge four main issues of PMSs implementation difficulties. These ranges from the issues of diversity of public sector services through diversity of users, issues of defining targets to lack of competencies.:

Given the social theory perspectives, collaboration is distinctly multi-disciplinary in a complex world, laced with varied conceptual perspectives associated with fragmented consensus on the meaning of collaboration, making it difficult to measure the outcomes (Abreu & Gomez, 2013; Thomson, Perry & Miller (2007). Moreover, the complexities of the political and social networks associated with collaboration tends to present some challenges towards/against effective collective outcomes assessment. Given the multi-sectoral dimensions of LED, it has been maintained that the outcomes of LED collaboration covers a wide range of activities which could necessitate the use of multi-dimensional Performance Management System rather than 'one-size-fits-all' approach. The analytical question is: Do all collaborations for LED in South African local municipalities have the competency to identify and develop their own measuring performance indicators? Obviously, it is a challenge for most municipalities, especially under-resourced municipalities in rural areas. Moreover, it has again been contested that such solution would result to the proliferation of ineffective indicators which may not be acted upon by role-players (Chow et al., 1998; Modell, 2001). Moreover, the difficulty of having competent leadership in collaboration to deal with non-financial matters like output and outcomes creates problem for the design and early adoption of the system and this could possibly lead to an undesirable consequence (Arnaboldi & Azzone, 2010; Popper & Wilson, 2003; Smith, 1995; Wang & Gianakis, 1999). According to Arnaboldi and Azzone (2010:267) the existence of wide range of users of services in public organisation tends to shift public managers from bureaucratic compliance to output delivery. Furthermore, the issues of defining performance targets is another implementation challenge for implementing PMSs in collaborative endeavours. Unlike the private sector which adhere to profit and value imperatives which enables them to easily set target figures, it is more difficult for multi-dimensional entity (Arnaboldi & Azzone, 2010; Bohte & Meier, 2000; Popper & Wilson, 2003; Van Thiel & Leeuw, 2002). Given the above-mentioned background, comes to the fore, the quest for innovative and effective means of the desirability for designing and operationalising resourceful and meaningful indicators for PMSs managing performance in collaborations continue to dominate contemporary discourses on public management. Now the question is how do we know what to measure?

In South African public entities, more often Key Performance Indicators (KPIs) have been used as a measuring tool for PMSs and has been widely bestowed the credibility of providing useful information about public agency performance (Williams, 2003:647). Some other scholars viewed KPIs as socially designed resourceful management tool that may help the users to improve the quality of decision making through the information that they provide to users (Cavalluzzo & Ittner, 2004; de Kool, 2004; Moynihan & Ingraham, 2001). Similarly, the literature of MacDonald (2011) regards an indicator as a qualitative or quantitative piece of information that can provide status estimate of the evaluand or outcomes.

It has become a mandated statutory obligation for many public agencies to use KPIs as one of the primary tools for the accountability of their performance to reporting authorities and stakeholders. The paper maintained that the saltiness of effective KPIs lies in its ability to provide useful information for making informed decisions about the performance of programme or intervention. As brilliantly cross-examined in the article of Taylor (2007:241), the question is: To what extent have the KPIs meet the information needs of the reporting authorities and stakeholders?

Provided the report that stemmed from the Office of Auditor general of British Columbia (British Columbia, 2010: 2) on the guides for developing relevant key performance indicators for public sector reporting, the relevancy of KPIs was based on certain characteristics, namely:

- Relational purpose and priorities to organisation
- Associational with organisation's activities and the outcomes of those activities

- Capable of influencing the organisation decision making
- Where appropriate, include widely used benchmarks
- Usefulness to the organisation's key internal and external stakeholders.

