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Gordon Institute of Business Science

University of Pretoria

Towards value generating capabilities for collaborative intermediary organisations

Shaik Mahmood Souday

13402511

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Abstract

This study explores the capabilities of collaborative intermediary organisations (CIOs) and its value generating potential at the city scale. As an emerging organisational form, CIOs create public interest value by creating specific platforms for deliberations and collaboration between diverse stakeholders. This study is important in light of growing and divisive economic and social disparities. Effective solutions to complex problems require legitimate collaborative platforms aimed at creating public interest value. CIOs are one such platform.

This study first explores the Johannesburg inner city context to understand the potential and design implications for CIOs. It furthermore identifies CIO capabilities and explores the question of how CIOs create value.

Sixteen interviews with CIO leaders, experts and sector representatives from business, government and the community involved with CIOs were conducted. Semi-structured interviews were used to gather qualitative data which was analysed through content analysis.

The research findings suggest that despite a challenging partnership context, through particular design considerations and relevant organisational capabilities, CIOs are a useful and noteworthy enabler for public interest value creation. The identified capabilities are collaborative leadership, the ability to build trust in action, supporting weaker sector to fulfill mandates, sound analytical skills as well as distinctive attributes which emphasise a commitment to the long term. CIOs create value directly by convening partners, providing a neutral platform and a 'translation' service, as well as through creatively leveraging diverse perspectives. The findings further show that leadership and mutual interest between sectors are the primary sources of CIO value. The value is realised through interaction between the respective partners which provides a host of intangible benefits. The study furthermore shows the potential of capable CIOs to activate further collaborative value.

Keywords

Collaborative Intermediary Organisation

Cross-sector partnership

Collaboration

Capabilities

Value

Declaration

I declare that this research project is my own work. It is submitted in partial fulfilment of the requirements for the degree of Master of Business Administration at the Gordon Institute of Business Science, University of Pretoria. It has not been submitted before for any degree or examination in any other University. I further declare that I have obtained the necessary authorisation and consent to carry out the research.

Mahmood Sunday

10 November 2014

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The MBA cannot be completed alone.

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Finally, to my MBA friends - you make the MBA. Thank you.

¹ See 'What the World Needs Now... More Academics to Become Intellectual Shamans', Sandra Waddock (2014) in The Journal of Corporate Citizenship

Abbreviations

ANC:	African National Congress
CIO:	Collaborative Intermediary Organisation
CVC:	Collaborative Value Creation
EFF:	Economic Freedom Fighters
MoA / MoU:	Memorandum of Agreement / Memorandum of Understanding
NDP:	National Development Plan
PBA:	Partnership Brokers Association
WCEDP:	Western Cape Economic Development Partnership

*A number of terms are used interchangeably, these are:

State and government

City of Johannesburg and City

Collaborative Intermediary Organisation (CIO) and intermediary organisation

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1 Chapter One: Introduction to Research Problem

1.1 Introduction

In a world described as increasingly volatile, uncertain, complex and ambiguous South Africa remains a divided society with enormous challenges. Business, government and community sectors are often stratified along racial and class lines. To overcome these persistent challenges, leaders are urged to increase cross-sector boundary spanning collaboration to strengthen problem diagnosis and develop more effective solutions (Bennett & Lemoine, 2014; Horney, Pasmore, & O'Shea, 2010). The potential of a bridge or intermediary organisation to mediate the visions and interaction processes between varying interests, especially in developing economy contexts has been noted by numerous scholars (Hodson & Marvin, 2010; Hundal, 2014; Rivera-Santos & Rufin, 2011). This study therefore explores the capabilities of collaborative intermediary organisations to enable cross-sector partnerships and generate value.

Collaborative Intermediary Organisations (CIOs) create specific platforms for deliberations and collaboration between diverse stakeholders and different social sectors and can be viewed simultaneously as an intermediary organisation and a cross-sector partnership (Hamann & April, 2013). This distinctive emerging organisational form may be an important enabler to realise the anticipated value from cross-sector partnerships as has been shown at the sub-city level (Hamann & April, 2013). Furthermore, intermediary organisations have been shown to fulfill a useful role in enabling the transition from cross-sector partnership confrontation to collaboration (Arenas, Sanchez, & Murphy, 2013). To date, other than the work by Hamann and April (2013) which introduced the concept of CIOs, no further academic work has been done to specifically explore the potential, capabilities and value of CIOs in enabling cross-sector partnerships. This is especially relevant in developing country contexts like South Africa, characterised as having limited statehood, where non-state actors, through partnerships; may be able build state capacity (Hamann, 2014).

Despite being Africa's leading city, Johannesburg remains peripheral amongst global cities (Watson, 2012). This study aims to explore the potential of CIOs in Africa's most vibrant yet challenging economic hub, the Johannesburg inner city.

The research scope entails enriching the current theoretical and empirical understanding of CIOs from various cross-sectorial perspectives. In addition, the study entails evaluating the value creating potential of CIOs in enabling cross-sector partnerships.

1.2 Research Purpose & Objectives

The purpose of this study is to advance understanding of an emerging organisational form, known as a Collaborative Intermediary Organisation (CIO). In doing so, we explore the CIO context, and the capabilities of CIOs to enable cross-sector partnerships and generate value.

Moreover, this study has three specific objectives, intended to benefit researchers and practitioners alike:

- Explore how context, at the city scale, influences the potential and design of CIOs
- Identify organisational capabilities for CIOs
- Evaluate how CIOs create value.

1.3 Research Motivation

The celebration in 2014 of twenty years since the first democratic election in the history of South Africa prompted reflection on the country's achievements and challenges. While substantial progress has been made in some areas, South Africa remains a divided and unequal society (National Planning Commission, 2011), which has broad implications from a number of perspectives. The motivation for this research is outlined here from an academic, business and public policy perspective.

1.3.1 Academic Relevance

A surge in academic interest in cross-sector partnerships have been noted by a number of scholars (Austin & Seitanidi, 2012a; Seitanidi & Lindgreen, 2011; Selsky & Parker, 2005), premised on the notion that cross-sector partnerships are the “development approach of our time” (Kjaer 2003, cited in Rein & Stott, 2009). Yet in a recently published research handbook Seitanidi and Crane (2014, p. 7) characterise the emerging field encompassing partnerships as being in its early stages of development. Furthermore, Koschmann, Kuhn, & Pfarrer (2012) note that cross-sector partnerships remain complicated and problematic and there is a lack of evidence of their ability to produce value.

Moreover, the role and capabilities of CIOs have only begun to be outlined by way of inductive case based studies by Hamann and April (2013). There is therefore academic and practical merit in attempting to validate propositions (Colquitt & Zapata-Phelan, 2007) and furthermore understand the link between intermediaries and its potential for value creation (Manning & Roessler, 2013). While the study by Hamann and April (2013) has drawn mainly from the cross-sector partnerships and sustainability transitions literature, insights can also be drawn from the literature that examines intermediary organisations in particular. Works on intermediary organisations (Arenas et al., 2013; Hundal, 2014; Lingo & O'Mahony, 2010) have also noted that the work practices of intermediaries required to sustain cooperation and creatively synthesise disparate contributions warrants academic attention. Furthermore, the extant literature on cross-sector partnerships and intermediary organisations is located predominantly in developed country contexts (Hamann & April, 2013). Countries part of the global South, such as South Africa present unique challenges and arguably represent the frontline of a global phenomenon, as partnerships are being established in response to gaps or deficits in traditional governance models (Hamann, 2014).

1.3.2 Business Relevance

Growing inequality and social disquiet including increasing environmental degradation has created a legitimacy challenge for business and indeed capitalism itself (Porter & Kramer, 2011). This recognition and the elevation of social goals to a strategic level through concepts such as “shared value” by prominent business strategy scholars (Porter & Kramer, 2011), has attracted significant attention from a practitioner and academic perspective (Crane, Palazzo, Spence, & Matten, 2014). However, as Crane, et al. (2014) critically note, whilst concepts such as “shared value” carry much appeal, the systemic tensions which exist in reconciling economic and social goals appear to be addressed only superficially. The shared value concept does however strongly encourage partnerships and collaboration (Porter & Kramer, 2011) which, if accomplished legitimately (Hamann & April, 2013), may offer a platform for constructively and creatively alleviating these systemic tensions.

The intertwined nature of social, economic and environmental problems has led to an increase in partnerships deemed to be better equipped to solve increasingly complex societal challenges (Vurro, Dacin, & Perrini, 2011) . While the motivations of business to partner may differ (Parmigiani & Rivera-Santos, 2011), the growing interest in cross-sector

partnerships is reflected within the South African context as well. This is confirmed by the core issues identified by a group of South African business leaders convened by the Network for Business Sustainability at the Gordon Institute of Business Science in 2013. Among the issues identified is the question of how businesses can collaborate effectively and legitimately to drive collective action for sustainability (Hamann, Meyer, & Schulschenk, 2013).

Partnerships are also relevant for business given increased pressures for enhanced competitiveness, underpinned by stakeholder pressures to respond more systemically to challenges posed by sustainable development. In addition to 'shared value' concepts like "responsible competitiveness" which seek to enhance competitiveness through improved productivity, supply chain performance and market access through collective action between business, government and civil society (Hamann, Kambalame, Cleene, & Ndlovu, 2008; Kramer & Porter, 2011) are gaining traction (Crane et al., 2014). This appears to be grounded in a growing realisation that greater interest in social issues, and pooling of resources across sectors can be seen as an offensive as opposed to a defensive strategy (Kramer & Kania, 2006), although the way in which this occurs in practice remains poorly defined (Crane et al., 2014; Hamann et al., 2008).

Recent industry oriented reports also point to the relevance and importance of cross-sector collaboration in business. A 2013 global sustainability survey of 1000 CEOs from 27 industries across 103 countries, conducted by the United Nations Global Compact and Accenture, notes that 83% of CEO's believe that companies should engage in industry collaborations and multi-stakeholder partnerships to address development goals (Hayward, Lee, McNamara, Hall, & Cruse, 2013). In the 2013 C&E Partnerships Barometer study, 84% of businesses noted their expectation that cross-sector partnerships are likely to become more important in their business, with reputation and innovation being the most prominent motivators. Despite this, the report cites a "yawning gap between intent and performance" (C&E Advisory, 2013).

These arguments demonstrate what appears to be shift in business propensity towards cross-sector partnerships to address a range of challenges. The major business motivations include legitimacy, competitiveness as well as sustainability. Yet despite the interest, compelling evidence on wide-scale value realisation from partnerships remains somewhat elusive.

1.3.3 Policy Relevance

On a broad scale, the role of cross-sector partnerships in addressing wicked problems, characterised as being “stubborn”, “malignant”, “vicious”, “tricky” and “aggressive” (Rittel & Webber, 1973) has received attention from policy makers, practitioners and academics (Hamann & Bitzer, 2014). This is motivated by the belief that societal problems, in wide-ranging domains such as climate change, poverty, food insecurity “are characterised by complexity and scientific uncertainty, are continuously evolving, and are affected by multiple interests and power imbalances” (Hamann & Bitzer, 2014, p. 76). Cross-sector partnerships may deliver better results by unlocking the benefits of comparative advantage (Selsky & Parker, 2005), generating wider systemic transformations which incorporate technological, institutional and organisational considerations and involving different sectors (Hamann & Bitzer, 2014). In *Research Policy*, Hodson and Marvin (2010) argue that an unplanned and reactive approach to aligning divergent interests will not achieve the required outcomes. Instead, they propose the creation of intermediary organisations with the coordinating and mobilising capability which creates a context for the discussion of competing priorities and brings various social interests from each of them together. The potential and capabilities of intermediaries as enablers of cross-sector collaboration in tackling wicked and other social problems is therefore of interest and concern to policy makers.

In terms of economic inequality, of which spatial inequality is a contributing factor (National Planning Commission, 2011), a recent Oxfam report notes the increase in economic inequality since the birth of democracy in South Africa. The prominent South African activist and commentator Jay Naidoo asserts that “the increasing concentration of wealth in the hands of very few has deepened both ecological and economic crises, which in turn has led to an escalation of violence in every corner of our burning planet” (Seery & Arendar, 2014, p. 3). South Africa is by no means immune to these escalations of violence, and is in many ways a prime example of it (von Holdt et al., 2011).

The National Development Plan (NDP) is explicit about the unevenness in state capacity citing as causes the “interplay between a complex set of factors, including tensions in the political administrative interface, instability of the administrative leadership, skills deficits, the erosion of accountability and authority, poor organisational design, inappropriate staffing and low staff morale” (National Planning Commission, 2011, p. 364). It is therefore not surprising that there are now increasing calls for various sectors to work together. The

NDP calls for “partnerships based on mutual trust” in the midst of a “divided society” noting that “unless we work together, sacrificing short-term gain for longer-term prosperity, no single part of South African society can achieve its objectives” (National Planning Commission, 2011, p. 4). Yet, to make partnerships work, Hamann (2014) suggests the existence of a conceptual intermediate point of state and non-state capacity at which governance gaps provide sufficient motivation for both parties to collaborate, while simultaneously enabling the state to play a meaningful role in the partnership. An understanding of what this intermediate point might be in practice, as well as the forces shaping the attainment of this point is relevant in shaping further questions on capabilities and value.

Considering the focus of this study at the city level, it is noteworthy that based on The Economist report on global city competitiveness, Johannesburg is ranked as the top city on the African continent (Watson, 2012). Furthermore, Johannesburg is the commercial centre of South Africa and Africa, with an estimated contribution of 46.4% of the provinces GDP and 17% of South Africa’s GDP (Joburg Economic Overview, 2014). Yet, in comparison to global cities, Johannesburg remains peripheral (Watson, 2012) and faces numerous challenges including a shift to a services economy amidst low labour productivity levels, spatial disparities, and transitioning to a green economy; which requires collaborative effort amongst multiple sectors to overcome (Naidoo, 2014; Watson, 2012). Johannesburg is divided into seven regions, of which the Sandton-Alexandra region (region E) and the inner city and southern Johannesburg region (Region F) house the financial services hubs and manufacturing cluster, considered key drivers of growth in Johannesburg. Region E is the most prominent economically (Joburg Economic Overview, 2014), whilst Region F and especially the inner city, is widely known to have sustained the exodus of prominent businesses (to Region E) due to issues of poor urban management, “crime and grime” and urbanisation, especially from the African diaspora (City of Joburg, 2014).

This mixture of socio-ecological and socio-economic challenges positions Johannesburg as a city undergoing significant transition challenges which necessitates the mediation of interests across multiple sectors. This creates further impetus for the study of CIOS at the city scale, in terms of its potential to address policy and governance challenges through enabling cross-sector partnerships.

1.3.4 Research Motivation Summary

From an academic, business and policy perspective, the imperative of more effective mechanisms for governance and overcoming systemic challenges and tensions has given rise to the interest in collaboration and partnerships. Gaining a better understanding of how cross-sector partnerships may be enabled through collaborative intermediaries, and specifically the design consideration and capabilities required of intermediary organisations to generate value, is therefore a necessary and important area of study. This study therefore aims to explore each of these dimensions and enhance our understanding of the potential of collaborative intermediaries within challenging contexts, which may be of value to other developed and developing countries in the global South.

2 Chapter Two: Literature Review

2.1 Introduction

The primary literature sources and review approach is first outlined, followed by an overview of the dominant theories, and an attempt to clarify the use of commonly used partnership terminology. After this, the literature review develops a theoretical foundation for the research setting and cross-sector partnerships. This is followed by a discussion on intermediary organisations; its conceptualisations, roles, design and capabilities. The discussion then progresses to the concept of value. These areas are then synthesised in a literature review summary which sets the scene for the research questions.

2.2 Literature Review Sources & Approach

Seitandi & Crane (2014) note that social partnerships are an emerging scholarly field characterised by interdisciplinary lenses. It is therefore not surprising that the questions of CIO potential, design, capabilities and value span various literature sources including strategic management, bridging and intermediation, cross-sector collaboration and partnerships, as well as sustainability transitions from the management, governance and public policy literature domains. Previous studies appear to focus on specific aspects of this topic, with the exception of the work by Hamann and April (2013) who introduced CIOs as an organisational form, and discussed its role and capabilities. As an organisational construct, CIOs are unique (at least, from an academic perspective), given its definition as an explicit combination of a cross-sector partnership and intermediary organisation. This gives rise to a literature review which seeks to understand the key aspect of the research focus, by reviewing each aspect individually. This approach was adopted to derive a more theoretically grounded perspective, with a view of understanding how the various aspects might relate to each other.

Given that Hamann and April (2013) approached their study from a sustainability transitions perspective, their study did not include a comprehensive review of the intermediary literature. This warrants an examination of the cross-sector partnership literature as well as the intermediary literature, to identify possible areas of convergence and ultimately to enrich our understanding of the required CIO capabilities and its effect on value creation.

2.3 Dominant Theories

Relevant theories which relate to this area of inquiry include institutional theory, resource dependence, stakeholder theory, agency theory, transactional cost economics, and network theory, although other theories are also utilised (Gray & Stites, 2013). The most relevant underpinning theories identified in this literature review are resource dependence, in which organisations are characterised in terms of their dependence on other organisations; institutional theory, premised on the notion that organisations engage in a range of actions due to pressures and expectations exerted on it; and network theory which examines the structure of relationships between entities (Gray & Stites, 2013). In respect of the question of capabilities, the capabilities and knowledge based view of the firm, related to the resource dependence view (Grant, 1996b), is also deemed as relevant.

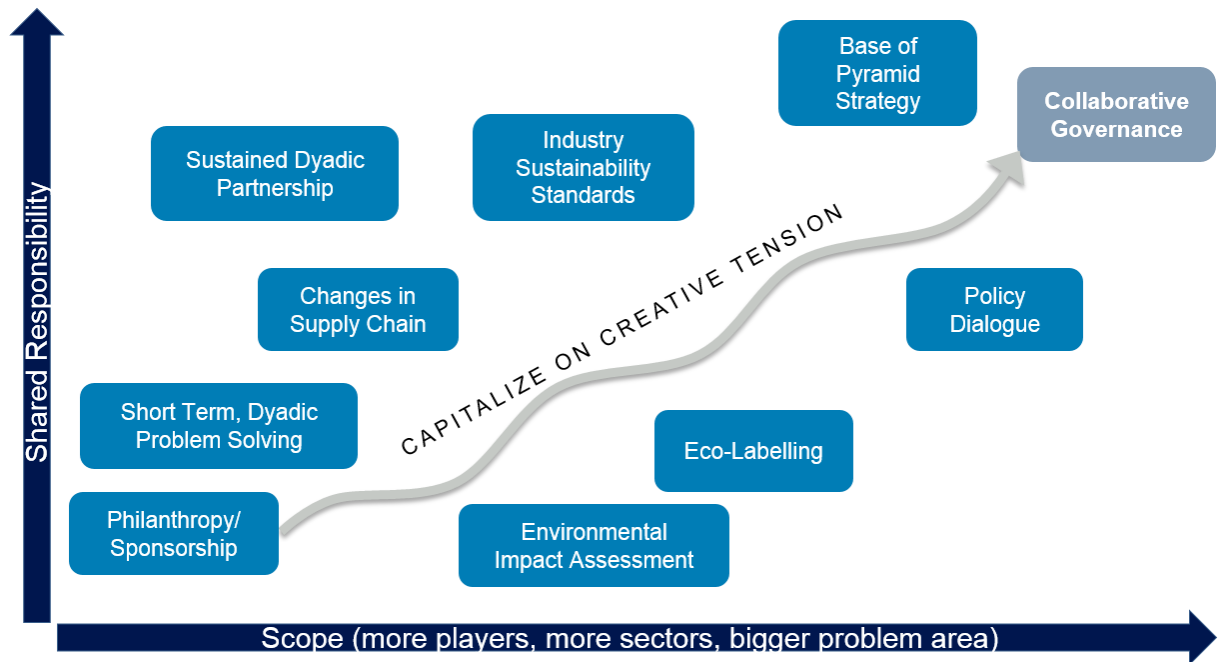
2.4 Collaboration, Collaborative Governance and CIOs

While this review includes literature on cross-sector partnerships within the context of CIOs, Gray and Stites (2013) note that it is important to distinguish between partnerships and collaborations. An observation from the cross-sector partnership and intermediary literature is that the terms partnership and collaboration are often used interchangeably as noted by Koschmann et al. (2012) and Austin and Seitanidi (2012a).

While partnerships may be transactional in nature, collaborations have a more rigorous definition which includes the prevalence of shared norms and methods, mechanisms for negotiations and consensus building to facilitate trade-offs which create broad-based value, a range of varying competencies as well as joint ownership for outcomes (Gray & Stites, 2013). From a cross-sector partnership perspective, collaboration may therefore be viewed as an advanced or mature form of partnering (Austin & Seitanidi, 2012b).

The literature on cross-sector partnerships and collaboration may also be viewed within the broader context of collaborative governance. This form of governance, it is argued, enables a more holistic appreciation of the issue or problem and has finding consensus, or at least striving to do so, at its heart (Gray & Stites, 2013). Gray and Stites (2013) furthermore offer a diagrammatic representation (See Figure 1) of various partnership formations.