The report maintained that it is not possible for every KPIs to manifest all these attributes, but care must be exercised to ensure that the suite of chosen KPIs should at least cumulatively reflect all the attributes. Importantly, as the performance of a collaboration can be measured, monitored and reviewed using performance indicators, adequate care should be exercised in the choice of indicators amidst the myriads of objectives of different stakeholders. Behn (2014) maintained that the choice of indicators is determined by the intended usage of the indicators as contained in the PMS envisioned purpose and impact. Given the British Columbia (2010)'s reports the relevancy of indicators in collaborative environment is determined by the extent to which the indicators are aligned to the objectives and activities of the collaboration. Moreover, indicators should be able to provide useful information to assist users in making quality decisions. Great care needs to be in the choice of indicators to avoid undue proliferation of dysfunctional indicators. The question is about how to design innovative quality indicators to effectively assess collaborative outcomes in LED? A detailed discourse of this concern is presented in the next section of the paper.

Some scholars have argued that there is little consensus as to what constitutes effective performance (Kamara, Leonard & Haines, 2017; Koliba 2011; Provan & Milward 2001). As rightly articulated by Mwita (2000) two decades ago, performance assessment could be better defined as an embodiment of three interrelated variables of processes (activities); outputs (goods and services) and outcomes (value added or impact). Interestingly, PMSs can be designed to measure any of these elements: Productivity (measures of output over input); service quality (output over process)'effectiveness (measures of outcomes over output (European Commission, 2015). Similarly, Hatry (2006) presented a more discerned opinion of using logic model to carefully distinguish collaborative processes from the outputs and outcomes of those processes. Put in differently, logic model tends to specify the causal impacts that are expected to occur due to certain undertaken processes and is arranged sequentially in a causal chain (Hatry, 2006). Thus, the components of the logic model are:

Inputs: In the context of collaboratives governance, inputs refer to the resources contributed by the stakeholders towards the collaborative process. This ranges from technical through financial to human resources contributions.

Processes: The processes can be simply described in terms of what we do or activities such as collaborative meetings that are carried out during the collaborative process.

Outputs: In a collaboration, the outputs are the goods and services produced from a process. This could include collaborative agreement or plan

Outcomes: This can sometimes be referred to as intermediate outcomes and in a simple term, it refers to what happened because of the processes

Impact: The impact or long-term outcome is the result sought or the final effect envisioned

Some scholars have warned about the inherent difficulties associated with measuring collaborative outcomes in public service delivery. Outcomes mostly depend on the results of so many factors and the time lag between the effort and effect may be too long to conduct meaningful research. Moreover the use of outcome based methodology of measuring performance improvement and productivity in public service has been widely contested by some scholars on the premise that some outcomes tends to be intangible and difficult to measure (Naser; Abolhassan & Mohammad, 2013:24; Van der Waladt, 2004:75). Therefore, the paper aims to bridge the above-mentioned shortcomings by proposing innovative quantifiable and

qualitative indicators for process and outcome (intermediate) performance assessment that embraces the perceptions of all key stakeholders of LED within the municipalities

3. Criteria for selecting effective performance measuring indicators

Having done an extensive literature review on how to design effective and resourceful performance measuring indicators, the following criteria (as shown in table 1 below) were derived from a synthesis of applicable information from relevant reviewed works of scholar and initiatives

Table 1: Criteria for selecting effective measuring indicators

| Criterion | Definition | Source |
|--|--|--|
| Appropriateness and relevance | The extent to which the indicator is relevant to the context or setting | (Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Feasibility | The extent to which the indicators are actionable in terms of how feasible it is to collect and analyse data for the indicator | (Carinci, Gool, Mainz et al., 2015; Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Unambiguity and ease of communication | The communicative level of indicator with respect to neutrality and unbiasedness | Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Reliability and data quality | The extent to which data to be collected are quality assured and the ability of repeated measurement of stable phenomenon yield same results | Carinci, Gool, Mainz et al., 2015; Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Validity | The extent to which it represents what one is trying to measure | Carinci, Gool, Mainz et al., 2015; Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Coherence and far reaching | The extent to which indicator contains set of mix to capture and wide range of meaningful priorities and concern of full range of collaborative stakeholders | Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Minimum number of indicators | Reasonable number of chosen indicators | Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Availability of data | The extent at which data can be reasonably be obtained for the indicator | Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |
| Economy | The extent to which the amount of required resources for data collection, analysis and data use commensurate with the investment | Ehler, 2003; Peric, Hofmarcher & Simon, 2018; British Columbia, 2010; MacDonald, 2011; UNAIDS, 2015) |

Appropriateness and relevance: Suitable indicators should be relevant to the context and objectives of the collaboration.

Feasibility: For indicator to be suitable for use to assess, monitor and control the performance of collaboration in LED in relation to its objectives, it needs to be actionable in terms of being feasible to collect and analyse for the indicator. In other words the indicator should be measurable.

Unambiguity and ease of communication: As rightly articulated by Perić, Hofmarcher & Simon (2018:4) indicator should have a high communicative and educational value. Put indifferently indicator should possess the attributes to communicate and make apparent the meaning of the assessment derivatives to the stakeholders. There should also be clear direction to interpreted and use data from the indicator (UNAIDS, 2015)

Reliability and data quality: According to Peric, Hofmarcher & Simon (2018: 4), indicator is said to be reliable in terms of having the ability to produce same result of a constant phenomenon when iteratively assessed. Data to be collected via the indicator should be comprehensive and reliable (MacDonald, 2011)

Validity: A suitable indicator for measuring collaboration in LED should be able to represent what is being measured. In other words, the indicator needs to have a clear link to the LED outcomes being measured

Coherence and far reaching: An indicator set should be able to capture wide range of meaningful priorities and concerns of all stakeholders. Indicator should be capable of adaptable for use in a wide range of scales, wherever possible and be subject to continues review for the purpose of adaptation (Ehler, 2003)

Minimum number of indicators: Reasonability in terms of the numbers of indicator used in the assessment

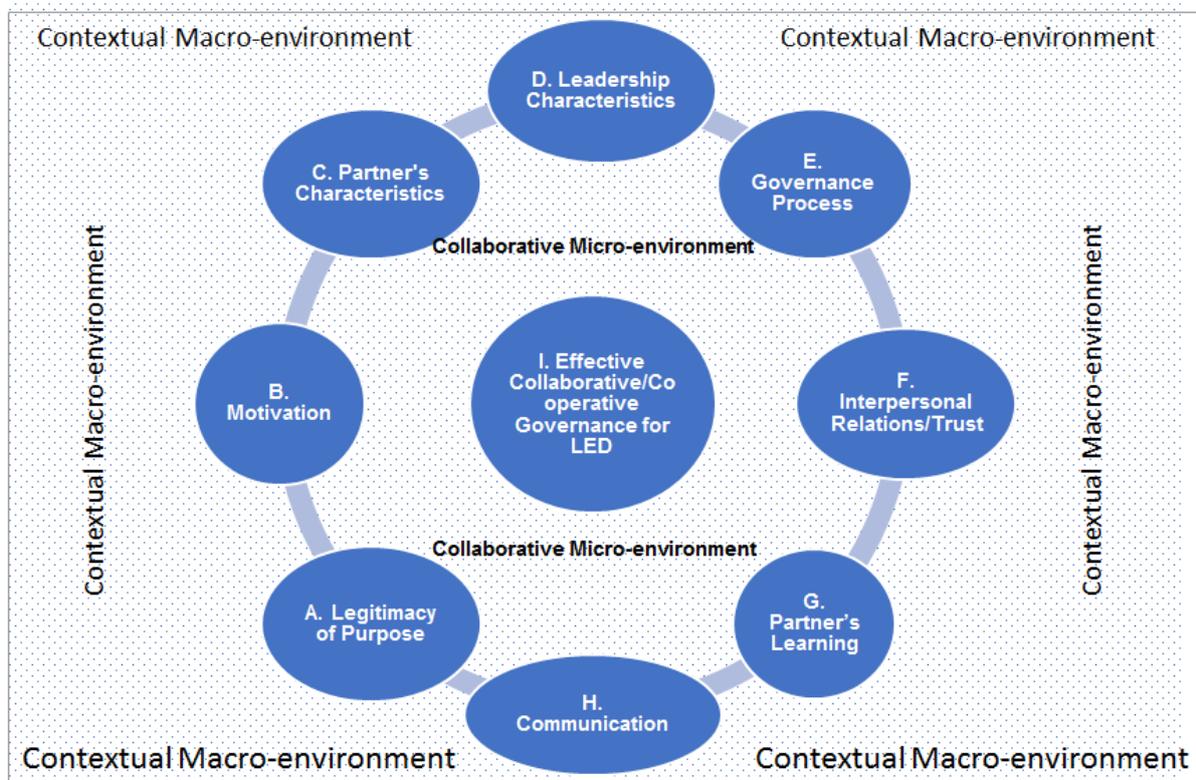
Availability of data: This is one of the essential criteria used to determine a suitable indicator fit for performance management in LED collaborations. As per this requirement, an indicator is regarded suitable for the purpose in question if there are available data for the indicator in the phenomenon