Figure 1: Partnership Scope & Shared Responsibility Maturity (Gray & Stites, 2013, p. 23)

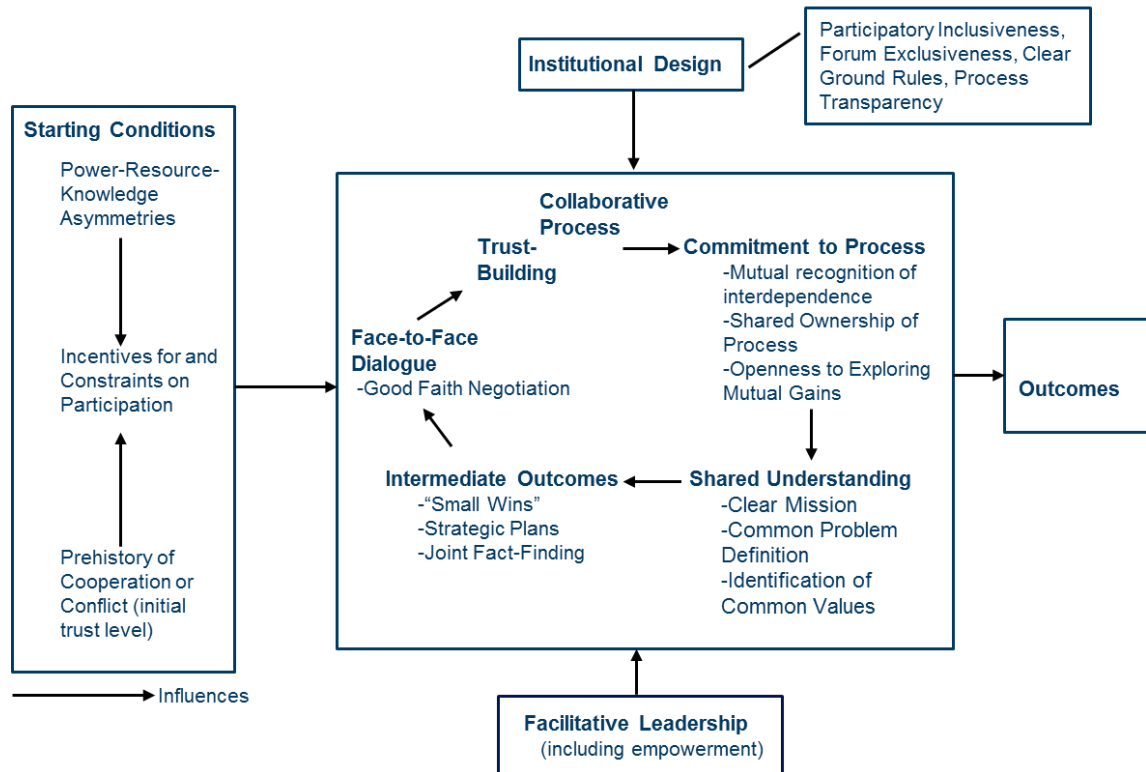


This diagram illustrates the positioning of collaborative governance and potentially CIOs as being the most advanced type of partnership, which requires the greatest ability to capitalise on creative tension due to the combination of a large scope (horizontal axis) and high degrees of shared responsibility (vertical axis). This ability to harness tension and conflict towards productive outcomes is a CIO leadership capability proposed by Hamann and April (2013) as well. While not explicitly stated, it could be inferred that attaining this advanced level of partnership maturity, requires a progressive development in the scope and level of shared responsibility established through prior partnership efforts.

Ansell and Gash (2007) refer to collaborative governance as a mode of governance that brings multiple stakeholders together in common forums with public agencies to engage in consensus-oriented decision making. There are similarities between this description and the definition of CIOs, although CIOs have a more explicit emphasis on deliberation and collaboration as opposed to decision making. Based on their meta-analytical study of 137 cases of collaborative governance, Ansell and Gash (2007) offer a useful contingency model which identifies variables that influence whether collaborative governance will produce successful collaboration outcomes. This model, shown in Figure 2 below, places collaborative process variables as the core of the model, with starting conditions,

institutional design, and leadership variables represented as critical contributions or context for the collaborative process. The relationship between the collaborative process and other key variables, most notably the starting conditions, is potentially relevant in our understanding of CIO capabilities, especially in a developing country context.

Figure 2: Collaborative Governance Contingency Model (Ansell & Gash, 2007, p. 550)



Given this background, the definition of a CIO as an organisation that is both an intermediary organisation and cross sector partnership that creates specific platforms for deliberations and collaboration between diverse stakeholders and different social sectors (Hamann & April, 2013) requires some examination. “Platforms” suggest the creation of a physical but mainly a social climate and space which is used to enable or facilitate collaboration, that is to say building or catalysing collaboration. The use of the word deliberation is also worthy of examination. Described by John Gastil (2008, p. 9) an expert in deliberative democracy as, “the act of reflecting carefully on a matter and weighing the strengths and weaknesses of alternative solutions to a problem”. Gastil (2008) notes that deliberation aims to arrive at a decision or judgment based not only on facts and data but also on values, emotions, and other less technical considerations and adds that while a

solitary individual can deliberate, it more commonly means making decisions together, as a small group, an organisation, or a nation.

Platforms for deliberation and collaboration understood in this light helps to expound the characterisation of CIOs by Hamann and April (2013, p. 13) as “facilitators of innovation niche creation”, as “bottom-up” organisational innovation with the potential to influence regimes through transition. Their definition of a CIO is however broadened by emphasising the criteria of legitimacy and deliberation in so far as CIOs substantively and procedurally contribute to the public interest (Hamann & April, 2013). In terms of this study, the broadening criteria of legitimacy and deliberation is viewed as particularly important, given the novel nature of CIOs as an explicit organisational form, and the highly evolved form of cross-sector partnership it represents.

2.5 Partnership Challenges and the Global South

2.5.1 Partnership Challenges

Huxham and McDonald (1992, cited in Babiak & Thibault, 2009) note that there is a fine balance to be struck between gaining the benefits of collaborating and making the situation worse. Considering the rapid progression in the narrative of business-society relations, from being largely reactionary and adversarial to being more cooperative, as noted in a critical academic review (Laasonen, Fougère, & Kourula, 2012); it is not surprising that cross-sector partnerships are faced with a multitude of challenges.

Babiak and Thibault (2009) identify strategic and structural challenges, including problems related to governance, roles and responsibilities, competitive tendencies amongst partners, as well as fluid partnership member missions. Challenges are attributed to a range of factors including “environmental constraints; diversity in organizational aims; barriers in communication; and difficulties in developing joint modes of operating, managing perceived power imbalances, building trust, and managing the logistics of working with geographically dispersed partners” (Babiak & Thibault, 2009; Hamann & April, 2013, p. 14).

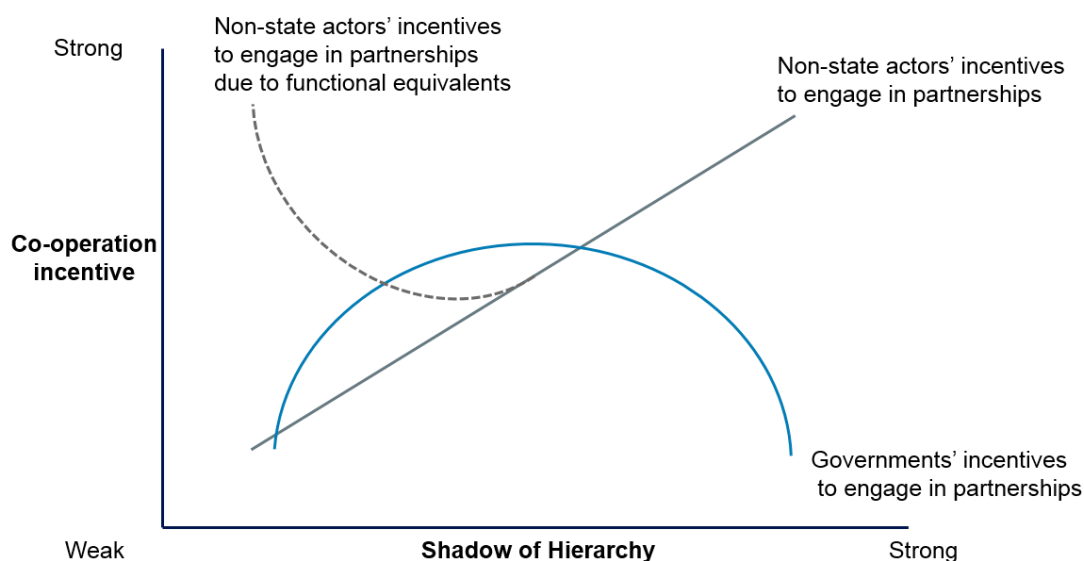
The nature of organisations involved in cross sector partnerships often differ in fundamental ways. As an example, NGOs can be distinguished from for-profit concerns in relation to their primary goals of delivering public goods (which governments are unable to provide), less reliance on monetary incentives, and weak accountability (Rivera-Santos &

Rufin, 2011). This is more pronounced in areas characterised by high levels of inequality and varying levels of statehood (Hamann & April, 2013; Manning & Roessler, 2013) resulting in a variety of institutional and value creation logics (Le Ber & Branzei, 2010; Vurro et al., 2011) that are difficult to reconcile.

2.5.2 Partnership Challenges in the Global South

As Hamann and April (2013) note, the socio-political context in developing countries like South Africa, are often dominated by stark poverty, lacking access to public goods and services, and relatively short-term development objectives. This context, typically characterised by a relatively weak government sector has a material impact on incentives and government capacity to collaborate. Hamann (2014) notes the role of institutions and in particular institutional flux or voids, a common feature in areas of limited statehood (Börzel & Risse, 2010), which motivates parties to collaborate, but also, paradoxically; negatively impacts collaboration outcomes. As Hamann (2014) notes, weak states are unlikely to cooperate with non-state actors due to the fear of a loss of autonomy. A continuum of state capacity is represented on the “shadow of hierarchy” model (see Figure 3 below) which represents the states ability to hierarchically impose binding laws or rules on non-state actors. The lack of state capacity is also likely to negatively influence partnership outcomes (Börzel & Risse, 2010; Hamann, 2014).

Figure 3: Shadow of Hierarchy (Adaptation by Hamann, (2014), p. 70))



Stronger states are ostensibly in a position to govern themselves, and may be unlikely to want to share authority (Hamann, 2014). When states are strong, as may be expected, non-state actors are incentivised to collaborate to avoid hierarchical government mandates in favour of negotiated agreements, as opposed to wanting to collaborate to avoid the “shadow of anarchy” when states are very weak (Börzel & Risse, 2010).

In reference to weaker states, Hamann (2014) offers a noteworthy insight. In applying the shadow of hierarchy on a range of South African partnerships, he suggests a conceptual intermediate point of state and non-state capacity at which governance gaps provide an increased motivation for non-state actors to collaborate (represented by the dotted line which covers a wider range of state capacities) despite relative state weakness. This is informed by the existence of what Börzel and Risse (2010) refer to as functional equivalents for the state-reliant shadow of hierarchy, which may comprise of ‘distant actors’ such as investors, or NGOs, which exert pressure on companies to maintain some basic level of service provision and engage in corporate social responsibility and associated partnerships (Hamann, 2014). This analysis therefore suggests a conceptual intermediate level of statehood at which governance gaps provide sufficient motivation for both parties to collaborate, while simultaneously enabling the state to play a meaningful role in the partnership, but is strongly influenced by non-state actors capacities (Hamann, 2014). The study notes that the minimum level of statehood includes the states capacity to engage in integrative negotiation, its ability to clarify and enforce critical rights that underpin the partnership, providing assistance with the implementation of partnership initiated projects, and the capacity to establish some space for innovation (Hamann, 2014).

The insight discussed above was developed through a comparative case study, in reference in particular to the Cape Town Partnership, which also formed part of Hamann and April’s (2013) conceptualisation of a CIO. Despite the Cape Town Partnerships widely acclaimed success (Hamann, 2014 p. 73), CIOs (like the Cape Town Partnership) still face seemingly intractable challenges. This is evidenced by an abrasive social media exchange between respected HIV and social justice advocate Zackie Achmat and the Cape Town Partnership. Achmat asserted on Twitter, “You have not once supported struggle for #Khayelitsha decent sanitation or public safety” (Achmat, 2014). This is in reference to a well-known under-developed informal settlement in Cape Town, South Africa, which serves to illustrate the contestation CIOs need to navigate in such challenging contexts.

This is perhaps not surprising when considering the immense pressures developing countries face, and the pronounced nature of these challenges at an urban level. While urbanisation is an accepted global trend, Sub-Saharan Africa is the fastest growing urban population amongst developing regions, with 61% of its population living in urban areas (Schäffler & Swilling, 2013). At the same time 62% of all Sub-Saharan urban dwellers live in largely non-serviced informal settlements, given the lack of capacity to accommodate new urban dwellers (Sanyal 2011 & UN Habitat 2010, cited in Schäffler & Swilling, 2013). Hodson and Marvin (2010), who recognised the need for intermediary organisation to mediate between diverse interests in overcoming sustainability transition challenges, thoughtfully questioned the potential for cities to accelerate, reshape or even disrupt the implementation of transitions mediated at a national level. Hamann and April (2013) furthermore emphasised the role of even more local, sub-city scales of analysis or geographic niches which provide the basis for more authentic participation by stakeholders based on a more visceral relationship by the stakeholders with the area under consideration.

This discussion serves to illustrate that in addition to the known challenges in establishing effective partnerships for collaboration, context matters. Developing country contexts and urban spaces in particular create immense pressures and additional layers of complexity which support the need for intermediaries to enable partnerships in response to institutional challenges (further outlined by Rufin & Rivera-Santos, 2014; Vurro & Dacin, 2014) to mediate this challenging landscape. Furthermore, the reliance on non-state functional equivalents due to institutional voids and weak states, exacerbate these challenges. As such, exploring the potential of CIOs and its capabilities may also assist in addressing the question posed by Hamann (2014) on how non-state actors may contribute to build the minimum level of state capacity.

2.6 Cross-sector Partnerships

A discussion of the cross-sector partnership literature is required to better appreciate the nature of cross-sector partnerships as well as partnership processes. This is relevant in terms of the characterisation of a CIO as a partnership, but more importantly due the intermediary role of the CIO, as a facilitator and enabler of partnerships (Hamann & April, 2013). Understanding partnership processes may also provide insight into CIO capabilities.

Whilst a number of competing definitions for cross-sector partnerships are offered (Hodge & Greve, 2007; J. Selsky & Parker, 2005), Utting and Zammit (2008, p. 40) provide a comprehensive definition of cross-sector partnerships as “initiatives where public-interest entities, private sector companies and/or civil society organizations enter into an alliance to achieve a common practical purpose, pool core competencies, and share risks, responsibilities, resources, costs and benefits”.

2.6.1 Cross-sector Partnership Configurations and Dimensions

The dominant focus of studies on cross-sector partnerships are dyadic in nature, with business and the non-government organisation (NGO) sector featured most prominently (Arenas et al., 2013; Parmigiani & Rivera-Santos, 2011; Seitanidi & Lindgreen, 2011; J. Selsky & Parker, 2005). However even within dyadic conceptualisations of cross-sector partnerships, there is a recognition that as the maturity of partnerships grow toward achieving transformational collaboration (Austin & Seitanidi, 2012a), the number of partners often increase and sometimes result in the creation of a new ‘hybrid’ organisation. In contrast, other scholars commenting on primarily dyadic partnerships note that in order to transition to transformational engagement to achieve “systems change”, which requires trust based on affect and personal relationships, the number of partnership relationships required may have to reduce due to the intense organisational effort required (Bowen, Newenham-Kahindi, & Herremans, 2010). Moreover, Selsky and Parker (2005) note that in tri-sector partnerships, the multitude of interests and tensions, result in the frequent presence of intermediary or “bridging” organisations being observed, to manage and improve conflicting participant demands.

It should also be noted that a distinction can be made based on whether cross-sector partnership implementation efforts and effects take place at the organisational level (referring to the organisations associated with the partnership) or at the partnership level (Clarke & Fuller, 2011; Koschmann et al., 2012), as well as at the micro (individual), meso (organisational), or macro (societal) levels (Austin & Seitanidi, 2012a; Seitanidi & Lindgreen, 2011). This distinction is useful in separating the individual organisations which form part of the partnership from the partnership formation itself, which could be viewed as an independent entity

Furthermore Selsky and Parker (2011) have identified useful platforms as sense-making devices, which characterise cross-sector partnerships in terms of their dominant orientation, namely resource-dependence, social-issue and societal sector. This adds a dimension of depth (Selsky & Parker, 2011) in understanding and analysing cross sector partnerships. It also provides insight into the dynamic role and capabilities that CIOs may require within the context of the various platforms.

Regardless of the nature of the cross-sector partnership, the level of implementation or type of platform, there is spillover applicability between collaboration configurations (Austin & Seitanidi, 2012a). This suggests the need for a brief examination of cross-sector partnerships processes which relate to CIO capabilities. This is confirmed by Hundal (2014) who notes that partnership brokers (a form of intermediary) need to be adept at partnership processes.

2.6.2 Cross-Sector Partnership Processes

A number of scholars have outlined various partnership stages or process models (Austin & Seitanidi, 2012a; Bowen et al., 2010; Murphy, Perrot, & Rivera-Santos, 2012) which underpin the need for specific individual and organisational capabilities (Hamann & April, 2013) at various partnership stages.

Based on a systematic review of the cross-sector partnership academic literature, comprising of over 275 academic articles from the management and public policy domains, Gray and Stites (2013) offer a range of nine synthesised partnership processes. The processes include exploring differences, creating a shared vision, agreeing on specific norms and management processes, building trust, handling conflict, consensus-based decision making, devising accountability criteria, sharing power and cultivating effective leadership (Gray & Stites, 2013). A taxonomy or guidance outlining which individual or organisational processes are most applicable or effective across the broad spectrum of contexts, partner characteristics and motivations, partnership types, and partnership stages however appears to be lacking. To illustrate the granular nature of these processes, one of the suggestions under the category of exploring differences, which is relevant in demonstrating what may be required in enabling CIO deliberation and collaboration, will be examined in some detail.

Value frames (see Appendix A) are described as a “dynamic and interactive process of meaning construction” through relational processes in order to co-create value (Snow and

Benford (1988) cited in Le Ber & Branzei, 2010, p. 167). Relational processes are dependent on the partners ability and willingness to “sensemake”, “craft shared realities”, and “pursue common goals”, through anticipating their differences and deliberately adjusting their value frames in relation to each other. This process of “frame contrasting” is followed by “frame elasticity” which is about partners’ ability to experiment with, include or tolerate partners varying frames within their perspective. “Frame plasticity” refers to the retention of this contrasting understanding, which is finally followed by “frame fusion” (Le Ber & Branzei, 2010). This process, it is argued is expected to enable partners to overcome conflict, engage in meaningful conversation and reconstruct identities even in emergent and ambiguous situations (Le Ber & Branzei, 2010). Despite the careful and effortful navigation required to construct new prognostic value frames, Le Ber & Branzei (2010) note that it is expected to result in only a “gradual recognition” that at times, through exploring differences partners’ views of value creation, will overwrite their own. Broadly similar processes, relating to the management of paradox, specifically in relation to leaders (Hamann, Bitzer, Powell, & Baker, 2014) as well as overcoming contrasting institutional logics (Vurro et al., 2011) are also outlined in the literature.

2.7 Intermediary Organisations

This section of the literature review relates specifically to the intermediary organisation within the broader network of the partnership, which is the primary unit of analysis in this study. Some context is provided to further substantiate the role of intermediaries, followed by a brief discussion to clarify commonly used terms. This sets the backdrop for a more in-depth review of conceptualisations of intermediary organisations, intermediary roles and processes, as well as intermediary design and capabilities.

Given that the increase in the number of partners in cross-sector partnership configurations results in increased complexity, the addition of another entity, namely an intermediary organisation; may be critiqued as offering a solution which may exacerbate the situation even further. However, the empirical evidence on the potential for intermediaries to enhance partnership outcomes (Koschmann et al., 2012; Manning & Roessler, 2013) contrasts the dominant partnership model of partnership maturity progression along a collaboration continuum (see Austin and Seitanidi (2012a) and the Partnership Scope & Shared Responsibility Maturity in Figure 1), which is underpinned by resource based and stakeholder theory. Studies on intermediaries, based largely on institutional and network theory, show that institutional complexity in fact promotes the

need for and value to be derived from intermediaries (Manning & Roessler, 2013). Indeed intermediaries have been shown to play a critical role in accelerating the transition of particularly multi-sector partnerships from confrontation to collaboration (Arenas et al., 2013). This is particularly important, and suggests that partnerships facilitated by intermediaries may not have to follow the traditional progressive model of partnership development towards collaborative governance, as outlined in Figure 1, above.

2.7.1 Terminology & Intermediary Types

Intermediaries and intermediary organisations can be traced back to 16th century Britain (Howells, 2006). It is therefore not surprising, that it has since come to be known by different terms from a variety of perspectives. In Howells (2006) study on intermediation and the role of intermediaries in innovation, thirteen definitions of intermediary organisations are provided. While scholars writing from a sustainability transitions and innovation perspective make reference to intermediaries (Hodson & Marvin, 2010; Howells, 2006), there is in general much cross-utilisation of terms such as bridging agents (Manning & Roessler, 2013), focal firms or organisations, (Babiak & Thibault, 2009; Koschmann et al., 2012), third parties (Arenas et al., 2013) and brokers (Arenas et al., 2013; Hundal, 2014; Lingo & O'Mahony, 2010). Hamann and April (2013) have introduced collaborative intermediary organisations referring to both an intermediary organisation as well as a cross-sector partnership, thereby combining narratives from varying perspectives.

A distinction can also be made between intermediation as a process (typically in the innovation management literature as opposed to intermediaries as an organisation (Howells, 2006) which corresponds with the focus of this study. This distinction draws parallels with the differentiation made by Manning and Roessler (2013) between internal and external intermediaries whereby internal intermediaries refer to individuals from participating organisations who act as intermediaries as opposed to an independent (external) organisation fulfilling the role of an intermediary. Furthermore, there is also a variety of organisational types that can fulfil the role of intermediary organisations, ranging from consultants, government and semi-government agencies, development agencies, project initiation companies (Hodson & Marvin, 2010; Manning & Roessler, 2013) to industry and professional associations and non-profit think tanks (Porter & Emmons, 2003), amongst others.

2.7.2 Intermediary Organisation Conceptualisations

Lingo and O'Mahoney (2010) outline two dominant theoretical conceptions of intermediaries, which can be viewed as the "structural" perspective and what will be termed here as the "value" perspective. The structural perspective refers to entities situated in the nexus of disparate groups which are exposed to an increased variety of ideas, which enable them to acquire a "vision advantage". The structural perspective, according to Lingo and O'Mahoney (2010) enables intermediaries to contribute to innovative outcomes, which can enhance social capital for the intermediary organisation, but this may occur at the expense of communal social capital. The "value" perspective, deemed to be more relevant in view of a CIO's focus on creating value in the public interest (Hamann & April, 2013), "focuses on the benefits that accrue to the collective from connections among parties" (Kilduff and Tsai, 2003; Ibarra, Kilduff and Tsai, 2005 cited in Lingo & O'Mahony, 2010). The value perspective highlights the relational role played by intermediary organisations in acting as a balancing agent in the face of conflicting claims and situations. These conceptions are helpful, not because they are distinct (given that the structural position of intermediaries in the "value" perspective is an important enabling factor), but rather because it emphasises the role of intermediary organisations in providing value to a range of partners, beyond the intermediary entity itself. However, what is not reflected in these conceptualisations, as noted by (Lingo & O'Mahony, 2010) and supported by a number of scholars (Babiak & Thibault, 2009; Howells, 2006; Manning & Roessler, 2013) is the role of intermediary organisations play not merely as balancing agents and transmitters of ideas but rather as dynamic synthesisers which enable collaboration and action.

2.7.3 Intermediary Roles

Whilst the literature point to a myriad of intermediary organisation roles and processes, some scholars appear to be at pains to stress that intermediaries and intermediary organisations do "more than" what is often recognised. For example, Babiak (2009, p. 140) note that an intermediary organisation is "more than a broker or organizer of dyadic inter-organizational activities". They note that intermediaries also play a critical role in orchestrating and leading the development of visions and effective enabling tools, building an atmosphere of trust and reciprocity through a holistic understanding of various roles and interests (Babiak & Thibault, 2009). Similarly, Hargadon and Sutton (1997, cited in Howells, 2006, p. 716) emphasise that intermediaries are "more than just a linking role",

and stress the knowledge repository and transformation capabilities that intermediaries possess in providing solutions.