Economy: The cost of measuring the indicator should be commensurate with its worth. It should be simple, cheap as possible.

4. Proposed generic outcomes indicators

This section of the paper is to present a proposed generic outcome indicator that could be used in measuring collaborative governance performance in matters of LED. Fundamentally, the proposed outcome indicators were based on the emerged findings from the author's previous study on cooperative governance and LED in small towns in South Africa. Figure 1 below shows a multi-dimensional conceptual framework for determining collaborative governance performance which was derived from the study.

Figure 1: Conceptual framework



Kamara (2020)

The conceptual framework consists of eight interdependence elements denoted here as A, B, C, D, E, F, G, H and I. The framework illustrates that achieving effective collaborative governance outcomes in LED is the central aspect of the study as denoted by (I) in this context. The perceived collaborative outcomes amongst other includes achievement of developmental goals, improved inter-organisational learning and increased interactions. There are various factors that may influence the realization of (I) which are the basic concepts for developing indicators in the study. First is the need to collaborate as defined by the purpose of collaboration in terms of its legitimacy and mutuality of purpose (A) to *catalyse* or motivate (B) the involvement or participation of the desired characteristic of partners/ role-players (C) which have to be committed in all ramifications to the processes. And the collaborative process needs to be initiated, powered and steered by leaders (motivated and committed role-players) of certain leadership characteristics (D). The governance process (E) may also be influenced by the nature of leadership in terms of how the process has been formulated and managed (e.g. transparency, definitions of roles and responsibilities, ground rules, Accountability, etc). Moreover, the efficacy of the governance process may tend to reinforce the legitimacy of the process, enhance Interpersonal relations/trusts (F), commitment and even the learning outcomes (G) that the role-players stand to gain from the collaboration which can enhance their capacity to participate. The last but not the least, is the fundamentality of effective communication (H) among and between the role-players that needs to be effective. Importantly, all these endogenous factors impact on the enabling collaborative micro-environment for effective/enhanced collaboration outcomes for LED (I) as shown in figure 1). Endogenous in the sense that it is possible to

manage the factors through collaboration itself. Moreover, the collaborative micro-environment of the collaboration is said to be imbedded and surrounded by external macro-environment. This environment constitutes some exogenous factors presents in the context of the collaboration in which the collaboration leaders or role-players have little or no control. For instance, policy regulation, system stability, economic forces, etc). The dynamics of these contextual issues impacts on the overall outcomes of collaboration.

The above-mentioned multidimensional conceptual framework for determining collaborative governance performance was utilised to contribute to a generic outcome indicator framework adapted from approaches of several scholars, namely, Kusek and Rist (2004:18, 64 & 68); W.K. Kellogg Foundation (2004:18, 20 & 25), IEG (2012:26-42); Cepiku (2014: 174-187); Rabie (2011:364-372) and Maleka (2015: 174-184). The approach essentially involved developing a logic model that shows the relationship between the objectives and the anticipated outcomes along with a variety of possible outcome indicators for the measurement of various collaborative outcomes in LED at local government. Concepts from various reviewed models on the operational guidelines for selecting effective indicators were considered in developing the proposed generic outcomes indicators. Prominent among these models were: UNAIDS (2015)'s operational guidelines for selecting indicators for HIV response; Peric, Hofmacher & Simon (2018)'s Headlines indicators for measuring performance in health systems; OAGBC (2010)'s guide for developing relevant key performance indicators for public sector reporting. The synthesised concepts of these models were based on the following criterion: Appropriateness and Relevance; Feasibility; Reliability and data quality; Validity; Coherence; Minimum number of indicators; unambiguity and ease of communication; availability of data and economy