A more textured description of intermediary organisation roles is offered by Arenas et al. (2013) through their assessment of intermediary roles in relation to the level of intermediary involvement in solutions and the prevalence of alliances between the intermediary organisation and a partnership organisation. Their typology (see Figure 4 below) plots these two variables to reveal four distinct intermediary types, with their neutral (i.e. non-allied) “mediator” and “solution seeker” roles deemed to be most relevant with respect to this study.

Figure 4: Typology of third party involvement in partnerships (Arenas et al., 2013 p. 734)

	Allies of civil society	Neutral
Not involved in the solutions	<p>Facilitating ally</p> <ul style="list-style-type: none"> • has influence or control over resources of company • recognized as member of organizational field • able to transfer information and knowledge 	<p>Mediator</p> <ul style="list-style-type: none"> • trusted for its unbiased even-handed approach • credible for its expertise • able to translate meanings and knowledge • helps overcome misgivings and reluctance
Involved in the solutions	<p>Participating ally</p> <ul style="list-style-type: none"> • same as above, but takes active part in designing and/or implementing solutions 	<p>Solution seeker</p> <ul style="list-style-type: none"> • same as above, but takes part in designing and/or implementing solutions

The mediator role is described as being trusted and credible, has an unbiased approach, and is able to translate meanings and assist in overcoming challenges. This characterisation of the mediator role appears to correspond with the dynamic synthesising role outlined previously. The solution seeker fulfills the same role as the mediator but is involved in the implementation of solutions, which can be contrasted with Hamann and April’s (2013) suggestion about the need for CIO bifurcation of deliberation and implementation roles.

Further insight is offered in a study by Stadler and Probst (2012) on nineteen intermediary organisations, which enabled them to identify three key intermediary roles of “convener”, “mediator”, and “learning catalyst”, across varying stages of the partnership process (see Figure 5).

Figure 5: Conceptual framework for broker organisations roles in the partnering process (Stadtler & Probst, 2012 p. 37)



Similarities to the synthesiser role as outlined by Arenas et al. (2013) can again be observed when examining the mediator role as described by Stadler and Probst (2012) (especially in the implementation phase) which as earlier noted corresponds with the characterisation of intermediary organisations by a host of other scholars.

In as far as CIOs are viewed as an intermediary; it is worth examining the substantive body of practitioner oriented literature on broker organisations. Hundal (2014) notes the role of brokers as being able to lead in convening potential partners, enabling the exploration of possibilities, and building robust working relationships through ensuring that partners agree on suitable governance and operating procedures. Informed largely by experiential learning, reflective practice and action research driven by founders of the practitioner oriented Partnership Brokering Association (PBA), Ross Tennyson and

Michael Warner (Hundal, 2014, p. 361), the “critical role of “partnership intermediaries”” have been noted to build successful cross-sector collaboration. Hundal (2014) notes, like Arena et al. (2013), that brokers may be internal (part of a partnership organisation) or external and plots these two positions against whether the broker fulfils a reactive or proactive mandate (see Figure 6 below)

Figure 5: The broker relationship to partners and partnership (Hundal, 2014)

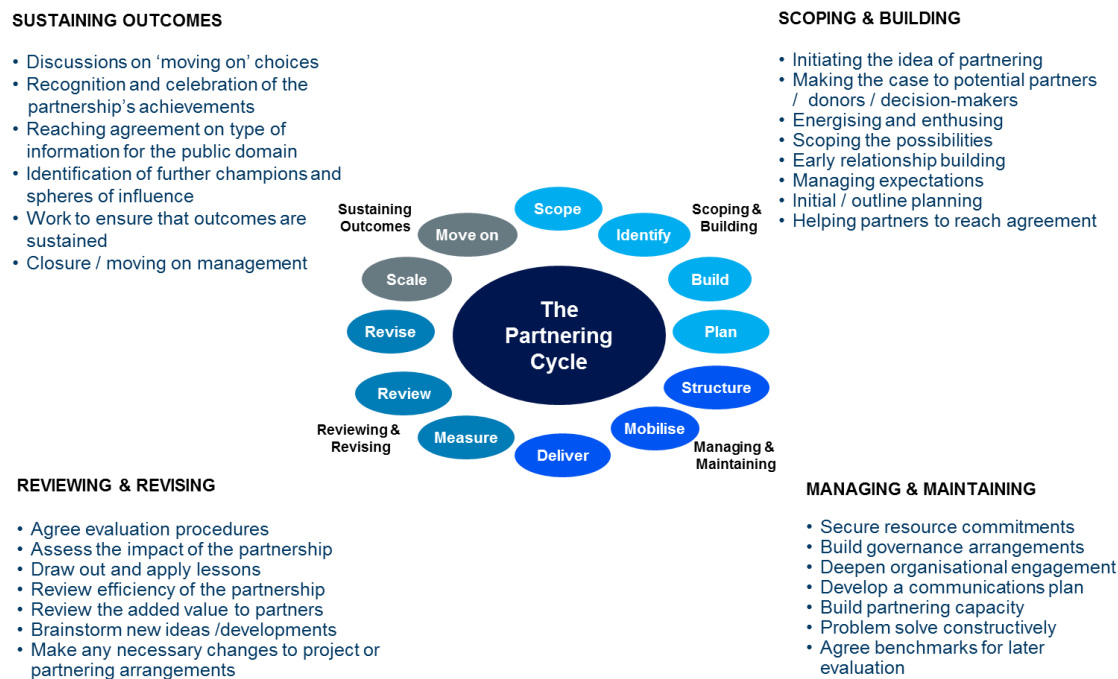
<i>External broker</i> An individual working externally to the partner organizations appointed either by one (or more, or all) of the partners to build or develop some aspect of the partnership.			
<i>Reactive mandate</i>	<i>Animator</i> Typically an independent consultant or external organization appointed by the partnership to implement decisions on its behalf.	<i>Pioneer</i> Typically an independent consultant or external organization who has seeded the idea and may even have initiated the partnership.	<i>Proactive mandate</i>
	<i>Coordinator</i> Typically a member of staff or internal unit working within one of the partner organizations and assigned a partnership coordinating role.	<i>Innovator</i> Typically a member of staff or internal unit working within one of the partner organizations tasked to take initiative in creating and building the relationship.	
<i>Internal broker</i> An individual operating from within one of the partner organizations with a designated role to build and/ or develop the partnership.			

CIO's, as conceived by Hamann and April (2013) can be likened to the Pioneer role, which Hundal (2014) characterises as typically an external organisation who have seeded the idea or initiated the partnership. She furthermore notes the importance of the broker having the recognition, status and acceptance of his / her roles from the respective partners and their key constituencies, and making a substantive contribution by getting inside the different partners perspectives (Hundal, 2014). Whereas Hamann and April (2013) suggests the need for collaborative leadership, Hundal (2014) notes that servant leadership with attributes such as humility and selflessness as being more applicable.

The Partnership Brokering Association published an instructive practitioner oriented report entitled “What do Partnership Brokers Do? An enquiry into practice”, which offers rich insights based on the logbooks of some 250 partnership brokers (PBA, 2012). They

outline potential roles for brokers in a partnering cycle in the form of a useful model, outlined in Figure 7 below.

Figure 7: Adapted from PBA (2012) - Potential roles for Brokers in the Partnering Cycle



This model outlines the typical brokering roles across four phases of the partnering cycle, which provides specific and practical insight into the types of activities brokers engage in as they facilitate partners through the cycle. Interestingly, in the “sustaining outcomes” phase, the model recognises the possibility of brokers exploring ways to reduce involvement or exit the partnership, which is noted by Hundal (2014) as well. This is premised on the notion that brokers build partnership independence and transfer broker capability to partners as the partnership matures (Hundal, 2014; PBA, 2012).

The report also outlines a host of more explicit ways of working which seek which provide a practical perspective on how brokers actually fulfill their role. These include functions such as asking lots of questions, pushing boundaries and norms, and working through conflict and confrontation (PBA, 2012)

It is noteworthy that Hundal (2014) asserts that despite the considerable understanding of the nature and value of brokering, a great deal more remains to be done to test the claims made for brokering and build the evidence for the impact of partnership brokers.

2.7.4 Intermediary Design Considerations

Hamann and April (2013) note that developing country contexts like South Africa have important implications for how governance arrangements need to be designed and evaluated. They highlight the “‘standard’ organisational governance’ of the Cape Town partnership which was raised as an advantage, in reference to the strength, diversity and legitimacy of the Board. In discussing partnership design considerations, Crane and Seitanidi (2008) outline the experimentation, adaptation and operationalisation stages of design. Experimentation entails drafting partnership objectives, and a memorandum of understanding (MoU), including reporting requirements, followed by a review process. The review process typically results in adaptation of the MoU, structuring the relationship and the creation of virtual teams. Operationalisation allows for the stabilisation of the partnership content and processes which may include reporting, and review meetings (Seitanidi & Crane, 2008).

More broadly, from the well-established organisation development literature, organisational design typically includes six components, namely; strategy, technology, structural systems, measurement systems, human resource systems and organisational culture (Cummings & Worley, 2009). Of particular relevance to this discussion on intermediary governance is strategy, structural systems, measurement systems and human resource systems. Strategy represents the use of resources to achieve goals and is described by the mission, goals and objectives, strategic intent and functional policies of the organisation (Cummings & Worley, 2009). Structural systems are concerned with the basic organising mode chosen to divide and coordinate work (Cummings & Worley, 2009) which is influenced by the level of differentiation and integration between aspects of the organisation. Measurement systems entails the process of gathering, assessing and disseminating information on organisational activities which allow performance against objectives to be evaluated (Cummings & Worley, 2009), and can be likened to the reporting requirements noted by Crane and Seitanidi (2008). Human resource systems including mechanisms for selecting, developing, appraising and rewarding organisational members (Cummings & Worley, 2009), is relevant in view of the particular collaborative leadership and relational skills required by CIOs (Hamann & April, 2013).

This discussion on intermediary design considerations can be assessed in terms of the memorandum of agreement (MoA) of the recently established Western Cape Economic Development Partnership (WCEDP) which defines itself as a CIO, and was incubated by

the Cape Town Partnership (Hamann & April, 2013). The WCEDP MoA (Western Cape Economic Development, 2013) published on the Western Cape Provincial Government website, is instructive in terms of its coverage and specificity in addressing each of the components outlined by Cummings and Worley (2009), beyond the steps outlined by Crane and Seitanidi (2008), although they do make reference to a MoU without outlining the specific contents of a typical MoU / MoA. The WCEDP MoA describes, in clear but formal terms its objectives, obligations, and scope of deliverables to the local government, which is one of its funders (Western Cape Economic Development, 2013). It also includes as an annexure the 'business' plan of the WCEDP (a not for profit organisation) which includes guiding principles on the strategy, structure, people, governance systems, processes as well as the CIO Board charter (Western Cape Economic Development, 2013). This suggests the need for 'business-like' sophistication in terms of intermediary design coupled with transparency in approaching intermediary organisation design and governance.

2.7.5 Organisational Capabilities

The term capabilities is not explicitly defined by Hamann and April (2013), but rather builds on the descriptive articulation by Hodson and Marvin (2010, p. 482) who highlight the need for "an 'effective' capacity" which can be coordinated to act on the vision and the process of manifesting that capacity in action". Gray and Stites (2013, p. 41) make reference to partnership processes which they refer to as the "nature of the interactions among the partners as they engage with one another to achieve the goals of the partnership". An observation from the literature is also the interchangeable use of the term capability and competency (Austin & Seitanidi, 2012b), a term popularised by business strategy scholars Hamel and Prahalad (1990), who suggested that core competencies be leveraged to achieve competitive advantage. Furthermore, the approach in determining capabilities appears to be contextual, based on the nature or the characteristics of the partnership, and is often deduced based on specific challenges experienced within various partnership or intermediary configurations.

This use of various terms and their contextual applicability appear to complicate the question of what constitutes a capability and how a capability may be distinguished from a process or a competency, whether organisational or individual. The hypothesis by Austin and Seitanidi (2012a) that the more partners mobilise distinctive competencies, the greater the potential for value creation and the explicit emphasis in this study on

capabilities suggest the need for some clarification on this matter. As such, an attempt is made here at glean insights from seminal strategic management literature to shed light on clarifying these concepts.

The term distinctive competencies was first used by Selznick in 1957 to describe the character of an organisation, and refers to those things an organisation does especially well in comparison to its competitors (Snow & Hrebiniak, 1980). This description provides a comparative basis for recognising distinctive competencies, in relation to competitors, which by extension recognises the environmental context. This can be contrasted to the description of core competencies by Prahalad and Hamel (1990), who emphasise the concept of “collective learning” which in turn nurtures and sustains organisations, but appears to place less reliance on the sensitivity to the environment or the context of the organisation. Furthermore, Grant (1996a) in attempting to establish a knowledge based theory of the firm notes that the essence of organisational capability, is the “integration of knowledge”, which involves the acquisition and integrated application of specialised knowledge, which underpins this emphasis on knowledge integration.

This background therefore provides some groundwork for a definition of an organisational capability as an organisations “ability to perform repeatedly a productive task which relates either directly or indirectly to a firm's capacity for creating value through effecting the transformation of inputs into outputs”, which in turn require integrating the specialist knowledge bases of a number of individuals (Grant, 1996a, p. 377). This definition appears to have three noteworthy components within the context of this research. First, a conceptual link is created between capabilities and the construct of value which implies that capabilities should create or be perceived to create value, by relevant stakeholders within the environmental context of the organisation in question. Second, there is a transformation process, whereby inputs are transformed into outputs. This transformation of inputs to outputs, from an open systems perspective, is commonly comprised of social and technological components (Cummings & Worley, 2009, p. 90) and takes the form of a process (Hammer, 1990). Finally, there is the aspect of repeatability, which implies that in a changing environment, processes need to adapt in order for value to be repeatedly generated. Therefore in terms of this research, an organisations ability to repeatedly perform processes which generate value may be termed an organisational capability. This implies that processes which generate value are to be prioritised over others, which stimulates further questions about which processes within a myriad of process categories, may be deemed relevant for a CIO within a developing country context.

2.7.6 CIO Capabilities

Hamann and April (2013) draw considerable attention to the importance of leadership capability for CIOs, which they term collaborative leadership. They highlight the ability to effectively communicate and deliberate, handling complexity and ambiguity as well as the ability to creatively use conflict as pathway toward innovation (Hamann & April, 2013). These leadership capabilities are relevant due to the reality of wide-ranging and potentially divergent interest from partners with different cultures and the inability of leaders to exercise hierarchical control on leaders (Alexander, Comfort, Weiner, & Bogue, 2001; Hamann & April, 2013). In characterising collaborative leadership, Hamann and April (2013) draw on the work of Alexander et al. (2001) who identify five themes of collaborative leadership. These are systems thinking, vision based leadership, collateral leadership and power sharing, underpinned by process based leadership (Alexander et al., 2001; Hamann & April, 2013). Particular emphasis is drawn to the manner in which goals are pursued (the “how”) which may be viewed as equally important as the goal itself. This draws attention to the importance of interpersonal skills as well as the effectiveness and inclusivity of CIO platforms.

The works of Crosby and Bryson (2010; 2005) are also instructive in this discussion. In their leadership framework for cross-sector collaboration, they suggest three key aspects of the framework along with eight leadership capabilities (Crosby & Bryson, 2005). In discussing the aspect of ‘acting in accord with the dynamics of a shared power world’ they note that given the increased interdependence in the world, to respond effectively to systemic social needs, leaders will need to operate in accord with this increased interdependence (Crosby & Bryson, 2005). They furthermore suggest that the central challenge for leaders is to bring diverse stakeholders together in shared-power arrangements in which they can pool information, resources and activities around a common purpose. The first and a noteworthy leadership capability which they propose as part of their framework is what they term “leadership in context” (Crosby & Bryson, 2005). As part of this capability they highlight the importance of leaders clarifying “how existing social, political, economic and technological systems – the givens – have contributed to the need and how trends or shifts in those systems are opening up new opportunities for leadership in the area of concern” (Crosby & Bryson, 2005 p. 188). This is furthermore raised as a requirement in confronting the challenges of adapting leadership to context, as part of overcoming a variety of initial conditions which may face integrative leaders in cross-sector collaborations (Crosby & Bryson, 2010). These initial conditions can be

likened to the “starting conditions” in the model by Ansell and Gash (2007), part of Figure 2. Included in the leadership practices and processes, they note that building and sustaining trusting relationships are essential in facilitating the work of the collaboration and holding it together. Trust can comprise “interpersonal behavior, confidence in organisational competence and expected performance, and a common bond and sense of goodwill”, which is built by “sharing information and knowledge and demonstrating competency, good intentions, and follow through” (Crosby & Bryson, 2010 p. 223).

The concept of social capital, raised earlier in the discussion by Lingo and O’Mahoney (2010) on intermediary organisation conceptualisations is perhaps also relevant when considering the “central leadership challenge” of bringing people together in shared power arrangements. Social Capital is defined by Bourdieu (1986, cited in Lamb & Sutherland, 2010 p. 229) as “relationships, social networks and acts of exchange which can be used to strengthen economic and cultural capital”. Siisiäinen (2000) in a comparative analysis of the dominant concepts of social capital notes that, based on the Putnam thesis of social capital (1993, cited in Siisiäinen, 2000 p. 4), generalised trust refers to actors acting for the general good, not because they know other actors, but because they know their own actions will be “rewarded’ via the positive development of communal relations”. Siisiäinen (2000) furthermore notes that trust is needed when role expectations and familiar relationships no longer help us to anticipate the reactions of our individual or collective interaction partners. In these situations, the “micro interactions of the past” are cited to provide mutual reciprocity and trust (Siisiäinen, 2000, p. 4) . This tends to suggest that while increased social capital is a collaboration outcome mediated by collaborative leadership (Crosby & Bryson, 2010), the existence of social capital in collaborative leaders based on prior interactions may be advantageous as well.

Beyond the leadership oriented and relational capabilities discussed, there is a lack of further insight on what other capabilities might be relevant for CIOs.

2.8 Value

To discuss the final variable in the study, this section evaluates the concept of value with respect to a CIO and proposes the use of a reference model, which emanates from the cross-sector partnership literature.

2.8.1 Conceptualisations of Value

In their two part paper on collaborative value creation, Austin and Seitanidi (2012a) note that there is a lack of a common language and definitional precision about what value is and about the dynamics of how different underlying collaboration processes contribute differentially to value creation. They go further to state that key success factors are abundantly offered but often without substantiating specification of the causal linkages for value creation. To address these and other limitations they offer the Collaborative Value Creation (CVC) framework premised on the definition of collaborative value as the “transitory and enduring benefits relative to the costs that are generated due to the interaction of the collaborators and that accrue to organisations, individuals, and society” (Austin & Seitanidi, 2012a p. 728). In view of the explicit role CIOs play in contributing toward the public interest which Hamann and April (2013) concede as being difficult to define, the central justification for CIO existence appears to be value creation at the societal level, which corresponds to articulations from the cross-sector partnership and collaboration literature (Austin & Seitanidi, 2012a; Le Ber & Branzei, 2010). Austin and Seitanidi (2012a) note that this is predominantly categorised as economic, social and environmental value, but go further in outlining specific sources and types of value, which are applicable at the micro, meso and macro levels.

The concept of value can be viewed parallel with ‘effectiveness’, which Hamann and April (2013) (in relation to CIOs) define as the extent to which partnerships “achieve their objectives, which include long-term, systemic change towards sustainability”. Sustainability as an area of study and practice is also commonly understood to include the economic, social and environmental spheres (Bergh, Truffer, & Kallis, 2011). Another term worthy of examination here is ‘success’, which includes effectiveness and accountability as key criteria (Hamann et al., 2014), whereby effectiveness refers to the cost effective achievement of stated objectives, and accountability refers to partnership fairness and legitimacy. The emphasis on legitimacy relates to the procedural aspects of socio-political feasibility and considers whether partnerships are fair, inclusive and accountable, which Hamann and April (2013) notes are prominent amongst political studies scholars. These criteria are particularly useful as value dimensions to overcome the risk of intermediary organisations serving narrow interests, which is important within contexts of high levels of inequality and social division. Appropriate criteria to assess value creation are important to ensure that intermediaries and affiliated partners can be held accountable to the poorest and most vulnerable (Hamann & April, 2013).

2.8.2 Assessing Value

While Austin and Seitandi (2012a) offer a definition of collaborative value as the “transitory and enduring” benefits relative to costs, the concept of value, and associated concepts of success, effectiveness and legitimacy are however rather broad, and do not provide clear criteria to evaluate and measure whether value has in fact been created. As noted by Austin and Seitandi (2012a p. 728) “different levels, types, and location of value are often under-specified, vague, and unevenly assessed”.

Work done by Atkinson (2005) and earlier scholars provide insight into cross-sector partnership monitoring and evaluation frameworks which can be applied at various levels of assessment. This is important given the reality of long time-scales, varying perspectives and the inherent complexity of partnership interaction (Pfisterer & Carneiro, 2011). However, the methodical application of a formal evaluation framework is deemed to be beyond the scope of this study in view of the focus on CIO capabilities in relation to value creation, and not the in-depth quantification or evaluation of value itself.

Some basis is however required to assess intermediary value. In light of the definition of a CIO as well as the link between the intermediary organisation and the partnership it enables (Hamann & April, 2013), the assessment of CIO value can be conducted at two levels. The first may be whether the CIO is effective in creating and sustaining a partnership platform. This may relate to the upfront work of developing partnership relationships through informal and formal engagement, and what may be termed ‘direct value’. At another level, value may be assessed in terms of whether the partnership itself is achieving its stated objectives. Assessing the value of the intermediary should therefore be linked to the tangible or intangible successes of the partnership in respect of its defined objectives.

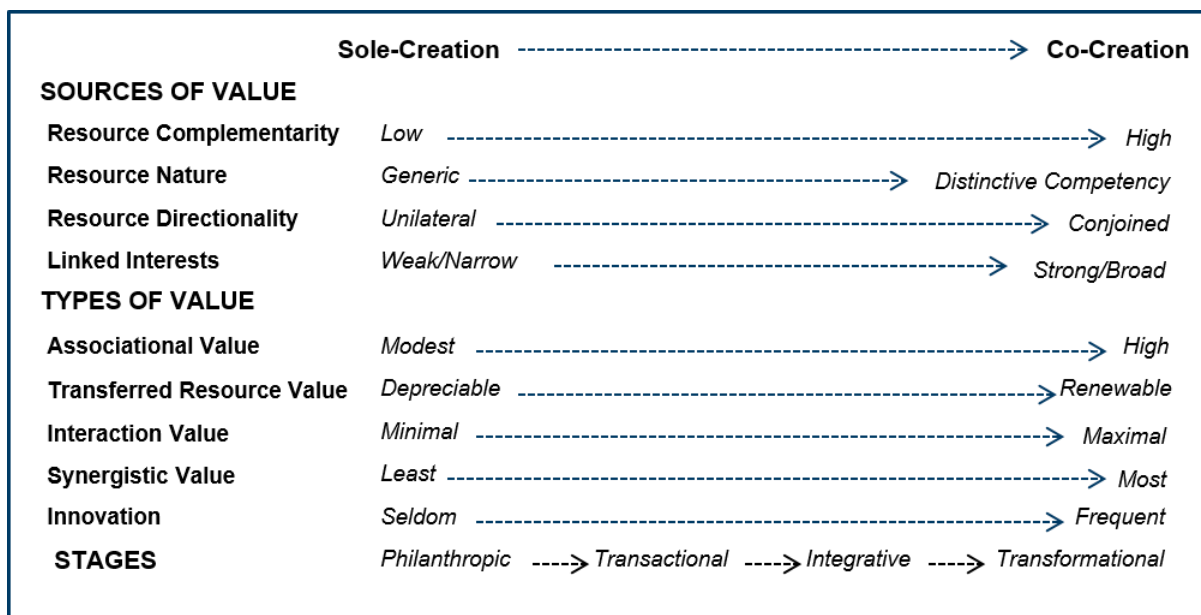
Given this, the use of a framework is proposed to enrich our understanding and exploratory evaluation of how CIOs create value.

2.8.3 Collaborative Value Creation Spectrum

The Collaborative Value Creation (CVC) spectrum outlined by Austin and Seitandi (2012a) provides a conceptual and analytical framework with new reference terms and distinct partnership dimensions which frame and inform value creation in collaborative cross-sector partnerships (see Figure 8).

The relevant dimensions are sources of value, types of value, and stages of value creation; which enable value creation across a continuum ranging from sole creation to co-creation (Austin & Seitanidi, 2012a).

Figure 8: Collaborative Value Creation Spectrum (Austin & Seitanidi, 2012a, p. 745)



There are four sources of value, three of which relate to resources, namely resource complementarity, nature and directionality. The sources of value are shown on the left of the continuum with relatively low levels of collaborative integration to co-creation (on the right of the continuum), where partners are sharing complementary, yet distinctive resources with each other (resource directionality) based on strong linked interests (Austin & Seitanidi, 2012a). The model also describes four types of value, namely associational value, transferred resource value, interaction value and synergistic value. Associational value is the most simplistic and perhaps superficial form of value creation, and could relate to projected credibility due to a mere association between partners (Austin & Seitanidi, 2012a). Transferred resource value is linked to the resource related sources of value discussed above, and is dependent on the nature or value of the resources being exchanged. Interaction value relates more to intangibles and includes the aspects of reputation, trust, relational capital, learning, knowledge, joint problem solving, communication, coordination, transparency, accountability, and conflict resolution (Austin & Seitanidi, 2012a). Finally synergistic value, is driven by innovation which “produces completely new forms of change due to the combination of the collaborators’ distinctive assets, thereby holding the potential for significant organizational and systemic

transformation and advancement at the micro, meso, and macro levels” (Austin & Seitanidi, 2012a, p. 731).

While it is important to note that the CVC framework was developed primarily within the context of dyadic partnerships (involving business and NGOs), the framework is still deemed to be relevant in view of the characterisation of the transformational stage of cross-sector partnerships, which is expressed as exhibiting features similar to that of triadic collaborations involving intermediary organisations. Furthermore, as noted previously, there is spillover applicability between collaboration configurations (Austin & Seitanidi, 2012a) which makes the CVC model relevant in this study.

2.9 Literature Review Conclusion

Collaborative Intermediary Organisations (CIOs) may be viewed as an emerging organisational form, which is both an intermediary organisation and a cross-sector partnership, which creates “specific platforms for deliberations and collaboration (Hamann & April, 2013).

While the partnership literature positions collaborative cross-sector partnerships as an advanced form of partnership (Gray & Stites, 2013), perspectives from the intermediary literature suggest that intermediary organisations fulfil a role in accelerating the path toward collaborative governance (Arenas et al., 2013). Cross-sector partnerships are however fraught with challenges (Babiak & Thibault, 2009; Crane & Seitanidi, 2014). Furthermore, developing country contexts like South Africa are characterised by weak states with varying levels of state capacity which influence the viability and motivation for effective partnerships (Börzel & Risse, 2010; Hamann, 2014). South Africa’s largest and most important city, Johannesburg, and in particular the Johannesburg inner city is confronted by considerable socio-economic and socio-ecological challenges which impacts multiple stakeholders. This has led to increased calls for partnership and collaboration from various stakeholder (National Planning Commission, 2011; Hamann et al., 2013; Naidoo, 2014). In light of these formidable challenges and calls for partnership, investigating the potential, design, capabilities and value of intermediary organisations as a possible non-state functional equivalent to enable and support partnerships is necessary and important.

On the question of intermediary organisations in particular, the literature review outlined various intermediary organisation conceptualisations and roles. These vary in relation to

the intermediary organisations structural location and primary beneficiaries (Lingo & O'Mahony, 2010; Manning & Roessler, 2013), as well as the nature of its relationship with partner organisations. Practitioner perspectives were included (Hundal, 2014) to enrich our understanding on how these roles may evolve along various phases of the partnering process (Stadtler & Probst, 2012). The role of intermediary organisations as more than just balancing agents and transmitters of ideas but rather as dynamic synthesisers which enable collaboration and action was emphasised. Despite these various roles and conceptualisations of intermediary organisations, the role of specifically CIOs as both an intermediary organisation and a cross-sector partnership has not received academic attention in terms of its relevance and potential.

Fulfilling a constructive role within the existing institutional regime, especially in developing country contexts, requires careful consideration of intermediary organisation design and governance (Hamann & April, 2013). While a high level design process was outlined (Seitanidi & Crane, 2008), the evaluation of an actual CIO MoA of the Western Cape Economic Development Partnership (WCEDP) provided insight into the relevance and possible need for a more formalised business oriented organisation design approach, as outlined in the well-established organisational design literature (Cummings & Worley, 2009).

Beyond intermediary organisation roles and CIO design, the question of intermediary capabilities was discussed by firstly attempting to differentiate a capability from a process and a competence. The proposed definition of an organisations ability to repeatedly perform processes which generate value, suggests the need for contextually relevant and dynamic CIO capabilities (Grant, 1996a). Contextual relevance is based on the attainment of value by partnership members and public interest beneficiaries (Hamann & April, 2013). Furthermore, the importance of collaborative leadership as a distinct CIO capability was discussed. In addition to the capabilities proposed by Hamann and April (2013), the discussion highlighted the role of "leadership in context" amid varying initial or starting conditions (Ansell & Gash, 2007; Crosby & Bryson, 2005). The role of building and sustaining trusting relationships as part of leadership practices and processes was argued to be influenced by past leadership interactions which has the potential of building leadership social capital. The literature review suggests that there is room for developing a broader understanding of CIO capabilities, beyond leadership capabilities, which this study aims to achieve.

Finally, the concept of value is generally not explicitly addressed in the literature relating to intermediary organisations capabilities. Furthermore, certain issues related to the challenges of evaluating value were outlined along with a model for Collaborative Value Creation (Austin & Seitanidi, 2012a) which includes four sources and types of value. These descriptive dimensions of value provide a basis to assess how CIOs create value.

3 Chapter Three: Research Questions

The literature review illustrated a number of considerations relevant to this area of inquiry. Importantly, the literature review shows the importance of context in shaping partnerships and the resultant conditions which intermediary organisations have to navigate. The concept of an organisational capability was discussed, and leadership as a capability was highlighted. Finally the concept of value was discussed, and a model was introduced which may assist in assessing how CIOs value.

Each of the key variables of context, design, capabilities and value form the basis for the research questions. Each of these variables are briefly outlined leading to the framing of the research questions.

3.1 Research Question 1

Hamann (2014) suggests the existence of a conceptual intermediate point of state and non-state capacity at which governance gaps provide sufficient motivation for both parties to collaborate, while simultaneously enabling the state to play a meaningful role in the partnership. An understanding of what this intermediate point might be in practice, as well as the forces shaping the attainment of this point is relevant in shaping further questions on capabilities and value. While the broader South African context has been diagnosed (National Planning Commission, 2011), the focus of this study at the city level, necessitates an understanding of the complex interplay of socio-technical and socio-economic forces particularly at the urban level (Hamann & April, 2013; Hodson & Marvin, 2010). This is reinforced by Hamann and April (2013) who note that the visceral relationship by the stakeholders with the area under consideration within geographic niches provide the basis for more authentic participation by stakeholders.

As such a broad contextual question was posed to better understand the partnership context and CIO environment.

Describe the context facing partnerships and CIOs within the Johannesburg inner city?

Related questions sought to explore the implications of this context on CIO potential and CIO design.

3.2 Research Question 2

The inner city context and related design considerations sets the scene to identify the required CIO capabilities. Furthermore, an understanding of an organisational capability as an organisations ability to repeatedly perform processes which generate value was developed. Given that CIOs are a relatively new organisational form, an understanding of the required capabilities is still being developed. This therefore sets the background for the second research question:

What are the required capabilities for CIOs and why?

The questions and discussion related to this question were framed around determining what CIOs should effectively and continuously do.

3.3 Research Question 3

Intermediary organisation capabilities are linked to value creation. The Collaborative Value Creation spectrum (Austin & Seitanidi, 2012a) outlines specific sources and types of value. The CVC framework also provides reference terms for descriptive and exploratory value analysis. This formed the basis for the third research question:

How do CIOs create value?

Several related sub-questions were explored which entailed establishing whether intermediary organisation create value, how it could be described, as well as the source and type of value. The sources and types of value are linked to the Collaborative Value Creation spectrum (Austin & Seitanidi, 2012a).

4 Chapter Four: Research Methodology

This chapter outlines the various aspects of the methodology employed in operationalising the research project.

4.1 Research Design

Most studies on cross-sector partnerships and intermediary organisations have adopted a qualitative inductive method, although there are some studies that call for quantitative research to validate propositions (Arenas et al., 2013; Austin & Seitanidi, 2012a). The only prior work on CIOs specifically (Hamann & April, 2013) adopted an inductive ideographic method, which may lend itself to the observation of “average tendencies” peculiar to a specific context (Huysamen, 1994 p. 15).

In order to explore the research context and the concept of capabilities in more detail, an inductive exploratory method has been applied, by way of a qualitative study. Henderson (1994), Lee (1999) and Eisenhardt and Martin (2000) observe that due to their embedded and process nature, capabilities are very difficult to identify through quantitative research. The use of semi-structured interviews was deemed appropriate as this method enables a nuanced understanding of the context and the participants being interviewed, and explore the questions in more depth (Saunders & Lewis, 2012). This design also provided the basis to corroborate and test the validity of previous findings (Huysamen, 1994). The question relating to value will similarly explore and begin to describe the interplay between CIO capabilities and value creation. Typically, the relationship between variables is deduced by way of a more explanatory inductive approach (Saunders & Lewis, 2012). Based on the limited progression of prior work in this area of inquiry, an explanatory approach is considered beyond the current scope of this study.

4.2 Population

The population of this study is considered any organisation with a purpose relating to public interest economic, social or environmental objectives which provides platforms for deliberation and collaboration between diverse stakeholders and societal sectors. This may include organisations that facilitate partnerships as explicit intermediaries, government or semi-government organisations fulfilling an intermediary role, community based organisations or private companies that act as intermediaries. The organisations

should however adopt participative and collaborative governance approaches as proposed by Hamann and April (2013). The selection of these organisations as the population is informed by the broadening criteria in the definition of CIOs provided by Hamann and April (2013) which emphasise legitimacy and deliberation as well as the broad variety of organisations (as outlined in the literature review) that are able to act as intermediaries. Another reason is due to the uniqueness of a CIO as an explicit organisational form, as characterised by Hamann and April (2013), which may not be named as such but are fulfilling a similar role in the public interest. These organisations, by implication hold a potentially rich source of insight which may be gained from different perspectives. This is especially relevant for intermediaries where there may be a range of contextual and relational factors which influence partnership effectiveness.

4.3 Sampling

The relevant sample for this study, based on a non-probability purposive method, is Johannesburg, part of the Gauteng province (see background policy motivation for the significance of Johannesburg in Africa and South Africa) and specifically the Johannesburg inner city. Despite its significance to the Johannesburg economy, the Johannesburg inner city (in region F), has been undergoing urban regeneration over a period of around 25 years. Yet the effects of this has been uneven, with many parts of the inner city still being contested and neglected (City of Joburg, 2014). It is an area of 7 square kilometers (City of Joburg, 2014) and is characterised by a large and expanding population housed within the city as well as a daily influx of private and public commuters. Despite the flight of many high profile businesses from the inner city, it is still home to South Africa's largest banks amongst the most sophisticated globally (Schwab, 2014), the provincial legislature, many government departments, low and middle income residents, and informal traders. The challenges of poor urban management, "crime and grime" as well as housing and transportation challenges still persist (City of Joburg, 2014). Some remedies for transforming human settlements and economic infrastructure have been proposed in the NDP (National Planning Commission, 2011).

Identifying intermediary organisations from the defined population was achieved through a pilot interview with a recognised Johannesburg inner city veteran urbanist who has fulfilled key roles in facilitating the Johannesburg inner city regeneration over the past two decades. The pilot interview, through snowball sampling, where identified sample

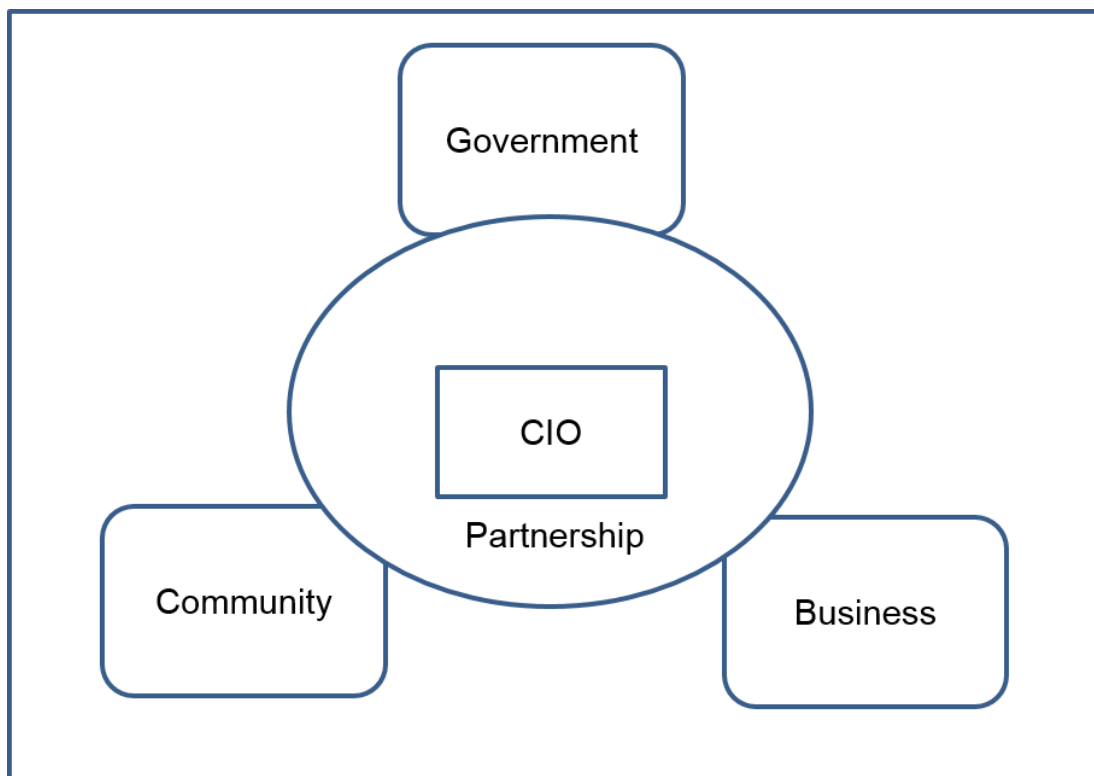
members are able to identify subsequent members (Saunders & Lewis, 2012b), was also used to formulate an initial representative list of three intermediary organisations, as well as a further expert. Huysamen (1994, p. 175) notes that for snowball sampling, preference is often given to key informants, who on account of their position or experience have more information than regular group members and are better able to articulate this information.

Identified intermediary organisations were contacted for an initial discussion to establish, based on the definition of CIOs and the intermediary organisations stated objectives, suitability for inclusion in the sample. Where organisations were deemed to be unsuitable, requests were made for referrals to other potentially suitable organisations. Sampled intermediary organisations operated within the urban management, health, financial services, housing, and community development domains. They were all based in the inner city and made use of cross-sector platforms or forums to facilitate deliberation in line with public interest objectives. Intermediary organisations were furthermore requested to make referrals to relevant business, community and government partner representatives associated with their or other intermediary organisations within the Johannesburg inner city. All CIOs with the exception of one (due to potential partner sensitivity), was willing to make referrals to other stakeholders. The inclusion of affiliated intermediary organisation sectorial partners was deemed useful in addressing the research objectives from a range of relevant perspectives. This also served to facilitate the triangulation of perspectives within a fairly concentrated spatial context.

4.4 Unit of Analysis

Koschmann et al. (2012) note that the majority of cross-sector partnership literature focuses the assessment of value at the organisational level, that is, whether the cross-sector partnership has enabled partnership member organisations to achieve their individual organisational objectives. They furthermore note that due to cross-sector partnerships having their own characteristics, distinct to that of member organisations, an assessment of cross-sector partnerships cannot be reduced to the contribution relating to a single member organisation (Koschmann et al., 2012). With this as background and given the focus of this study, the unit of analysis was the core intermediary organisation entity (the CIO secretariat) as well as the cross-sectorial partnership formation that exists.

Figure 10: Diagrammatic Representation of CIO and Partnership



While the individual partnership organisations are excluded as the primary unit of analysis, they do however form an important part of the context and therefore cannot be isolated entirely. The insights on the CIO organisation and the resultant partnership are obtained from the perspectives and attitudes of the CIO and partnership representatives from the business, government and community sectors as well as recognised experts.

4.5 Data Collection Tool and Method

As suggested by Saunders and Lewis (2012) a trial interview was conducted with a retired urban renewal veteran prior to formal interviews commencing. This assisted in refining the interview questions and structure which in turn improved data collection validity.

Upon confirmation of the intermediary organisations suitability and willingness to participate, interviews were scheduled with CIO representative/s. Interviews were semi-structured and in order give the respondent the flexibility to provide in-depth answers and to unearth new insights (Saunders & Lewis, 2012). Saunders and Lewis (2012) note that

in semi-structured interviews the order in which questions are asked will vary from interview to interview. They furthermore note that in some interviews some questions may not be asked, and in other additional questions may be asked to explore objectives in more depth (Saunders & Lewis, 2012, p. 151).

Permission was obtained to capture the content of the interviews electronically which was supplemented with note taking.

The majority of interviews were held at the office of intermediary organisations and sectorial representatives, with the exception of one telephonic interview. Interviews were held with the individuals involved in the design and operation of the intermediary organisation as well as sector representatives directly involved, from a partner perspective, in the intermediary organisation (for a more detailed breakdown of interviewees, see chapter 5). The interview duration was approximately one hour. The interview structure entailed explaining the background of the research and reconfirming suitability for inclusion in the sample. Thereafter, an outline of the interview structure was provided followed by the three question themes of intermediary context, capabilities and value. The tone of the interview was conversational, allowing for the exploration of pertinent issues which were raised in the interview. Where interviewees were inclined to provide additional information and share experiences within specific segments of the interview, this was accommodated within the framework of the research objectives. Where similar or contrasting points, in comparison to prior interviews, were raised, this was used to validate and probe to establish relevant commonalities and differences.

4.6 Data Analysis

Audio recordings of interviews were transcribed and reviewed to verify validity, accuracy and completeness, to reduce the risk of observer bias and improve the reliability of findings (Saunders & Lewis, 2012a). All audio recordings were listened to by the researcher at least once, and in cases where there were layered meanings or deep insights to be unearthed, interviews were listened to numerous times. Transcribed data was read twice for each interview, whilst applying an open coding method which revealed a multitude of codes and which surfaced emerging themes relating to each of the research questions. Throughout this process, attention was paid, as suggested by Huysamen (1994) to focus on the typical or representative voice of the content to avoid researcher bias. The content analysis approach focused on “latent meaning or intention” (Huysamen,

1994, p. 143), which lead to the construction of a thematic framework for each question, created in Microsoft Excel. This framework then formed the basis for a final reading of each of the transcripts. Excerpts of the transcripts were then copied into the framework into the theme category which matched the identified quotes. Minor adjustments to the thematic framework were made during the third transcript reading as well. Where a single quote was relevant to more than one theme category, the quote was applied in multiple parts of the thematic framework.

In view of the data collection approach, which sought to obtain the perspective from a range of sectors, the analysis proceeded by reviewing the cross-section of responses for each theme relating to the various research questions. This review firstly attempted to find commonalities, differences and noteworthy perspectives within a specific sector, between sectors, and finally across the full range of interviewees. This process was continued for each of the identified themes and for each of the research questions.

All questions were analysed and interpreted in reference to the literature, as outlined above. In particular questions three on how intermediary organisations create values was analysed using the CVC model (Austin & Seitanidi, 2012a) which enabled an analysis of value in CIOs.

4.7 Limitations

The first limitation of the study relates to the organisational form which is relatively new and uncommon in the explicit form defined in the literature. An observation from the sampling method and the interviews was that while intermediary organisations do exist, they also often have a primary or additional functional focus which extends beyond their intermediary role which may align them to one or more of the sectors. The sampling method however sought to confirm, prior to the interview and in the interview itself that the organisations interviewed were in fact intermediary organisation which facilitate and enable collaboration across sectors in the public interest. The extent to which these organisation were in fact successful is a function of the contextual (and other) challenges as outlined in the findings and analysis.

A further limitation relates to the broad conceptualisations of value, which may have meant different things to various interviewees, who may have been inclined to assess the value created by the CIO from the perspective of their own organisation (in the case of

sector representatives). This was addressed through the clear articulation of the research focus and the conception of value in as far as it relates to the public interest, and not to an individual partner or organisation. The increased contribution of individual partner organisations to the public good by virtue of the partnership as spillover effects was a noteworthy insight.