4.1 Description of the proposed generic outcome indicator frameworks

Importantly, three models were synthesised and adapted to develop this proposed generic outcome indicator. Principally, the logic model developed by Rabie (2011) on improving the systematic evaluation of local economic development results in South Africa, Maleka (2015) on monitoring and evaluation of sport-based HIV/AIDS awareness programmes of selected NGOs in South Africa: strengthening outcomes indicators and Cepiku (2014)'s dynamic multidimensional model on network performance.

The determinants as contained in the multi-dimensional framework (figure 1) were classified into categories. The generic anticipated outcomes associated with each category were listed under each objective and a compiled list of outcome indicators. Two proposed outcome indicator frameworks were developed. The first framework is presented in subsection 4.1.1. The framework consists of objectives, anticipated outcomes and indicator focussing on measuring change in policy strategy, legitimacy/values, participation, managerial strategy, awareness, leadership, capacity, and accountability.

The second framework is presented in subsection 4.1.2 and it presents outcome indicators that can be used to measure predictors of performance at partnering organisation/role-players level. In addition, they can be used to measure the actual change in motivation and awareness derived from shared collaboration. This tends to determine the extent to which the individual partnering organisation in the collaborative arrangement benefits from their involvement (Provan & Milward 2011). It was deemed to be included because I feel one wouldn't be doing justice to the issue of performance assessment in collaborative governance for LED, without taking due cognisance of the outcomes or the producing value for each of the role-players in the

arrangement. Given the voluntary nature of most of the role-players, they can decide to withdraw, if there is no positive trade-off between the resources invested and the benefits gained (Cepiku, 2014). To establish the extent of viability and sustainability of such collaboration, one should not be restricted to intermediate outcomes derived from satisfaction with the collaborative management and institutional structures, hence the need to look beyond. Therefore, the framework is structured as follows:

The first row presents the objectives, the second row is subdivided into 2 columns, vis-à-vis:

- First columns: Generic anticipated outcomes
- Second column: Proposed outcome indicators

4.1.1 Proposed generic outcomes indicators for measuring collaboration in LED: Focussing on change in Policy Strategy, Legitimacy/Values, Participation, Managerial Strategy, Awareness, Leadership, Capacity and Accountability

A: Proposed indicators for External Environment/Contextual construct (Policy and Legal Framework) as a determinant.

| Objective: To regulate the set-up and functioning of control agencies for cooperative governance | |
|---|--|
| Generic anticipated outcomes | Generic indicators |
| Improved perception of the conduciveness (enablement) of policies and regulatory framework for collaboration in LED | Degree to which the policy is relevant to modern realities |
| | Extent to which roles and responsibilities of role-players are articulately identified |
| | Extent to which policy objectives are SMART |
| | Degree to which set targets are SMART |
| Improved control mechanism | Frequency of reviews and reporting of progress |
| | Evidence of metrics that document/verifies progress |
| | Degree to which reporting system is integrated and harmonised |

B: Proposed indicators for Purpose/Perceived legitimacy/Shared vision as a determinant.

| Objective: To enhance the Legitimacy of LED Strategies and implementation | |
|--|--|
| Generic anticipated outcomes | Generic indicators |
| Increased in perceived value of development goals within municipality | Extent of linkage with the national development plan, poverty reduction plan sustainable development goals |
| | Degree to which development goals reflects local development issues |
| | Degree of linkage with the organisational goals of role-players |

| | |
|--|--|
| Increased level of role-player support for LED | Evidence of specific increase in role-players support in LED |
|--|--|

C: Proposed indicators for governance structure determinant.