Numerous scholars (Le Ber & Brnzei, 2010; Lingo & O'Mahony, 2010; Manring, 2007; J. W. Selsky & Parker, 2011) have called for longitudinal studies of cross-sector partnerships which are more suited to systemically examine changes and developments over time (Saunders & Lewis, 2012a). In view of the time constraints imposed for this project, a longitudinal study was not be feasible. However, it is hoped that the insights gained from this study will provide input and focus for future studies.

Finally, given the Johannesburg inner city as the chosen research setting, which represents a relatively concentrated spatial area characterised by social and economic disparities, the transferability of the research beyond especially urban developing country contexts may be impacted.

5 Chapter Five: Research Results

5.1 Introduction

This chapter begins with a more detailed description of the interviewees from each of the sectors. Following this, it describes the feedback of a range of intermediary organisation and cross-sectorial interviewees about the context and capabilities of intermediary organisations as well as the value that intermediary organisations create. Given the small number of representatives from each sector, providing a balanced perspective of the findings suggested the need to illustrate similarities as well as contrasting perspectives between the sectors. This is intended to support the interpretation and analysis of the findings. The structure of the research questions (recalled below) forms the basis for the layout of the findings.

Describe the context facing partnerships and CIOs within the Johannesburg inner city?

Related questions sought to explore the implications of this context on CIO potential and CIO design.

What are the required capabilities for CIOs and why?

The questions and discussion related to this question were framed around determining what CIOs should effectively and continuously do.

How do CIOs create value?

Several related sub-questions were explored which entailed establishing whether intermediary organisation create value, what the source of the value is, and how they would describe the value. The sources and types of value are linked to the Collaborative Value Creation spectrum (Austin & Seitanidi, 2012a).

5.2 Description of interviewees

The research context was the Johannesburg inner city and the interviewees were represented by four key sectors. While the interviewees represented a specific sector,

many of the interviewees had prior experience in other sectors, which points to the characteristic of boundary spanning leadership evidenced in leaders. Each of these sectors and the representative interviewees are briefly outlined below.

Interviews were primarily conducted with representatives, but mainly the leader of intermediary organisations currently or recently active in the Johannesburg inner city. The interviewees are individuals who have spent the greater portion of their careers grappling with questions of partnerships and collaboration in advancing the public interest, and have often fulfilled roles in other sectors as well. While the intermediaries shared a similar context, their specific areas of focus differed. Intermediary organisations facilitated partnerships in the broad areas of public space management, healthcare, community development, financial services, and housing. It should be noted that intermediaries were not always successful in having an impact, and there is one case in particular where (by the admission of intermediary leader), the intermediary organisation had collapsed. Other intermediary organisations were deemed to have enjoyed relative success to very high degrees of success.

Interviews were also conducted with representatives from the business community. Business representatives were senior business leaders from a small social and infrastructure development management company, a medium size property management company, and a large prominent property management company. These leaders were all senior executives, with two individuals fulfilling the role of CEO. All of these leaders have direct experience in inner city developments and have formed part of a partnership, in a leadership capacity enabled by an intermediary organisation. Two of the three business sector interviewees are still embedded in the inner city.

The third sector interviewed was the government sector. Interviewees included a local councillor, a deputy director within the City of Johannesburg, as well as an executive director within the City of Johannesburg. The portfolios of the City of Johannesburg officials involve areas of spacial development and governance (including municipal governance), deemed to be relevant for this study. Each of the individuals interviewed have been or are currently engaged in intermediary configurations in a leadership capacity.

The final sector relates to the community. Here interviewees included individuals who are involved in fulfilling a leadership role in community development, a rate payers association as well as a representative body for street traders. Each of the individuals interviewed from the community sector as still currently involved in intermediary configurations in the Johannesburg inner city.

In addition, two experts regarded as veterans with deep experience in inner city rejuvenation were interviewed. These individuals each provided valuable insights on the inner workings of intermediary organisations and cross-sector partnerships within the inner city contexts. These expert interviews provided useful ‘outsider’ perspectives. One of the experts is based in Johannesburg, and the other is based in another South African city, but is informed Johannesburg inner city development.

Table 1: List of Interviewees and Interviewee Roles

#	High Level Role Description	Allocated Descriptor
1	Intermediary Organisation Coordinator	CIO 1
2	Intermediary Organisation Program Manager	CIO 2
3	Business Oriented intermediary Director	CIO 3
4	Intermediary Organisation Founder and Organiser	CIO 5
5	Intermediary Organisation Governance Advisor	CIO 6
6	Government Official: Councilor	Government 1
7	Government official: City of Johannesburg	Government 2
8	Government official: City of Johannesburg	Government 3
9	Business Leader – Property Management	Business 1
10	Business Leader – Property Management	Business 2
11	Business leader – Development Services	Business 3
12	Community Leader	Community 1
13	Community Leader	Community 2
14	Community Leader	Community 3
15	Inner City Urban Renewal Expert	Expert 1
16	Partnerships and Intermediary Expert	Expert 2

Four of the seventeen interviewees were women, and two of the community representatives were black, while government representatives were made up of two black individuals and one Indian. All business and intermediary organisation representatives were white, with the exception of two Indian intermediary representatives. These low numbers of women and black leaders, and the representative mix of white leaders in business and black leaders in community and government are indicative of the demographics of leadership across South Africa. This broadly supports the opening remarks in chapter one on the sectorial stratification and division of South Africans in terms of race and class, but also provides insight into the issue of gender inequality.

5.3 Question One: Intermediary Organisation Context and Design Implications

The interviews revealed the dynamic nature of the relationships of individual partners with their context, and in turn with each other. This is evidenced by the data, and is important in understanding the potential, capabilities and value of CIOs. Question one findings begin with an outline of the partnership climate, the causes of the partnership climate and partner reactions to the prevailing conditions. Furthermore, environmental factors which influence the partnership climate are reviewed, followed by context driven CIO design implications.

5.3.1 Partnership climate

Each of the sectors expressed strikingly similar views about the government sector. From the interviews it was evident that these views were borne out of frustration. The harshness of the tone however is unhelpful in creating partnership space.

“...as we are right now, if we could draw a cartoon or whatever it was, it would be the developers with their running shorts and their running shoes on, trying to run around with this ball and chain on and that ball would be the council. You know, that's the image we have at the moment of what's going on” (Business 2).

Community sector views appear to be emotionally loaded and describe the nature of the interaction between government and community sectors in combative terms.

“We are now in a phase where the so called relationship between local government and poor communities has sort of degenerated, if you want to call it a relationship, to rubber

bullets, red ants and metro police and that is because there's a lack of proper engagement mechanisms in place to deal with ordinary people... (Community 3)

CIOs similarly expressed frustration with the government sector.

"So quite frankly as our political environment here has got more insecure we need security - it is like a marriage: when somebody is feeling insecure and not trusting, it is very difficult to keep that marriage going, and so we have that situation here and certainly in the last three years or four years....this environment here is not enabling, it is hard work, very hard work" (CIO 1)

The frustration and antagonistic tone particularly toward the government sector was strikingly consistent. There however appeared to be a lack of nuance or balance in the findings especially from business and community sector representatives, in appreciating government sector challenges. There does however appear to be an acknowledgement of the views expressed towards the government sector, by inner city government officials themselves.

"We have had our challenges. Like now we are struggling with the hawkers. The City has been taking them to court (sic). In my view I think there has been a bit of a slow uptake of the City problems and meaningful participation" (Government 3)

The frustration and hostile tone particularly toward the government officials in the inner city appears to be an important contextual factor in exploring the broader questions of CIO potential, capabilities and value. Interviewees shed light on the underlying reasons for this frustration which point to weaknesses within the government sector. The responses however also reveal the challenges and complexities involved in working with diverse and poorly organised sectors, particularly in reference to the community sector.

5.3.2 Causes for poor partnering climate

The causes for the poor partnership climate are varied. The results point to a government sector which is under-resourced and poorly organised, constrained by human resource capability and continuity challenges, power imbalances, corruption, and the lack of political will and accountability. Further causes are the fragmentation in the community sector, as well as a lack of transparency and trust on the part of the business sector.

The business sector representatives were most critical in explaining the causes of the perceived weakness in the government sector as can be observed in the following quotes:

“I think the problem that we face with the City is the lack of commitment is the biggest stumbling block, added to that I think there is...corruption in terms of nepotism, so what you have got is a whole bunch of people put into jobs and they don't know how to do those jobs...”(Business 1)

“It's political will and I think we've got our own skills deficit. There's a huge skills deficit. There's a lot of people in positions that shouldn't be there but there's no accountability. That's where the problem starts.” (Business 2)

A CIO which worked in an area with particularly challenging socio-economic conditions commented on the power imbalance:

“If your balance of power is not even, in other words if somebody is totally going to dominate and control everything, what it does is just chases the rest of the people away, because when they try and engage,...they are actually getting shut down the whole time....And then people just withdraw because they say if I can't express my point of view...if I feel I am going to get shouted at or abused or insulted, why must I actually stay here?” (CIO 5)

CIOs noted concerns around a lack of government capacity and continuity, divisiveness and poor policy pull through. CIOs however appeared more balanced and appreciative of government sector constraints and challenges as compared to community sector and especially business sector representatives.

On the other hand, the government sector and CIOs expressed concerns and limitations with the fragmentation within the community sector which constrained engagement:

“...if you engage with informal traders they are already so fragmented...” (Government 3)

Furthermore, government sector representatives lamented the lack of transparency on the part of the business sector, as well as the lack of trust:

“You see at the moment the City is struggling with a lot of hijacked buildings. Once a building has been hijacked the problem becomes the City's. The City clears up everything and...the building is restored back to the owner. Six months down the line the owner loses

focus on the building and the building is hijacked again. It is once again the City's problem so the City must come back and fix the thing. I can give you numerous examples of similar things having to happen... It simply boils down to...transparency and engagement. The effectiveness of the systems internally those things will show themselves as long as there is an honest engagement. At this point in time there isn't so there is no trust of the City..." (Government 2)

The frustration experienced by the stakeholders and the systemic underlying causes appear representative of what is expected in a developing country like South Africa. The prevailing partnering climate resulted in varied sector responses. These are outlined below.

A final and noteworthy observation was that CIOs were sometimes viewed by business as representative bodies which appeared to correspond with government sector suspicions on CIO motivations:

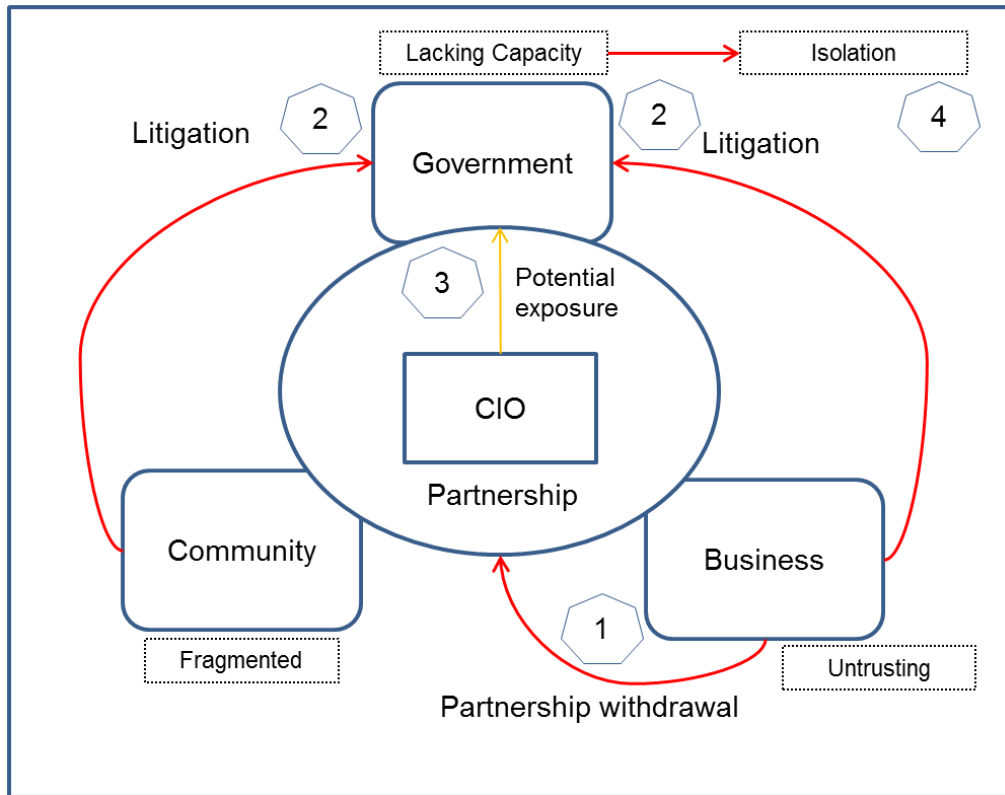
"...and remember these neutral organisations or intermediary organisations they've changed their format. On the face of it they are intermediary but if you pierce that in actual fact they are something else." (Government 2)

This observation is instructive in terms of CIO design and governance, in particular creating clarity with respect to the objectives and neutrality of the CIO, which undermines legitimacy and trust.

5.3.3 Sector responses to poor partnership climate

The majority of interviewees across sectors expressed that despite the evident frustration, the intense sectorial inter-dependency in the inner city has in fact increased the stakes and potential benefits to be derived from partnerships. While there was a general appreciation and inclination to shift towards improved relations and partnerships, interviewees provided sobering perspectives on the current challenges which would have to be overcome. The diagram below (Figure 10) depicts four primary responses and counter-actions mainly in relation to the experienced weakness of the government sector.

Figure 10: Sector responses to weak government sector



The first (denoted by '1' in Figure 10) entails questioning the relevance and efficacy of cross-sector partnerships and intermediaries in the current climate and withdrawal from partnerships. This was expressed by a business representative who has previously fulfilled the role of an intermediary. This quote illustrates a withdrawal of private sector engagement, and a broader cautious and perhaps cynical attitude toward the government sector which arguably contributes towards impeding partnership potential.

“The private sector was getting quite stressed about Mr Zuma and government and they were coming to a conclusion that they didn’t have a basis to be a partner....because the private sector didn’t feel comfortable that there was a genuine partnership arrangement that was possible...so I’m a bit disillusioned with government at the moment...If we don’t believe that the (government sector) management team is competent, driven and genuine we just don’t take on the assignment.” (Business 3)

Suggesting the need for the existence of preconditions prior to an intermediary being able to act in facilitating and enabling cross-sector partnerships, the same business sector representative notes:

“...you can’t intermediate unless there’s a competence amongst the parties to participate and then to act on the agreed course of action...is there willingness and an ability to participate and is there a willingness and an ability to act? If you don’t have those have those two things it’s not the intervention type (intermediary organisations) that will deliver results.” (Business 3)

This perspective suggests that a minimum level of partner and in particular government sector capacity and capability is required for the partnership to be effective. This may also suggest the possible limitations, design considerations and capabilities of an intermediary organisation in effecting partner support and enablement through cross-sector partnership arrangements.

The second (denoted by ‘2’ in Figure 10) response entails business and community stakeholders turning to the South African judicial system, in an attempt to address their concerns with the lack of state effectiveness. This development is antithetical to the ethos of partnerships and collaboration, and undermines the relevance and effectiveness of a collaborative intermediary, as noted by an expert.

“Well if someone is taking you to court you lawyer up. You don’t give the game away because you are going to lose in court, so how can you be partners? Once legal processes have started you can kiss a partnership goodbye.” (Expert 2)

Views expressed by business and community representatives however suggest that litigation is viewed as a last resort borne out of sheer frustration and a lack of effective alternatives. All parties however agree that litigation is counter-productive in the long term and they would prefer more amicable methods to resolve differences, if available. Despite the frustration, there is consistent recognition that working with the state in a more constructive and collaborative manner, emphasising the term “meaningful engagement”, in contrast to ‘consultation’.

“...we’re trying to maintain the working relationship because it’s fundamental but at the same time we’ll also say to the guys you know what, there comes a time when we’ve had enough. We’re going to go to court.” (Business 2)

“The lawyers are there because there is no meaningful engagement. We are getting our lawyers talking to them to force meaningful engagement; they are not a willing participant...” (Community 3)

Noting the limitations of this approach however, Business 2 asserts:

“...we can't do it without them and they can't do it without us. We need to work together for the long term benefit of the country and city. There's no question about it.” (Business 2)

The judiciary as a democratic institution therefore appears to be a key feature in the recourse that sectors are seeking in compelling the government sector to act and engage meaningfully.

The third response (denoted by '3' in Figure 10) illustrates the role of CIO's who are more inclined to remain neutral do not resort to the courts, but appreciate the potential of the threat of exposure to senior government sector officials as well as the public, in providing an incentive to act. They are however keenly aware of not compromising partner trust. This 'response' should rather be seen as a potential threat as perceived by the government sector, and not a direct response from the CIO.

“...literally I keep Carte Blanche [a weekly current affairs investigative documentary television show] away, I keep the media away because that would have gotten action, if I would have allowed them to expose the conditions on [CIO Project], I would have got the premier telling the MEC to do something about [CIO Project], but you can't do that because you can't as a partner expose them...when you look at pushing, there are times where you have to say, dear Mr. Mayor, your people are not fulfilling their obligations” (CIO 3)

The consequences of particularly litigation against the state remain to be seen; however the findings indicate that all sectors, including government officials, recognise that change, on the part of the government sector is necessary.

The result of the threatening tone of business and to a lesser extent community sector engagement and action appears to be a contributing factor in influencing government behaviour towards isolation and withdrawal (denoted by '4' in Figure 10).

“...but the reason why we are also lacking in the communication space is because we are so media shy in a way because of all the negativity constantly. If you sit somewhere else

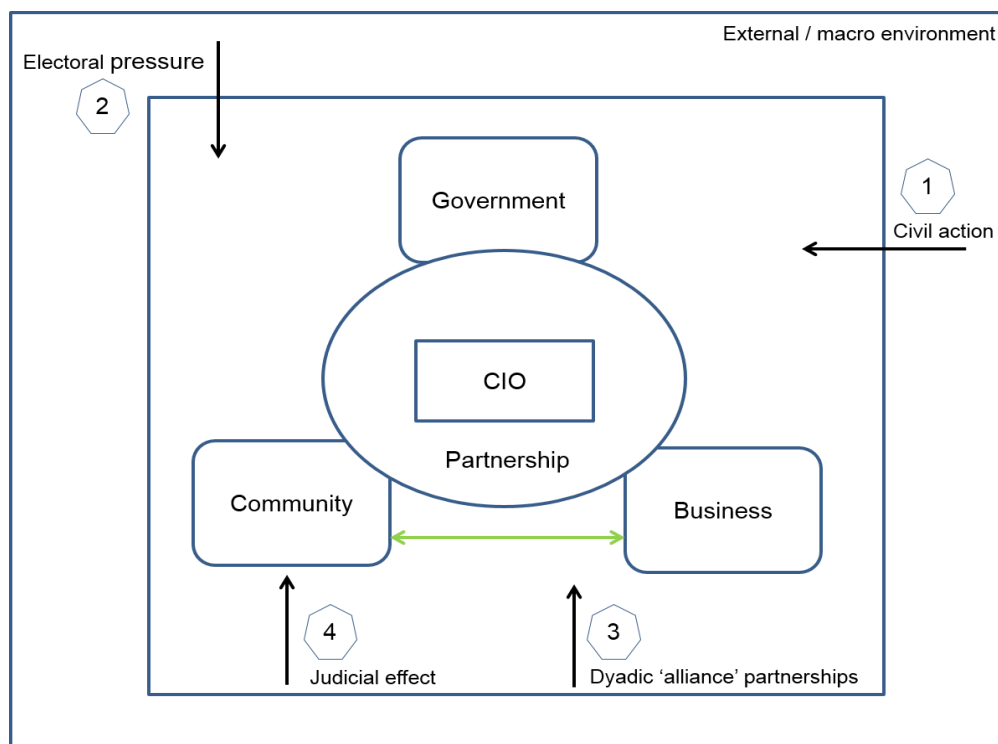
outside of Johannesburg and you listen to the media issues coming out there is a service delivery protest almost every day; there is crime issues. You will even think, that place, you can't go there. In actual fact if you look at the positives they actually outweigh the negatives. It is just that the way... the relationship that the City has with the media and even with some of these non-aligned organisations it always views with a suspicious eye..." (Government 2)

The challenges within the government sector therefore appear to be aggravated by the business and community rhetoric and actions leading to a government sector feeling threatened and isolated. The findings also point to additional environmental factors, some influenced by sector representatives, which appear to positively influence the shift in partnership dynamics and motivations.

5.3.4 Environmental influences on partnership and intermediary context

Arguably, the responses of individual partners may not sufficiently shift partnership dynamics and intermediary potential. However, the results show that individual partner actions (and reactions) should be viewed within the context of four broader environmental influences. These are outlined in Figure 11 below. Two of these factors are influenced by factors triggered from outside of the inner city ('1' and '2'), while the remaining two ('3' and '4') have emerged from within the inner city.

Figure 11: Environmental influences on partnership and intermediary context



The first is increasingly (violent) service delivery protests in South Africa and Johannesburg in particular (denoted by '1' in Figure 11). In respect of the threat of social instability, precipitated by a lack of meaningful engagement, interviewees note:

"...We are all in a comfort zone until there's violence and then when there's violence, they deal with the violence and they don't get down to the root causes of it. Violence is not related in my opinion...to non-delivery...service wise, the violence is primarily due to a lack of meaningful engagement with poorer people. No one listens to them so in the end...they are easy game for anyone who wants to spark violence." (Community 3)

"...so what I am saying is – it (meaningful engagement) is so important because social stability is being threatened if we do not have that as a major way of operating, where we are talking to one another..." (CIO 6)

Second, there has been a shift in the 2014 election outcome (denoted by '2' in Figure 11). This is notable in respect of a marked reduction in the governing parties' electoral majority, particularly at provincial (Gauteng) level. With respect to the growing frustration and the rise of a new popular political party which has particular appeal with disenfranchised poor communities, an interviewee notes:

"...that's the reason why the EFF (Economic Freedom Fighters) have emerged because they are dealing with the economic reality of non-deliverance (sic) of the question of economic transformation..." (Community 3)

The effect of this political shift is explained by an expert thus:

"If you are smug in power, whoever you are, 'I've got a big majority, nobody is going to touch that', why do I need the business community; why do I need activists or intellectuals or that whole crowd? I'll just do it by myself. If we do it wrong too bad because I am going to be re-elected in'. Last week I was in [municipal jurisdiction] and boy the word coming down is...'you guys better pull your finger out or you won't be re-elected next year or the year after in the municipal elections'. Skrik (shock) – big! So, what do they want? 'How do we form a...partnership with the business community?'..." (Expert 2)

Third, the formation of dyadic alliance oriented partnerships between business and community sectors (denoted by '3' in Figure 11), facilitated by a CIO based on common interests, to achieve objectives vis-à-vis the government sector and the City of

Johannesburg in particular. The emergence of this partnership between organised business and the relatively less organised and under resourced community sector represents an attempt at creating a stronger and more unified position towards the City of Johannesburg.

“And then in fact to get government to realise, we are not going there alone, we are going there with [inner city stakeholder], we met with business... so this is ground breaking stuff” (Community 3)

“Okay so we’ve met with these guys [community sector] to see what they want. What they’re looking for, what we’re looking for and...it was like an eye opener because what they’re looking for and what we’re looking for, it was the same thing. So the problem is the city council.” (Business 2)

“...we could all work together... the city has to come to the table... the [community sector] are being very aggressive about it but as far as they are concerned, we are their champions. And we are being very gentle about it; we are trying to build this long term relationship so we don’t make the same mistakes again.” (CIO 1)

Lastly, the highly publicised and successful December 2013 constitutional court judgment against the City of Johannesburg (denoted by ‘4’ in Figure 11) regarding the illegal eviction of street traders (Moseneke, 2014) appears to have been a distressing development for the City in particular. This case was raised, unsolicited, by two City officials in interviews as well as by business representatives.

“...given the recent informal trade crisis we need to rebuild that trust. I mean, that has done a lot of damage to the City, but that partnership (explanatory note: in reference to a new cross-sector partnership being jointly developed with City of Johannesburg involvement) has to be correctly representing constituents in order for us to regain that trust and build that relationship...” (Government 2)

5.3.5 Implications of context on CIO design and governance

The inner city context has implications for intermediary organisation design, and governance within the myriad of complex institutional formations.

“...you can’t know if we are an intermediary organization if you don’t understand the institutional setup that exists...” (CIO 2)

Respondents tended to view the intermediary organisation differently, but predominantly the findings suggested that clarity of intermediary organisation objectives and neutrality as key concerns. This is likely due to historical factors, the lack of partnership maturity and the prevailing environmental circumstances. The challenge of isolating the CIO organisational form is articulated here by an expert who clarifies the role of a CIO by stating what it is not.

“...it is usually not a Government agency... It is not a think tank although it can drive ideas. It is not setup primarily as a think tank like a university based think tank or research group and it is not an NGO...It doesn't do any of those things. The question is what does it do?... it is specifically set up to be in the middle of all those traditional institutions to provide a bridge, connection, platform, partnership, call it what you like, between them. It is about the in between space...” (Expert 2)

Obtaining this level of understanding of what the CIO is, and importantly what it is not, and then embedding that understanding as a governed organisational form which is able to manifest these characteristics, reveals the need for thoughtful CIO design. The informal engagement that typically precedes formalisation, points to the role and character of CIO leadership.

“It is very helpful to have a body that can go around and clarify those things up front.” (Expert 2)

Clarifying the role of the CIO to a broad range of stakeholders suggests the need for institutional knowledge and connections to engage potential partners as a precursor to formalising the CIO institutional arrangements. This ‘body’ should be able to influence a broad range of actors on the role of the CIO in a way which enhances the independence and neutrality of the intermediary while simultaneously generating interest and commitment from partners. Furthermore, the ability to define and formally structure the role of the CIO is emphasised:

“So it is structure, it is governance, it is important. Very, very important.” (CIO 1)

“...a CIO has to be maneuverable and flexible. You have to have an approach. I think I would prefer to use quite a defined approach...we say it is always helpful to have shared values. If you don't have shared values it is very hard to partner. You can differ and what happens is in South Africa a lot of people say well ‘you differ politically, ideologically,

institutionally from me therefore we can't possibly work together'. We are saying value number one is despite difference we can work together...that is a deliberate approach. It is not left to chance." (Expert 2)

The findings show that structuring entails crafting and formalising the institutional space which provides the neutral platform (i.e. the partnership) of which the CIO secretariat is an enabler and a part. Defining shared values, clear objectives, along with a definition of roles and responsibilities forms the basis upon which partners are able to move beyond the intention to participate, to being able to collaborate.

5.3.6 Funding, intermediary independence and partner maturity

The ability to secure funding without compromising independence is another key intermediary organisation design consideration. The question of independence or partiality was raised as a concern to ensure that the CIO does not serve partisan interests.

"Let me tell you, impartiality and funding go hand in hand" (Government 3)

"So funding is very important. Whether there is ever no strings attached funding I don't know...But I think it's a very crucial point" (CIO 6)

The role of funding the intermediary in particular requires a delicate balancing act which ensures that intermediary independence is maintained (as far as possible) but simultaneously provides a platform for effective partnership. The in depth experience shared below highlights how the management of funds within the partnership, regardless of its source should be treated. This entails viewing the CIO and the partnership it enables as being a separate entity, with an independent governance structure, which should negate or minimise the possibility of funders exerting undue influence on the partnership:

"We were in the meeting and we were all getting along well and each Municipality is putting in an amount of money and we are putting in some matching funds and we are going to employ a project manager...then...the District Council says, well we are going to launch this thing on this date. People said, since when? We haven't made that decision. The reply was listen we are funding it so we determine it. I had to say, 'sorry you are giving a grant to the partnership and the partnership will decide... you are part of the partnership but there are other partners and everyone has a say...they were shocked. They had assumed that the piper calls the tune and I had to explain, 'No! Once you have

given over that money you are regulated by contract so you can expect it to be accounted for...but you don't control the money. It is gone. It is paid over to another entity with a separate board" (Expert 2)

The quote above clarifies the governance which logically separates of the CIO and the partnership entity from individual partner donors. It also illustrates the manner in which CIOs are required to navigate impartiality with its funders, in this instance government.

"You will still get suspicion in the private sector that how can we be independent of government? Well of course we can't be fully independent of government. It is a question of are we independent on the right issues? On the one hand to deliver a partnership with the business community if you are not seen to be plugged into power then you are just the think tank, then you are just the talk shop. Business doesn't want to just talk they want to see things. How can we influence Government?" (Expert 2)

This statement serves to show the potential benefits of not being fully independent, in that particularly 'weak' partners are committed by way of a financial contribution; which in turn has the potential to engender confidence in other stakeholders. This however can be contrasted by this exchange with a senior government official, which serves to show that the level of maturity required to achieve this level of CIO autonomy within the research context may be lacking.

"You need certain percentages (in reference to funding contributions) to create the balance and they must know in the creation of the rules that if they break whatever rule they lose the funding. They have to tow a strict line for them to make sure that they maintain their funding. It depends on who puts in more money, they call the shots". (Government 2)

The statement was followed by this interviewee question:

I guess that is also where some maturity will be required by the various role players. Would you agree that if at every turn and disagreement you threaten to withdraw funding then it becomes problematic as well because it is a platform for deliberation, you are not going to agree on everything? (Interviewer)

In response the interviewee noted:

Well we are not a mature democracy are we? If they threaten the process of course we are going to threaten to drop out. Maturity is not there at this point in time and you are not going to get it now.” (Government 2)

This exchange serves to illustrate the importance of maturity of the respective parties, especially powerful stakeholders to effectively partner. This statement perhaps also illustrates the need for further upfront engagement (as discussed above) to raise the level of understanding of the role of CIOs and to foster a space for genuine partnership. This dynamic and the delicate balance is aptly summarised below:

It is a very delicate balance and I think it only comes after quite a few years of working in this space. It does require quite a lot of maturity in the system. (Expert 2)

5.4 Summary of question one findings

The current inner city intermediary context can be characterised as acrimonious and challenging, constraining the effectiveness of collaborative partnerships. The findings illustrate the interplay and development of partnerships with respect to the capabilities of individual partners, and in particular the effects of a weak government sector. It furthermore serves to illustrate how the partner responses and broader environment influences the context which may serve to erode or advance overall partnership dynamics, as noted by an expert.

“...it’s not the intermediary who is the be-all and the end-all and the saviour. It’s the maturation of the politics of development and the politics of governance and inner city politics... it’s only when they all (in reference to other sectors as well) have strong voices that are effective in the partnership” (Expert 1)

While the results point to a required minimum level of state capacity to effect intermediated collaborative partnerships, sectors were in agreement about the need to work together more effectively. In particular, democratic institutions such as an independent and effective judiciary, a vibrant and free media, as well as an effective electoral system are levers which appear to, over time, positively shift partnering incentives and therefore the potential for CIOs. The implications of the prevailing context on CIOs, illustrates the importance of CIO design, emphasising clear objectives and structured governance which support shared values, but also the role of CIO funding and neutrality within the prevailing institutional and governance arrangements. This should enable the CIO to clearly

distinguish itself from traditional institutions yet encourage constructive participation by less mature sectors.

5.5 Question Two: CIO Capabilities

The broad themes of relevant CIO capabilities identified relate to CIO leadership capabilities, the ability to understand interests and grow trust through seizing collaboration opportunities, empowering or enabling weak partners and analytical capabilities. The findings also suggest the need for specific personal attributes of individuals which form part of the CIO. Each of these themes are outlined below.

5.5.1 Leadership

In light of the challenging context within which intermediary organisations attempt to establish and enable partnerships, the question of leadership featured prominently amongst respondents as a central foundational requirement in being able to establish a CIO.

In as much as the CIO needs to exhibit integrity and leadership, this is relevant for the partnership leadership as well.

“...you can’t change anything without leadership. So if the point of an intermediation is to change something there must be leadership and there has to be leadership on both sides or on all sides because it’s not just whose trying to drive it but it’s who is going to accept it has to be prepared to lead otherwise they won’t accept the change.” (Business 3).

The results also point to the profile of a CIO leader and as well as the people involved in partnership work.

“I would not look at the CV; I would not look at previous experience. I would run a psychometric test. Level of self-awareness. You can’t be aware of others unless you have a degree of understanding of self. That is the first stage. From self-awareness comes self-management...you have to have social awareness. That is cutting across into thinking of the other. And then relationship management. Those are the inner core of those who actually do the work of a partnership.” (Expert 2)

Impartiality and Maturity of Leaders

The ability to engage potential partners appears to depend on the level of impartiality and independence of CIO leaders who critically are able to rise above partisan interests. The quotes also suggest that the individuals have a proven track record or at least a positive reputation, and have already been able to achieve a degree of financial, but perhaps more importantly intellectual independence.

“So I think we need people who can rise above the fray, because they don’t have any real downside on that, but have the mindset that says look, we aren’t going anywhere, we need to build a country for our children and grandchildren, we need to be in with our own constituents before we go to any other – and those are the sorts of people are needed for these things and they are few and far between.” (CIO 3)

“It is critical and there are very few of those animals around unfortunately and again and maybe the sorts of people you need are people who are reasonably mature, age wise, and wisdom wise, and who are at the stage in life where they don’t have any agenda, they are not looking for careers, and they are not beholden to anybody” (CIO 3)

Leadership communication, handling complexity and conflict

The findings furthermore point to a range or related leadership relational capabilities which involve excellent communication and deliberation skills, the ability to handle complexity and ambiguity, using conflict to drive innovation as well as an appreciation for the ‘big picture’.

Interviewees were unanimous about the importance of excellent communication and deliberation skills on the part of the CIO. This was often viewed as the basic currency through which the work of the CIO and the partnership is conducted. Noteworthy comments provide insight not only about the skill of communication and deliberation, but an overarching attitude towards it.

“You’ve got to be a good communicator and kind of not on the PR side so much as engaging. You have to be able to engage with the people. You’ve got to be out of your office talking to people the whole time. You can’t just sit and write about these things or philosophise about them. You’ve got to get out there and engage. You have to really want to meet people” (Expert 2)

“...that goes back to the leadership element I suppose, because part of leadership is being able to provide that kind of guidance and that kind of space for people to begin to look at things differently. So I think a facilitating skill is very important, as part of leadership, is assisting people to go through that kind of process so that they will begin to see that yes there is a problem, and quite clearly there is a problem, but what is that problem?” (CIO 5)

The ability to navigate through complexity and ambiguity was viewed as a necessary requirement and linked to understanding the respective interests of parties as well as the autonomy and independence of the CIO. A CIO who worked in a particularly challenging environment with high levels of disparities and very low levels of cohesion between the respective sectors noted the real challenge of navigating through complexity and ambiguity.

“I have been in many situations like that politically, where you will be sitting in a meeting and you will have say two conflicting groups ...and you will say something, and I won't listen to the content of what you are saying, and I will look and see who is saying it. If you are on my side then I will support what you are saying, I will encourage and so on, regardless in fact of whether it is good or not. And equally if you are not on my side, I will reject it, regardless of whether it is good or not...” (CIO 5)

The ability to reframe conflict towards a more constructive outcome was furthermore noted as a valuable skill for CIO leaders. The more successful CIOs were more explicit about the important role of conflict and tension, which can be creatively leveraged as a catalyst for action.

“I am the biggest believer that tensions are good, tension is important, contested spaces, contested roles, lead to a better product and whether the product is just around communication or whether the product is actually a public environment, urban upgrade of a corner, it doesn't matter, it is a better value because people have been able to put on the table, a different opinion, a different way of doing things” (CIO 3)

Leadership role in building trust

The question of leadership is also linked to the ability to build trust, and the level of inherent trust that the partners are likely to place in the CIO.

“I think for me, the success of an intermediary boils down to leadership, because from leadership flows the trust, from leadership flows the ability to solve these problems, to be inclusive, to build the relationship, your leadership will be founded on your integrity and the trust that that engenders.” (Business 1)

“...leadership skills that they can actually, there are people that are actually trusted by the community” (Community 2)

“The biggest issue for me... is, for people to build trust, for these organisations to actually build trust they must be able to play an open game when they engage with the municipalities. At the moment there is no trust whatsoever...” (Government 3)

Identifying and Growing Collaborative Leaders

While the leadership style is most often characterised as collaborative, CIO leaders need to go further than being able to lead collaboratively, but also be able to identify and engage collaborative leaders within partner organisation, who often exhibit markedly different native organisational logics uncondusive to collaboration.

“...for any partnership to work you need collaborative leadership. You don't always get collaborative leadership. If you are a mayor or premier or a CEO of a big corporate... CEOs of big corporates get trained to be competitive so why should they collaborate... their whole nature is delivering value to the shareholder or the board and things like that by being smarter and better. Mayors and premiers and officials in the public sector tend to come from a different paradigm. They say listen ‘we are elected, we are the statutory body, we run everything, why should we...we receive our mandate from the people. We are elected. We will consult you but don't try and govern with us’. It is a misunderstanding.” (Expert 2)

Given this reality, the role of the CIO in identifying collaborative leaders is emphasised:

“Someone has to goand identify the collaborative leaders and try and isolate the command and control leaders. You will always get some leaders, public, private, community sector or whatever who are hopeless at collaboration...” (Expert 2)

Arguably the ability to identify collaborative leaders and isolate the command and control leaders is in turn linked to the individual profile of the CIO leader. Possessing the required networks and social or political capital to constructively engage the right individuals in

relevant organisations is an implicit requirement, which underlines the importance of the nature of the individuals who are more likely to succeed as a CIO leader (or sponsor).

“To be able to see through different levels of conversation, who emerges as a leader is the critical issue...” (CIO 2)

“...they have to then identify the collaborative leadership whether they are on the board of the partnership itself or within the system...” (Expert 2)

5.5.2 Understanding interests and growing trust through seizing opportunities

This capability theme covers a number of interrelated dimensions which reveals the interplay between meaningful CIO action and its effect on the perceived profile of intermediary leaders and trust. Furthermore, this theme provides perspective on the dynamic work of the CIO in building trust in action through incremental seizing opportunities to collaborate.

Understanding and aligning partner interests

CIO's appreciation and articulation of interests from the perspective of their respective partners reinforces the importance of a broad understanding of the other. Here we can observe value being articulated by a CIO, from the perspective of property owners, but also from the perspective of the community sector or the general citizen.

“...so one is a really hard thing – it is about property values, asset values, rentals, the hard stuff. Then it is about lifestyle, so your children can walk around in a public space, you can go to work knowing your children come home from school and they will be safe in the parks...” (CIO 2)

Social and cultural awareness are important enablers to being able to identify the respective interest of partners, and using that as a platform to collaborate.

“I am not saying it is easy, you are dealing with a wide variety of different interests, its managing those interests, so the intermediary role is not simply saying – we are going to get everyone together to talk, it's to understand what those interests are and how we can produce value by collaboration.” (CIO 6)

“I mean institutions have radically different culture so how do you conduct yourself in a boardroom of a top corporate or a small business or in the Mayor's office or the Vice

Chancellor's Office. There are totally different kinds of symbols of power and you have to be able to handle yourself in different circumstances". (Expert 2)

Having a granular understanding of the various layers of interests within a single sector, notably government, is illustrated by the quote below. Here we can see that the depth of experience and political awareness required by the CIO is an important enabling characteristic which enables navigation towards finding a common thread within a sector, and importantly, between sectors.

"...everybody can say because they are state agents, they will say that there is an overriding ANC (African National Congress) philosophy that says best value for all citizens, that is a party politics, then you get a state government politic which theoretically is the same, however it does not play out like that. If you spend time in provincial governments house of legislature, you will see that party politics, is not about looking after the people, it is about exposing what the other party isn't doing, that is what they spend their time doing. But we look at it idealistically; the value is that each person in South Africa will have a better life, simple, that is what it is." (CIO 2)

Growing partner interests and trust in action

While understanding interests are important, growing those interests to extract value is another notable capability.

"...you are going to be able to grow certain of those partners interests, I have situations when in the past people came into the board of a project and two years after, it took two years to do, you suddenly have people who are interested in becoming heritage champions, they never came in with that but through the project they learnt about heritage, the value of it, that kind of thing...." (CIO 2)

The way this happens in practice through, suggests the need for an entrepreneurial mindset where the CIO seeks and seizes opportunities to build trust between the respective parties through collaborative value creation.

"So if I can find a common thread, whatever it is, to get something started, I will use it, even if I think it is actually a small part of what is needed. Because once you start working together you find that..." (CIO 1)

"we are going to open up one here because we have the ability to and this is where, where do you take on the roles, often you take on the roles seriously just because you can do it, because there is a gap" (CIO 2)

"Well usually where I start off is 'do what's doable'. So if I can find a common thread, whatever it is, to get something started, I will use it, even if I think it is actually a small part of what is needed..." (CIO 1)

"...so build it (trust) in action and build it in practice. It is like any start-up. You've got to raise a level of trust in your early investors if I can put it that way and you've got to the deliver to maintain the trust and crowd in new investors. It is quite... you have to be quite entrepreneurial I think." (Expert 2)

"We have learnt to do what is doable" (Expert 2)

This capability theme sheds light on the profile of the CIO representatives who have a broad understanding of the respective partners, are socially and culturally sensitive, and adaptable. Moreover, the ability to incrementally grow the required cultural awareness and social capital through identifying and seizing opportunities to fulfill (even if initially a relatively small) meaningful role in enabling collaboration is highlighted.

5.5.3 Supporting partners to get the basics right and fulfill their mandates

In the face of relatively low levels of collaboration between the various sectors, interviewees expressed the necessity of focusing on the basics, within the CIO, but also enabling other partners to deliver effectively on their respective (basic) mandates.

Motivation to focus on the basics

Focusing on the basics was seen as a requirement to build individual sector credibility and create space for more creative and innovative approaches to addressing other issues of mutual interest.

"Nothing works unless you have the basics in place" (Expert 2)

"I think when you're bogged down in crisis I think it doesn't create the space for innovation" (Expert 1)

“Well a partnership is only as strong as the partners. A partnership is not the ten or twenty people working in this entity called the partnership. If you have weak links in your partnership by having weak partners you are dead in the water”. (Expert 2)

This view was supported by all business representatives, and was summarised by a CIO as well.

“If you as an organization are not doing your own basics right, you cannot extract further value...if you don't do your own core function superbly, brilliantly and magically for better partnerships, there is no role to extract value in partnerships.” (CIO 3)

Strengthening partner capacity

The context outlined in the findings to question one, and the motivations for strengthening partner capacity, especially state capacity prompted the question of how this might happen.

Business leaders in particular expressed willingness to provide support to assist the government sector. One business sector representative (currently engaged in litigation with the City) bemoaned the lack of response to his offer to the City of Johannesburg to provide two chartered accountants, which may assist them to fix their billing challenges.

“You know along the way, we've offered...to second, you know, even if we have to employ them. We'll pay them. Put one or two CA's into the billings department. But you don't get a response. I think there's a fair amount of a closed wall there that you can't break through...” (Business 2)

While this shows business willingness to support, the quote below demonstrates the role of CIOs in leading partners and building goodwill:

“It is helping you deliver better on your mandate rather than saying you are useless. Sometimes you are useless. It is tempting for the outside sector to say give it to us we'll do it better. Sometimes you could do it better but that is deeply threatening and undermines the partnership. You have to go to the business community and say, actually don't criticise the City Council help them deliver on their basic mandate and then talk about collaborating on the interesting stuff”. (Expert 2)

The question of how this might be achieved yielded suggestions on simplifying processes, and designing the partnership platform to take into account weak partners.

“...so one of the more successful ones has been housing...how do they do that? They simplify the process so much that anybody in a government department, bureaucrats could roll it out. They really make it a very simple procedure...Can we do it around urban management which is a huge problem round the inner city. How do you simplify methodologies and keep them going so that anybody can do that?” (Expert 1)

“...because a platform may not be a space, it may be a set of rules, it may be a protocol, and it may be a definition of different roles and quid pro quo. All of those things are part of an intermediation process” (Business 3)

Government response to receiving support from non-state actors

When a government official was posed the question of non-state actors assisting the state and how this may be achieved, the answer suggests willingness and the openness to explore practical mechanisms through which this assistance can be facilitated.

“It is very important, that they also bring value to the City...you know it is moving away from what are you doing for us, it is also ‘what are you doing to help’ – so that is important in terms of the actual capacity and strength of the partnership and a good partnership is where you have strong people (who)...also have the ability to access resources and other partners to assist the City because there is a limited budget in terms of how we operate” (Government 3)

“...sometimes you may have a partner where for example the Maboneng precinct, they approached us and said they want to do certain things in public - ‘can we do it and how do we do it?’ – and then it may happen on that individual basis...so it can either happen through the formalised CID (City Improvement District) structure that exists or individuals that are interested.” (Government 3)

The motivation for strengthening partners is clearly illustrated along with an example of how this can be facilitated. It is noteworthy that the example provided does not involve the involvement of an intermediary organisation, but rather a direct relationship between the business sector and the City of Johannesburg. This suggests that opportunities exists for intermediaries to constructively engage the City of Johannesburg, in a non-threatening

way, to boost state capacity and in doing so build trust and capacity to collaborate in other potentially more interesting and valuable ways.