| Objective 1: To improve local and participatory governance of LED | |
|--|--|
| Generic anticipated outcomes | Generic indicators |
| Increased level of participation | Increased percentage of business, civil and public sector organisations representation in matters of local development |
| | Degree of business, civil and public sector participation in local governance of LED |
| | Increased level of shared decision making |
| Improved level of transparency | Increase in the perceived level of transparency between and among role-players (business, civil and public sectors) |

Continuation of proposed indicators for governance structure determinants

| Objective 2: To improve cooperative governance management strategies | |
|---|--|
| Generic anticipated outcomes | Generic indicators |
| Enhanced Administrative efficiency | Clarity of roles and responsibilities |
| | Degree of compatibility of assigned tasks to role-players strength and capabilities |
| Inclusiveness in decision-making | Increased level of role-players inclusiveness in decision making |
| Ground rules and governance form | Availability of ground rules |
| | Flexibility of rules and governance form |
| | Evidence of operational strategy and implementation plan |
| Improved perceived level of satisfactions | Extent to which stakeholders are satisfied with decision made through collaborations |

Continuation of proposed indicators for governance structure determinant.

| Objective 3: To improve enhanced decision-making process | |
|---|---------------------------|
| Generic anticipated outcomes | Generic indicators |
| | |

| | |
|---|--|
| Increased level of Joint decision-making | Increase in percentage of stakeholders who believe that they can influence decisions on local development issues |
| | Increase level of Stakeholders satisfaction of the decision-making process |
| Improved adherence to expectation of role-players | Extent to which the collaboration adheres to role-players expectation |
| | Extent to which adherence to expectation of individual and collective role-are periodically evaluated |

D: Proposed indicators for Communication determinant

| | |
|---|---|
| Objective 1: To improve level of interaction/awareness | |
| Generic anticipated outcomes | Generic indicators |
| Increased level of interaction between role-players | Frequency of interaction between role-players |
| | Evidence of effective means of communication |
| | Evidence of communication plan |
| Improved level of follow up and feedbacks | Evidence of review |
| | Frequency to which follow up and feedback are made in the collaboration |
| | Degree of responsiveness of role-players to follow up and feedbacks |

E: Proposed indicators for /Leadership determinant.

| | |
|---|---|
| Objective 1: To improve LED collaboration strategy design, planning and implementation | |
| Generic anticipated outcomes | Generic indicators |
| Improved collaborative managerial strategies. | Increased level of power sharing between the Role-players (government, business, and civil society) |
| | The extent to which authority is assigned to role-players |
| Improved level of involvement in LED strategic planning and implementation | Percentage of role-players involved in strategic planning and implementation of collaboration |

| | |
|---|--|
| Increased level of empowerment | Degree to which role-players have influence and control in the design, planning and implementation of collaboration strategies |
| Better and more effective solution to planning and implementation problems in LED | Increased satisfactory perception of role-players about collaborative planning and implementation |

Continuation of proposed indicators for Change management/Leadership determinant.

| Objective 2: To enhance the integration and coordination of LED collaboration strategies | |
|---|---|
| Generic anticipated outcomes | Generic indicators |
| Improved alignment of collaborative objectives and strategies | Degree to which collaboration strategies are aligned to municipality integrated development plans |
| Improved congruency of role-player's mission, strategies and values | Degree of compatible and interdependent of role-players' interests |
| | Increased in the perceived level of coordination in the collaborative activities of role-players |

F: Proposed indicators for partner alignment/membership (Partner characteristics) determinant.

| Objective 1: To improve resources for LED | |
|--|--|
| Generic anticipated outcomes | Generic indicators |
| Improved resources commitment and contribution by role-players towards LED. Resources such as: Financial, time, knowledge and skills and other resources that may be deemed fit. | Increased percentage of private, civil and public sector organisations that commit their resources to support LED objectives in their localities |
| | Increased or decreased in the percentage of resources contribution of stakeholders towards local development objectives |
| Improved congruency of role-player's mission, strategies and values | Degree of compatible and interdependent of role-players' interests |
| Improved level of shared risks | Degree in which collective risks is evenly distributed between the role-players in collaborative endeavours |

G Proposed indicators for Interpersonal relation/trust/personal characteristics determinant.