5.5.4 Analytical capability

Interviewees noted the importance of analytical capability to develop a better understanding of the complex and interrelated nature of the problems the various partners are likely to confront. This analytical capability, which may be complemented by research, is highlighted below:

“...there has to be analytical capability because you got to be able to evaluate the alternatives and particularly understand where your current path of action is going...”
(Business 1)

“I think if you can’t analyze, you know a good example is xenophobia...people get a perception that a lot of socio-economic problems in... society are caused by migrants, and they don’t even understand the global socio economic reasons why people are there in the first place” (CIO 5)

“Define the problem, do all the research, at times there is space for research, let’s understand the nature of our problem, the nature of what we are faced with but again you have to come to terms and say now that we have done this research, now what next...”
(Community 1)

5.5.5 CIO representative attributes

There are a few notable individual attributes which stand out, which arguably further distinguish CIOs. Individuals that fulfill the role of CIOs or are involved in partnerships appear to have a deep sense of personal commitment to making a difference or the public good. Beyond this the attributes of passion, tenacity and a commitment to the long term are also noteworthy. They also have diverse experience in a range of sectors, as boundary spanning leaders, which enable them to more effectively engage others.

The individual passion and personal commitment required to be successful is noted below:

“I am one of the most passionate and committed human beings in the world, I...I have worked in regeneration forever, it’s what I do, it’s what drives me, I have it in every cellular

memory in my body...you actually start to interrogate it and you start figuring out why you are doing it. Well I am doing it because I have got to make a difference, I have got to get my partners to deliver...I get high on it, it feeds my soul..." (CIO 2)

The tenacity and long term orientation of CIO representatives is highlighted with this quote:

"Working with people who don't want to partner can be very irritating but you've got to kind of just grin and bear that. You also have to realise that you are in for the long haul. Partnership and partnering doesn't happen overnight. It is not a fly by night thing...you only see the fruits after a decade of hard work. You need patience. You need resilience. You need consistency. You have to plug away and plug away sometimes coming back to the same message..." (Expert 2)

"I think the first ability is that you need to have a community heart you know, if you don't have a community heart you will run when things get tough..." (Community 2)

5.6 Research Question Three: Value

Research question three sought to explore and describe the value creating potential of CIOs. Value is perceived by the respective partnership stakeholders and importantly by the intended partnership beneficiaries. The question of value can be viewed in respect of the direct value that the CIO generates in enabling the partnership, but also in terms of the value that is generated by the partnership itself.

While the intermediaries shared a similar context, the functional focus of the intermediaries was often dissimilar. Attention was therefore required in distilling the value beyond a specific context, in order to identify the underlying value which extends beyond specific intermediary or partnership objectives and biases. Given the role of CIOs in enabling partnerships a distinction can be observed in the views expressed particularly by the intermediary organisations as compared with sector representatives associated with intermediaries. Whereas intermediaries tended to view their value contribution in terms of the respective partnership organisations and the broader system, the partnership organisations tended to view value based more on their specific sectorial objectives.

5.6.1 Direct CIO value

A number of commonalities amongst intermediaries and experts around the direct value intermediaries provide are offered, which include the value of convening, the value of providing a neutral platform, providing a “translation” service as well as the value derived from the juxtaposition of opposing sectorial perspectives.

An experienced expert provided particularly lucid perspectives on each of these value dimensions, which appears to be premised on the structural location of the intermediary in relation to other institutions.

“It (a CIO) is specifically set up to be in the middle of all those traditional institutions to provide a bridge, connection, platform, partnership, call it what you like, between them...it is about the in between space” (Expert 2)

Value of convening

The structural position of the intermediary appears to provide the platform for bringing disparate sectors together, as noted below:

“You have a power of convening. No-one has collaboration in their job descriptions in a big institution...you convene people to work together because they wouldn’t... it is not expected of them. No-one, certainly in the public sector, gets any reward for collaborating. They get rewarded for delivering, for passing policy, or for regulating the environment, but not for collaborating...” (Expert 2)

“The first issue really is getting people to talk to each other and thereby ensuring that there is some conversation and relationships can build up, so I think the first real value is to ensure that there is a relationship” (CIO 6)

Providing a neutral non-threatening platform

It also has a bearing on being able to provide a neutral and non-threatening platform for the respective parties to engage constructively:

“...value-add service that I would add of a CIO – you can offer a neutral platform.... it is in between and it is trusted by all parties to be objective and say this is not a privatisation model, it is not smart business taking over from incompetent government which is how some people in the business community would see it, certainly in the old days, and it is not

business just providing an input for Government to run their economy because Governments don't run the economy..." (Expert 2)

While the value of convening disparate parties in a neutral and non-threatening platform is an essential foundational value contribution, CIO's also facilitate understanding between the various parties.

Providing a translation service

Interviewees note:

"...it is a translation service. Public sector don't know what the hell private sector is going on about and vice versa. Then you throw in the academics and you throw in the community and no-one knows. People speak past each other and you can't develop a common agenda if you are speaking past each other..." (Expert 2)

This is supported by another CIO:

"So we are either interpreters or translators, whichever way you see it. So we have to understand big businesses view point, the small guy, the just having fun guy in the public space, the trader, whatever. You have also got to understand government – they are a stakeholder in this – their policies, strategies..." (CIO 1)

Fulfilling this role of translating and interpreting and navigating the diverse perspectives in a safe space enables the various parties to share their views, which in itself is the basis for value creation.

Providing a platform for innovation

The juxtaposition of diverse perspectives, based on the interviewees, enables value creation and can lead to innovation.

"...the deliberate juxtaposition of ideas and different organisational cultures or institutional cultures can drive innovation. Innovation is very seldom driven within a very big institution because they are usually set up to manage the status quo and not to change it...if you want innovation in your society it is helpful having someone organise the space where people can come together in a non-threatening way, in a safe way, in a non-antagonistic way..." (Expert 2)

“...it’s only with that kind of platform that you can then move into more innovative ways of doing things, but that requires a lot of skills from the people that are ...but having said that, my experience is – that some of the most astounding innovations are the most common sense ones... out of engagement, I think automatically comes...innovation...” (CIO 6)

5.6.2 Appreciating intangible value

General conceptualisations of value from the partners’ perspectives often alluded to the output that would be realised through an effective partnership (as opposed to the ‘direct’ value outlined above) enabled by the intermediary. While respondents noted a range of perspectives on value, numerous respondents emphasised the importance of intangible value, despite the difficulties in measuring it, as a precursor to the realisation of a more measurable tangible value. Intangible value is often viewed as the levels of trust, tone of engagement, and attitudes of the respective parties which enable further value to be generated.

“I am looking at the change, the influence, change in behavior and attitude of the people that you work with, so intermediaries do a play a key role in achieving that, so both really but sometimes we ignore the intangibles.” (Community 1)

“...the real value is understanding of each other’s perspectives and an alignment of your actions...the value is really understanding each other’s perspectives and aligning your capacity to act.” (Business 3)

“I think value is when ordinary people benefit” (Community 3).

“...it gives people a louder voice” (CIO 5)

“So sometimes you can very easily find lots of values, we want a better quality of life, more vibrancy, more inclusion – we want all that stuff” (CIO 1)

We can observe here also the broad range of intangible aspects which may be viewed as valuable, but are unlikely to be measured by the CIOs.

5.6.3 Difficulty of measuring CIO value

While the intermediary may do much to enable partnerships, the findings show that getting to a clear and comparable understanding of the effectiveness of CIOs, by the admission of experienced experts, is rather difficult.

"There are metrics to measure that and we are still grappling with that... After a while your donors or your members or partners say, actually are you adding value, how do you show that? You've got to look for the evidence collectively and easier said than done." (Expert 2)

The findings on CIO value point to distinct CIO value contributions including convening, providing a neutral platform, providing a translation service as well as a platform for innovation. In addition to appreciating the importance of intangible value, the sources of intermediary value creation were noted as leadership, resource exchange and exploiting common interests. The descriptions of value by interviewees tended to focus on what comes out of the interaction between partners, to joint rule making and implementation. The results also revealed the difficulties associated with effectively quantifying CIO value.

5.6.4 Sources of partnership value creation

While the intermediary platform enables the creation of both tangible and intangible value, the respondents also provide more granular insight into how value gets created at the partnership level, of which the intermediary is a part. The common points which emerge as providing the basis for value creation, after the partnership has been formed, with the intermediary as an enabling platform, includes leadership as well as similarities or differences in partnership interests.

Leadership

The role of leadership in being able to generate the value (surfaces here again, after the discussion on capabilities) and serves to underline the importance of leadership in achieving valued outcomes.

"...the value that has got to come from it is that critical leadership must actually begin to say as one, 'this is what is good for this nation'. And if we want to achieve this in the next 20 years these are the compromises we need to make, these are the trade-offs we need to make." (CIO 2)

"What is unique and different and where the value comes is that it takes extraordinary leadership that is [name of organisational leader, my [organisational leader title]. Who saw the gap, neither local government nor province were able to drive what had to be done. It is a unique situation; it is a value that no one can ever measure." (CIO 3)

Resource exchange

The direction in which resources are exchanged between partners also appears to have a bearing on value creation as well as trust.

“the concerns that I have at the moment is that we pay for security guards, we pay for cleaners, we have now started to look at taking over parks and the city is saying – yes, yes, yes, great idea, we will support you, of course they are because it means they are not doing their jobs...we need to be ensuring that yes we will do some of this but what is in it for us guys, where is the rates rebate for us” (Business 1)

The lack of bi-directional resource exchange appears to create suspicion and undermine trust amongst the parties.

Exploiting common interests

The extent to which partners are able to find common ground sometimes within the partnership also appears to be the basis for value creation. In particular, the relationship between more organised business and the informal traders with a common interest in improving City effectiveness creates a pathway for value creation. A community representative quote (mentioned before) serves to illustrate this point as well:

“Okay so we’ve met with these guys [community sector] to see what they want. What they’re looking for, what we’re looking for and it was like an eye opener because what they’re looking for and what we’re looking for, it was the same thing. So the problem is the city council.” (Business 2)

“And then in fact to get government to realise, we are not going there alone, we are going there with [inner city stakeholder], we met with business... so this is ground breaking stuff” (Community 3)

The government sector similarly sees the potential of the partnership platform in overcoming common interests:

“...it (the partnership) is also used to implement the city’s vision, objectives and goals. If you look specifically at the inner city, if we need to create high density environments, or spaces for sustainable settlements, you are going to use that partnership to ensure that any implementation that is happening within the private realm is happening in line with the

city's vision. So it is not just them talking to us and bringing the issues, it is also us influencing any implementation to be in line with overall vision...and finding solutions to the problems." (Government 2)

Effective CIO's appeared to have a more granular understanding of partnership interests and how this can be developed to unlock ongoing value, moving from the intangibles in the interaction along a continuum to extracting tangible resource value.

"Also there is a different value with the private sector; the private sector value is to then get business to business relationships. So the one is very clear, private sector involvement must be to business to business from their perspective... if you setup your partnerships properly with the private sector, they will see the kudos in CSI, they will be able to take the pictures, but there is something much more important and that is, when I say the soft grey support, for example [private sector partnership company name] does, their young presidents now collect clothes for the children at [CIO], the people come and do layettes, people come and do food drives...and then it is business to business and you land up making sure that you get let's say a five percent discount as a preferred supplier and as a preferred business to business relationship" (CIO 3)

5.6.5 Value descriptions

The way value is described by interviewees provides insight into the varieties of value and provides some texture to the characterisations of partnership value as they emerge from intermediated partnerships. From the interviewees, we are able to glean a type of value which is based on the interaction between partners as well the potential to create a type of value which the partners are unlikely or unable to create independently.

Value of association

Some descriptions of value appear to be less about the interaction between partners, but more related to the association of some partners with others:

"So they become really a conduit for money in support of particular causes, they could also, if we look at resources, we can talk about spreading, which says resource could also be legitimacy, not necessarily money, where we are able to link you with these groups who bring legitimacy to what you do...if you are able to say we work in conjunction with people

who have the skills or who are reputable, that in itself is lending that legitimacy to the cause of the people who are involved.” (Community 1)

While these descriptions of value apply to what can be extracted from a partnership facilitated by an intermediary, the intermediary is able to add further value by formalising or institutionalising the relationship. Beyond this, extending the interaction towards collaborative rule-making, consensus building which in turns forms the basis for effective implementation.

“...the second value is an institutional value, that value is how do you institutionalize these relationships and these conversations...you need to institutionalize it in such a way so that it can be sustainable...The other value add that has to come out of that is how does one start making rules or policies that are jointly owned, so in fact a value add it having credible policies that bring about a consensus, that is your other value add” (CIO 6)

Value of interaction

Linked to the findings on intangible value, numerous respondents cite the value that comes out of the interaction between the partners.

“...we have very energetic get togethers and people are getting to know each other and we invited the City in, and they come – they don’t miss a meeting, and so you would have somebody from the ABSA precinct sitting next door to somebody from Maboneng, and Maboneng saying ‘we want to do this’ and ABSA saying ‘oh do you really, we want to learn with you ‘ – so we enabled all of those things and people have got to know each other better, what they are trying to do, how to work together...” (CIO 1)

"let’s say you have a youth organization, that is focusing on issues confronting youth: their capability will be limited for a variety of reasons...if they were to join up with something like the [CIO name], what they would do is they would bring to the organization the issues of the youth and the energy and dynamism of the youth and creativity of the youth... but from the organization they would also get various capabilities" (CIO 5)

5.7 Summary of Findings

The findings in chapter five show a difficult inner city triggered by challenges in the sectors, and in particular capacity constraints in the government sector. This is aggravated by the antagonistic and at times combative response by the business and community sector. A number of environmental influences however appear to have a counter effect of improving the potential for CIOs. The governance of CIOs was also raised as a key consideration.

The discussion on capabilities revealed five related CIO capabilities with considerable emphasis being placed on leadership. The findings on capabilities also provide perspective on the 'profile' of CIO leaders, which extend beyond the CIO secretariat into the broader partnership leadership network.

The value findings show the difficulties in measuring value, but revealed four direct value creation themes. In addition, specific themes on value sources and descriptions were found which focus strongly on appreciating intangible value.

6 Chapter Six: Discussion of Findings

6.1 Introduction

The previous chapter presented the results from the research process, in which three exploratory questions related to the literature on collaborative intermediary organisation were answered. This was done through interviews with intermediary organisation representatives, experts and individuals representing business, government and the community sector associated with intermediary organisations. This chapter will address the objectives of the research by discussing the research findings in relation to the literature review in chapter two. The structure of this chapter will follow the format of the research questions in chapter three which corresponds with the presentation of the findings in chapter five.

6.2 Discussion of Research Question One: Improving Conditions for CIOs

Research question one sought to address the first objective of this study, which is to explore how context, at the city scale, influences the potential and design of CIOs. Based on the findings the current inner city intermediary context can be characterised as acrimonious and tenuous, largely as a result of the perceived weakness of the government sector, partner responses, and questions on CIO neutrality. The findings however also suggest that (paradoxically) partner responses coupled with a host of environmental influences are shifting partnership dynamics towards enhancing the potential of CIOs.

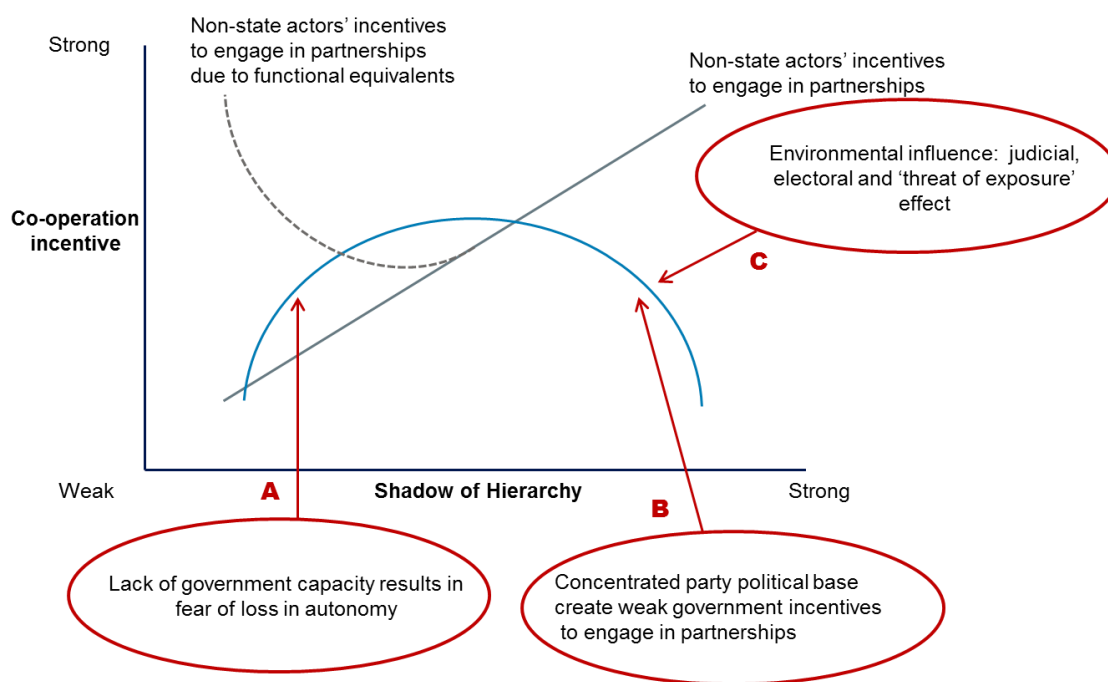
6.2.1 Inner city context influence on CIO potential

While the weakness of the state sector is generally consistent with the characterisation of developing economy countries as outlined by Hamann and April (2013) and Hamann (2014), the abrasive tone of business and community sector responses is noteworthy. Historical factors as well as the strong interdependence and spatial proximity of actors within the inner city urban setting is a likely contributing factor. Beyond the tone of feedback however, the content of responses from the business, community and some intermediaries point to the weakness of the state sector in fulfilling its basic mandate.

The reasons provided for the weakness of the government sector show a lack of incentives to collaborate on the part of the government sector, underpinned by the feedback about there being a lack of political will, corruption and a lack of accountability. This is consistent with the characterisation of weak states by Börzel and Risse (2010). In addition, a lack of sufficient capacity or capability is illustrated by the comments on the lack of human resource capability and continuity within the government sector. These observations suggest the relevance of the “shadow of hierarchy” model, (adapted below for illustrative purposes) in understanding the inner city intermediary context.

In light of its perceived weakness, the government sector may be located on the left hand side of the horizontal axis (see point A on Figure 12), which is characterised as having less incentives to collaborate because of a fear of a loss in autonomy, and basic rules governing the collaboration not being enforced (Hamann, 2014).

Figure 12: Interpretive adaptation of Shadow of Hierarchy, Hamann (2014)



This weakness of the government sector should however be viewed against the reality of a fairly concentrated party political power base within government at a national and provincial level, that of the leading political party, the African National Congress (ANC). The ANC has enjoyed unbroken electoral support (with only marginal declines) for twenty

years of South Africa's democracy. This is despite sobering analysis on the lack of sufficient progress, widening inequality and a uneven state effectiveness (National Planning Commission, 2011). This suggests that while the government may be weak in terms of its capacity and effectiveness, the concentration of party political power within the state may suggest the prevalence of a lack of incentives to cooperate, which can be located on the right of the continuum (see point B on Figure 12). The right hand side of the horizontal axis represents weakening state incentives for cooperation due to states preference to provide governance itself and the reluctance to share authority (Börzel & Risse, 2010; Hamann, 2014). These forces of a lack of capacity and a concentration of party political power within the government sector arguably has the collective effect of further undermining the ability and willingness of government to cooperate as a meaningful collaboration partner. The collective of effect of these two weak incentives on either side of the shadow of hierarchy continuum perhaps also partly explains the frustration and antagonistic tone of the business and community sectors.

Furthermore, the findings suggest the potential lack of sufficient conditions on the part of government sector for intermediaries to make an impact, which poses questions on the efficacy of partnerships given the current climate. This is consistent with the view expressed by Hamann (2014, p. 75) about the need for a 'minimum' level of state capacity noting that "the requirements for effective state participation are not trivial". However, most interviewees sought to explore, exploit and cite a range of mechanisms to remedy the issue of weak government, including continuing direct engagement with the government sector. This provides the basis for the support of weaker sectors to become a CIO capability discussed further in question two.

Other environmental influences outlined in the findings, particularly related to the responses of the business and the community sector to the weak government sector are also worthy of analysis. Both business and community sector representatives noted litigation against government as an alternative, but also a 'last resort' to coerce government into action. The community sector in particular had successfully challenged government at constitutional court level, which prompted unsolicited responses from government representatives in interviews. A senior government official noted that:

"...given the recent informal trade crisis we need to rebuild that trust. I mean, that has done a lot of damage to the City..." (Government 2)

While an expert noted that litigation is inimical to the ethos of partnerships, this development, paradoxically, appears to have had the effect of increasing the willingness of government to partner. This is demonstrated by the same government official (who made the statement above) now playing a role in jointly defining the terms of reference of a multi-stakeholders partnership. This partnership forms part of the official institutional arrangements of the recently approved (as per Government official interview feedback) Johannesburg Inner City Transformation Roadmap (*Inner City Transformation Roadmap*, 2013, p. 68). This development, arguably part of a set of environmental influences suggest that the strengthening of individual stakeholders, in this instance the community sector, noted as being fragmented in the findings, as well as an effective and independent judicial system as contributing factors towards shifting partnership dynamics (see point C on Figure 12). In view of the hostile rhetoric and the confrontational approach adopted by business and community sector representatives, a shift in the tone of engagement as well as deliberate trust building would be required to progress towards genuine collaboration.

6.2.2 Environmental influences on CIO potential

Other environmental influences highlighted in the findings include the steep increase in often violent service delivery protests across the country and in the Gauteng province, due to a lack of basic service provision particularly in impoverished areas. Linked to this, is the rise of a new political party, the Economic Freedom Fighters (EFF), which defines itself as a “militant economic emancipation movement” which is “radical, leftist, anti-capitalist and anti-imperialist” (“The Economic Freedom Fighters”, n.d.) The dramatic emergence of the EFF and its relative success in the 2014 general and especially Gauteng provincial election is noteworthy. Having secured ten percent of the Gauteng provincial electoral support has lead University of Witwatersrand dean and political commentator Professor Adam Habib to tweet, “The ANC's 10% fall in Gauteng suggests that it runs the risk of losing urban metropolises & the middle classes, crazy for a party of modernity” (Habib, 2014).

The broad effect of this, even if only psychologically, illustrates the role of a free and fair electoral system within a vibrant political environment on shifting partnership incentives on the part of government. Linked to the point of an effective electoral system is the threat of exposure to high profile government officials or the media. According to Reporters without

Borders, the largest press freedom organisation in the world, South Africa has relatively high levels of press freedom, ranked 42 out of 180 countries (*World Press Freedom Index 2014*, 2014). While this may not have a direct consequence on partnership dynamics, the freedom and vibrancy of the press may play a role, albeit sometimes negatively, in shaping partnership incentives.