| Objective 1: To improve accountability of LED stakeholders | |
|---|---|
| Generic anticipated outcomes | Generic indicators |
| Improved level of awareness of roles and responsibilities | Degree to which role-players understand their respective roles and responsibilities in LED governance (government, business, and civil society) |
| | Degree to which role-players are aware of the overlaps and gaps in their roles and responsibilities in the governance |
| | Percentage of role-players that takes ownership of their responsibilities in the governance (government, business and civil society) |
| Improved awareness of their power and authority in the governance | Extent to which role-players understand their power and authority in the governance (government, business and civil society) |
| | Extent to which role-players exercise their power and authority in the governance (government, business and civil society) |
| Increased in perceived level of Shared authority | Increased perception of role-players on equitably shared power for collective determination |

Continuation of proposed indicators for Interpersonal relation/trust/personal characteristics determinant.

| Objective 1: To improve accountability among role-players | |
|--|--|
| Generic anticipated outcomes | Generic indicators |
| Improved quality level of compliance to rules of the game | Increased/decreased in compliance rate among role-players (government, business and civil society) |
| Improved level of monitoring and reporting | High level of record keeping of documents |
| | The extent to which data are readily available |
| Improved perceived level of trust between role-players | Percentage of stakeholders who perceive an increase in level of trust between the role-players |
| | Increased in perceived quality of working relationship between stakeholders |
| | Increased/Decreased in the number of resolved issues. |

4.1.2 Proposed genetic outcomes indicators for performance at partnering organisation/role-players. Focussing on actual change in motivation and awareness derived from shared collaboration.

A. Proposed indicators for motivation as a determinant.

| Objective 1: To improve level of motivation of Role-players | |
|--|--|
| Generic anticipated outcomes | Generic indicators |
| Increased in perceived level of role-player's satisfaction in the ability of collaboration to achieve desired outcomes | Percentage increase in the perceived level of role-player's satisfaction in the ability of collaboration to achieve desired outcomes |
| Improved level of role-player's retention in the collaboration | Percentage Increase in role-players' retention in the collaboration |
| Improved in perceived level of sense of co-creation among role-players | The degree to which there is sense co-creation among role-players |
| Improved level of reputation enhancement | Degree to which the reputation of role-player/partnering organisation is enhanced |
| Improved level of developmental changes in partnering organisation in: size; structure; staffing; strategies | Evidence of developmental changes in partnering organisation in: size, structure, staffing and strategies |
| Improved risks management | Evidence of improved risk management |
| Improved internal legitimacy within participating organisations | Degree to which LED collaboration is embedded in the ethos of partnering organisation |
| Strengthened stakeholder's relations | Evidence of improved stakeholder's relation |
| Increased social capital | Evidence of improved social capital |
| | Percentage increase in the level of partnering organisation's bias to action |

B: Proposed indicators for role-players/partner's learning outcomes as a determinant.

| Objective 2: To improve the role-players understanding of LED | |
|--|---|
| Generic anticipated outcomes | Generic indicators |
| Enhanced level of skills of Role-player/partnering organisation | Degree to which role-player's skills and cognitive ability have improved through collaboration |
| | Degree to which the internal capacity of the organisation has been strengthened through additional skills and knowledge about LED |
| | The extent to which role-players were able to learn from each other as a result of partnership |

Increased in innovative and creative capacity of role-player/partnering organisation

Increased in perceived level of innovative and creative capacity of role-players

5. Conclusion

The paper conceptualises Performance Management Systems (PMSs) with special focus on performance indicators as assessment tools to measure, monitor and control performance of public policy and strategy aimed at improving system management and responsiveness to socio-economic issues in local government. Using secondary sources, the paper argues the desirability of assessing performance outcomes in collaborative governance of development pathways in local municipalities. The presents various challenges faced by municipalities in assessing collaboration in LED. Criteria for selecting effective indicators used in measuring outcomes performance of collaboration is presented in the paper. The paper also contains a synopsis of the major determinants of effective outcomes in collaboration for LED. Finally, a proposed measuring indicator for each of the major determinants is contained in the paper.

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