A final development relates to the formation of alliance oriented dyadic partnerships, partially facilitated by intermediaries, between the business and community sector to collaborate. The collaboration however appears to be an attempt to strengthen their (business and community sector) collective position towards the government sector.

This discussion demonstrates that while the government sector may exhibit characteristics of limited statehood (Börzel & Risse, 2010) a more granular appreciation of state and non-state capacity is required, particularly in respect of the relative strength of key democratic state institutions. Börzel & Risse (2010) note that the functional equivalents to the shadow of hierarchy can be conceptually distinguished according to the underlying logic of social action, and refer to the logic of consequences as well as the logic of appropriateness which may drive alternatives. They furthermore note that while the “essence of statehood is the ability of the state to enforce collectively binding decisions, ultimately through coercive means, via its monopoly over the means of violence” (Börzel & Risse, 2010, p. 120), it is not the only way to generate a shadow of hierarchy. The findings here suggest that the relative strength and effectiveness of a variety of democratic and state institutions and the interplay of partner actions also play a role in shaping government incentives to partner, and therefore offer an alternative ‘shadow’.

The extent to which these influences translate into a more conducive partnership climate over time remains to be seen, however the findings suggest that the shift currently is toward partnerships and collaboration. This improves the potential and viability of intermediary organisations. On the other hand, populist politics and weakening state institutions are likely to lead to isolation, degeneration and despair.

6.2.3 Contextual implications for CIO design

The findings illustrate the challenges of designing and establishing the intermediary organisation as an independent and distinct organisational form. Linked to this are funding

concerns which are perceived to impact intermediary neutrality and therefore requires a certain degree of partner maturity.

Hamann and April (Hamann & April, 2013, p. 20) note that “CIOs need to exist in a subtle state of “embedded autonomy” within the broader institutional context” in reference to integration with statutory authorities which ensures alignment, but also provides space for experimentation. In discussing the Cape Town Partnership, Hamann and April (2013) furthermore note that the strong similarities to “standard” organisational governance was identified as a strength by numerous interviewees. While the findings on intermediaries within the Johannesburg inner city are analogous, considerable emphasis is placed on the importance of sound organisational governance structures, which emphasise and enhance intermediary autonomy within the “the incumbent complex of practices, technologies, infrastructures, markets, and institutions” (Van den Bergh et al., 2011 cited in Hamann & April, 2013, p. 12). Thoughtful organisation design and governance in the establishment of CIOs, covering all the key elements of organisation design (Cummings & Worley, 2009), in line with the observations of WCEDP MoA (Western Cape economic development, 2013) is suggested to be a basic requirement for CIOs to be effective. The various design and governance principles set out in the MoA must clarify institutional arrangements (which should be inclusive); adopt shared values which encourage collaborative leadership, as well set realistic objectives and performance measures supported by reporting which will serve to build legitimacy and autonomy (Cummings & Worley, 2009; Hamann & April, 2013).

The ability to design and position the organisation within the ‘incumbent complex’ furthermore implies a well-grounded understanding of the existing ‘system’ of what scholars refer to as the starting or initial conditions (Ansell & Gash, 2007; Crosby & Bryson, 2005) . The objectives and positioning of the intermediary organisation should be clarified with potential partners upfront, to establish intermediary autonomy and solicit interest and support for the partnership. This corresponds with the design prescription offered by Crane and Seitanidi (2008). It can also be linked to the discussion which contrasted the structural perspective of the intermediary with the value perspective (Lingo & O’Mahony, 2010) in which the intermediary contributes to outcomes which do not only enhance social capital for intermediary organisation but also for the involved partners. It also corresponds with Hundal (2014) who similarly notes the role of the broker in building and clarifying governance processes and procedures. Hundal (2014) however list this

within the “managing and maintaining” partnerships phase, as opposed to the former “scoping and building phase” as may be inferred from the findings.

These findings also are reinforced with practitioner perspectives offered in the September 2014 issue of the Annual Review of Social Partnerships in an article entitled “The Western Cape Economic Development Partnership: A Collaborative Intermediary Organisation”. In commenting on CIO challenges, Cloete (2014, p. 69) highlights the importance of avoiding role confusion and territorialism and the critically “focusing on the mandate and learning to say ‘no’”. This also serves as a reminder that although the WCEDP MoA provided a useful practical basis to review typical CIO design consideration, the WCEDP (despite having made notable and rapid progress (WCEDP, 2014) is still establishing its place as a valued partnership platform and will likely have to adapt to changing conditions.

The final aspect associated to establishing the autonomy of intermediary organisations relates to funding. Hamann and April (2013) do raise funding, more in terms of sufficiency as opposed to the implication of funding on intermediary autonomy. They do however note the possible role and influence of a single donor in thwarting the outcome of another CIO, the Grabouw Sustainable Development Initiative (Hamann & April, 2013). A number of interviewees within the inner city however emphasised the role of the source of funding on perceived intermediary autonomy and neutrality. While Hamann and April (2013) reference Hodson and Marvin (2010) with respect to the need for ongoing funding and organisations stability, Hodson and Marvin (2010.p. 483) make reference to the necessity of securing “sustained broad-based financial support”. The importance and relevance of the broad based nature of funding within the Johannesburg inner city context may be attributed to the lack of maturity and low levels of trust amongst the stakeholders. This again complements the recently published practitioner perspective on the WCEDP around the source of funding and broadening the funding base beyond a single sector in order to ensure neutrality and sustain the organisation (Cloete, 2014).

The findings also suggest that the ability to secure broad based funding should be complemented with a certain degree of maturity amongst the partners. This should be supported by sound organisational governance, which ensures a high degree of autonomy and financial sustainability, but also implies the need for CIO leadership who should be viewed as credible based on previous trust building interactions.

6.2.4 CIO context summary

The question one discussions reveal that the partnership and intermediary context is tenuous with low levels of trust between partners. Despite the valid questions on the states capacity as a credible partner, there are a number of factors, which may broadly be viewed as ‘functional equivalents’ to the shadow of hierarchy (Börzel & Risse, 2010) acting as a positive force in shifting the partnership dynamics towards collaboration. Consequently, the findings furthermore show a degree of openness and willingness for the state sector to collaborate, which can be leveraged by collaborative leaders from other sectors, as well as CIOs, through constructive and non-threatening engagement. The discussion furthermore shows the influence of the context on CIO design and governance to enable cross-sector partnerships. In particular, the importance of clearly defined CIO objectives, shared values, sound governance and broad-based funding should ensure and reinforce CIO neutrality. Collectively, this discussion shows improving intermediary conditions and potential for carefully designed CIOs. The effectiveness of CIOs over time however hinges on CIO capabilities, the subject of the next question.

6.3 Discussion of Research Question Two: CIO Capabilities

The second research question attempted to identify the required capabilities for CIOs. A number of overarching observations are discussed followed by a more in depth discussion on each of the CIO capability themes outlined in chapter five.

The question of CIO capabilities revealed five interrelated themes grounded in the research context. The interplay of the context and the maturity of partners is a key factor in shaping the required role and capabilities of the CIO. Locating the development of sampled intermediary organisations on the Partnership Brokers Association (PBA) model (Figure 7), illustrates that most intermediaries are focused on the “scoping and establishment” as well the “managing and maintaining” phases of intermediary development (PBA, 2012). This is arguably not surprising given the challenges CIOs face, and is consistent with PBA practitioner experience where they note that “comparatively few brokers in our orbit have at this point had to navigate the latter stages of a partnership” (PBA, 2012 p. 12).

In discussing CIO capabilities, an observation from the findings reveals the challenge of clinically separating the CIO secretariat from the partners, as well as the resulting partnership platform.

“Is it (referring to the CIO) just the small group of people working for it, the legal entity, the funded element, or is it the partnership which includes the mayor or the premier or the head of this or head of that. I think you can’t differentiate.” (Expert 2)

While the capabilities distilled from the interviews relate primarily to the CIO secretariat, meaning the core group of individuals who have as their primary function the development, facilitation and enablement of cross-sector partnerships, these capabilities may be highly relevant to partner leaders as well. Furthermore, in light of the relationship with the context and partnership characteristics, the proposed definition of a capability as an organisations ability to repeatedly perform processes which generate value should be recalled here. This value, as was previously noted, is perceived and received by the respective partnership stakeholders, which by necessity implies the need to ground the discussion on capabilities within a given context. Furthermore, in line with the proposed definition of a capability, each of the identified capabilities may in turn require a variety of processes, which may be considered the next level of detail to the ‘capability’ level. The CIOs ability to adapt to a changing context to ensure continued value generation is perhaps an obvious yet essential over-arching strategic capability which is necessary for intermediary survival. However, this ‘survival’, as noted by Hundal (2014) and PBA (2012) may take the form of intermediaries exploring ways to reduce involvement or exiting the partnership as the partnership matures.

“I think part of this business of having facilitative or intermediary entities is they have a life... And the big trick is, as hard as it is to sort them out it’s even harder to close them down...” (Business 3)

The definition of capabilities from the strategic management literature is still deemed useful for intermediaries, as this phenomenon of intermediaries exiting partnerships can be likened to (the business management capability of) assessing the viability of exiting a specific market or industry.

A further observation is the structural location of the intermediary in relation to other sectors and how this may have influenced the articulation of capabilities (as discussed in

the research limitations). While Hundal (2014) and Arenas et al. (2013) point to some differences in roles and ostensibly capabilities when comparing internally located (within a partnership organisation) with independent intermediaries, the results did not point to distinct differences. A notable exception here relates to the discussion on CIO design and governance (discussed as part of question one) which was more pronounced amongst the independent intermediaries.

Given this background discussion the identified capabilities are presented diagrammatically below and discussed individually.

Figure 14: Identified CIO capabilities



6.3.1 Leadership

The leadership theme was pervasive and revealed the importance of impartiality and maturity of intermediary leaders, relational skills of leaders, leadership’s role in building and maintaining trust, as well as identifying and growing collaborative leaders.

The capability theme of leadership is consistent with the emphasis placed on in particular collaborative leadership by Hamann and April (2013). The explicit contrasting of “command and control” and hierarchical leadership (Alexander et al., 2001) with

collaborative leadership points to the importance of this distinction in leadership styles. The findings also point to the necessity of collaborative leadership within the intermediary secretariat as well as the individuals representing the respective sectors in the partnerships. This emphasis on leadership which extends beyond the CIO secretariat appears to draw parallels with the description of “collateral leadership” (Alexander et al., 2001; Hamann & April, 2013). Alexander notes that a partnership “relies on a broader base of leadership” (Alexander et al., 2001 p. 166), which supports rather than substitutes the leadership exercised by designated partnership leaders.

The findings also point to a number of relational capabilities, specifically communication and deliberation skills, the ability to navigate through complexity and ambiguity as well as the ability to harness conflict toward innovative outcomes. These are all consistent with the CIO capabilities noted by Hamann and April (2013).

Another strong theme related to leadership, highlighted as an essential ingredient, in relation to the intermediary as well as the broader leadership base is trust.

“I think for me, the success of an intermediary boils down to leadership, because from leadership flows the trust...” (Business 1)

Furthermore, the findings also suggest the ability to rise above partisan interests; leaders who possess a certain degree of maturity and wisdom and whose life and career accomplishments afford them a certain degree of autonomy. This is possibly linked to trust, whereby individuals are perceived to be less inclined to be partial, and are able to engage candidly with wisdom and without fear of reprisal. Trust was also associated to openness in engagement.

“The biggest issue for me... is, for people to build trust, for these organisations to actually build trust they must be able to play an open game when they engage with the municipalities. At the moment there is no trust whatsoever...” (Government 3)

These statement on the importance of trust and trust building correspond strongly with Crosby and Bryson (2010) who note that trust is comprised in “interpersonal behavior, confidence in organisational competence and expected performance, and a common bond and sense of goodwill” (Crosby & Bryson, 2010 p. 223). Crosby and Bryson (2005) also note that trust is built by sharing information and knowledge, which again is linked to openness. The confidence and trust that partners and others have in the leader may vary

well be due to the “micro-interactions” of the past (Putnam, 1993 cited in Siisiäinen, 2000) which builds social capital as well as external legitimacy (Hamann & April, 2013). This trust based on past interactions or experience may be a necessary requirement for the CIO leadership, since collaboration partners may not initially trust each other (Crosby & Bryson, 2010). This initial trust may then form the basis for the resultant confidence in the organisations competence and performance, which needs to be leveraged for on-going trust building (Crosby & Bryson, 2010).

6.3.2 Understanding interests and growing trust through seizing opportunities

While collaborative leadership is a foundational capability, the ongoing dynamic work of the CIO appears to be more about the ability of the intermediary to grasp and grow the interests of the various partners and use this as the basis to build trust and create value (building trust in action). Numerous interviewees articulated their view on the requirement for trust to exist, but at the same time stated that trust should be built in practice, by “doing what is doable”.

“...so build it (trust) in action and build it in practice. It is like any start-up. You’ve got to raise a level of trust in your early investors if I can put it that way and you’ve got to the deliver to maintain the trust and crowd in new investors. It is quite... you have to be quite entrepreneurial I think.” (Expert 2)

Partners may not fully trust each other and trust building is an ongoing requirement for successful collaborations (Crosby & Bryson, 2010). Some of this initial trust building through action, akin to the suggestion of leveraging “micro-interactions of the past” (Siisiäinen, 2000), may be a precursor to enhancing the profile of the CIO leader to establish the formal CIOs role and governance. Arguably in environments of low trust and immature institutional arrangements, more must be done to build trust through meaningful engagement and effective action. This observation should be viewed in light of the discussion on the bifurcation of intermediary role in the visioning and deliberation as well as the implementation phases of the partnership (Hamann & April, 2013). The type of effective action suggested here is not necessarily “implementation” oriented. Rather it is grounded in the interests of the respective partners (Lingo & O’Mahony, 2010), and is therefore perceived as being meaningful and impactful. This view is informed by the characterisation of the neutral (non-allied) “mediator” intermediary role outlined by Arenas et al. (2013). In describing the neutral “mediator”, they point to the intermediary as trusted

for its “unbiased and even handed approach”, “credible for its expertise”, and “able to translate meanings and knowledge” (Arenas et al., 2013 p. 734). The seizing of collaboration opportunities being suggested here, is what may be required to establish the required credibility for expertise as an unbiased and trusted translator of meanings. This would then, as Hundal (2014) suggests enable the broker to build the recognition, status and acceptance from the respective partners and their key constituencies.

There may be a virtuous cycle which emerges, which stems from the growth of trust through progressively seizing collaboration opportunities which advances partners interests. This enables the intermediary to get inside of the different partners perspectives (Hundal, 2014), which in turn enables the intermediary to, in line with the Stadler and Probst (2012) mediator role, seize further collaboration and trust building opportunities.

Interviewees furthermore pointed to the importance of the CIO and its representatives having a strong understanding of self, social intelligence and relationship management, as well as an understanding of the broader socio-economic reality. This corresponds broadly with the view of Babiak (2009) who notes that intermediaries play a critical role building an atmosphere of trust and reciprocity through a holistic understanding of various roles and interests.

While understanding interests have been noted in the literature, the findings also point to the importance of being able to grow the interests of partners, to extract what was referred to by an interviewee as “soft ongoing value”. This may be likened to the reviewing and revising phase in the PBA (2012) model where they suggest reviewing the added value of the partnership to the partners. However, the ongoing value suggested in the findings take this further by suggesting that partner trust and goodwill may even be leveraged to contribute or add value to an organisation or cause, beyond the initially defined objectives of the partnership.

6.3.3 Supporting partners to get the basics right and fulfill their mandates

A marked variation in power and capacity between the sectors was a strong finding which was expected within the research context (see question one discussion of findings). This constrained partnership potential and collaboration effectiveness, since individual partners, most notably the government sector, were not perceived as credible, as a result of struggling to fulfill its basic mandate. It should however be noted that this ‘support’

would extend beyond the government sector and may include support to the largely fragmented community sector.

The discussion on question one revealed a low level of state capacity coupled with a high level of political party concentration within the state sector, both of which undermine partnership potential. Hamann (2014 p. 75) furthermore observed that “the requirements for effective state participation are not trivial”, but raised the question of whether non-state actors can strengthen state capacity to the required level and how this might happen.

Despite the adversarial tone in engagement, findings show that there is a willingness on the part of non-state actors to assist government, most notably from the business sector. The willingness of to take on increasing (urban management) responsibility within the inner city corresponds with the description of functional non-state equivalents outlined by Börzel and Risse (2010). A likely motivator for this could be the immediacy and impact of the lack of government capacity and delivery which is directly felt by inner city businesses, especially those involved in property management. This suggests that the willingness of business to assist may be more related to what Börzel and Risse (2010) term the logic of consequences, whereby self-interested and utility-maximising actors contribute to governance based on the right incentives, as opposed to a purposeful intention to strengthen government capacity. The openness expressed by government sector officials to receive non-state sector support, suggests a potential role for intermediaries along with other non-state actors in strengthening state capacity. The manner in which this support may be offered by individuals, representative bodies or intermediaries, must however remain sensitive to government sector constraints.

It is helping you deliver better on your mandate rather than saying you are useless....It is tempting for the outside sector to say give it to us we'll do it better. Sometimes you could do it better but that is deeply threatening and undermines the partnership. You have to go to the business community and say, actually don't criticise the City Council help them deliver on their basic mandate...” (Expert 2)

This help may occur through directly approaching the government sector with specific projects which may have a sectorial or geographic scope. One such example of successful direct engagement was provided by a government official who noted the support provided by the Maboneng precinct, championed by Propertuity, a property development company. The Propertuity approach, according to their

website (Propertuity, n.d.) is based on taking a deliberate inclusionary and innovative approach to urban renewal. This approach presumably informs an engagement tone which is more conciliatory and constructive, which may crowd in government sector support. This furthermore points to the relevance and importance of collaborative leadership on the part of business sector leaders as collateral leaders who should pay attention to the manner in which goals are pursued (the “how”) which may be viewed as equally important as the goal itself (Alexander et al., 2001; Hamann & April, 2013). This point is underscored by the comment by a senior government sector official about the government becoming increasingly ‘media-shy’ signaling a sense of isolation and a defense to what is likely experienced as a barrage of fierce criticism in the face of insurmountable challenges.

This capability may appear naïve, in light of especially business sector fiduciary obligations to shareholders. The results however indicate that business sector representatives are already engaged in activities which go beyond a narrowly defined shareholder interest mandate. CIO leaders should leverage this, and shift the engagement beyond symbolic trust building, which is necessary, to the realisation of a more inclusive shared value (Porter & Kramer, 2011). By adopting this as a CIO capability (or even objective), CIOs may be viewed as a non-state functional equivalent (Börzel & Risse, 2010; Hamann, 2014). CIOs present a platform for collaboratively building capacity to get the basics right within sectors (and crowding in partners), but also creating space for more innovation collaboration based on enhanced credibility, trust and mutual interest.

A further insight relates to the simplification of collaboration and where possible, government sector processes to enable effective execution and leveraging of basic sectorial mandates. The focus on simplicity and repeatability may also help to overcome the challenge of partnership continuity (Alexander et al., 2001) especially within the government sector, which was raised as a concern by a number of interviewees.

6.3.4 Analytical capability

Analytical capability which was raised by a number of interviewees relates to learning, research, knowledge management and joint problem solving. This capability, from the perspective of interviewees is about developing a holistic and systemic understanding of the problem, which is uniquely afforded by skillfully bringing together diverse perspectives within the partnership. Problem solving constructively is raised in the “managing and

maintaining phase” (PBA, 2012) as well as by Stadler and Probst (2012) as part of the Learning Catalyst role of the intermediary in the problem setting phase. When assessing the view of Hodson and Marvin (2010 p. 483), this analytical capability extends beyond the role of the intermediary secretariat to the broader partnership network. They note the ability of the intermediary to effectively “‘plug in’ to the networks of partners to enhance capacity” and developing effective learning cultures and the adaptability to “constantly work at developing and re-developing the knowledge base” which the intermediary has access to.

6.3.5 Attributes

The findings furthermore point to a host of personal attributes which appear to be consistent amongst intermediary organisations and individuals involved in partnership work. These attributes it appears are what enables intermediaries to sustain motivation and participation despite difficult circumstances.

“The challenges and the ability to succeed within the challenge of course makes one more equipped...often it is one hundred percent debilitating and I always say I have big shoulders, I have the biggest shoulders” (CIO 2)

Tenacity, passion, genuine interest, a long term orientation as well as a commitment to the public interest appear to be noteworthy and valuable attributes which enable intermediaries to be effective and successful. The individual and personal attributes of intermediaries as well as personal motivations are not explicitly addressed in the surveyed literature.

6.3.6 Capabilities summary

The discussion on question two about capabilities showed the role of collaborative leadership within the CIO and partnership formation, and the related potentially foundational role of identifying interests and seizing opportunities to collaborate in ways which add value for partners and build trust. Furthermore, we observed the importance of assisting weak partners, which can be achieved if approached constructively and sensitively. Furthermore, analytical capability, and individuals who are deeply committed and passionate about delivering public interest value through partnerships. The development and application of the proposed capabilities, it is argued, will enable CIOs to generate value.

6.4 Discussion of Research Question Three: Value

Research question three sought to explore how CIOs create value. The question of value can be viewed in respect of the value that the CIO generates establishing and enabling the partnership, but also in terms of the value that is generated by the partnership itself.

The findings underline the challenge of applying the definition of collaborative value as “transitory and enduring benefits relative to the costs that are generated due to the interaction of the collaborators and that accrue to organisations, individuals, and society” (Austin & Seitanidi, 2012b p. 728). The wide-ranging articulations of value from interviewees demonstrate the difficulty, noted by Hamann and April (2013), of clearly defining public interest value, over sectorial interests. Interviewees also explicitly expressed the challenge they face in effectively measuring intermediary organisation value.

“Look it is probably the toughest question to answer. How do you prove that collaboration adds value to everyone’s work? ... There are metrics to measure that and we are still grappling with that.” (Expert 2)

This is supported by Cloete (2014) who furthermore notes that people and organisations want immediate and tangible CIO results, yet causality is difficult to establish and prove. She notes that the work of CIOs should be inherently viewed as a long term process but “short term return on investment of stakeholder time, energy and funds in partnership building needs constantly to be demonstrated to sustain longer term participation” (Cloete, 2014, p. 69).

While the intermediary may fulfill a role in scoping and building the partnership, which is in itself valuable (as will be discussed below), the benefits of the partnership platform itself, could at least in part be attributed to the intermediary. None of the interviewees were rigorously measuring value, although all were able to articulate the sources and type of value they believe stemmed from the intermediary organisation.

In discussing CIO value, the concept of success comprising of effectiveness and accountability are perhaps more useful in the discussion. Effectiveness is defined as cost effective achievement of stated objectives, whereas accountability refers to fairness and legitimacy, which refers to the procedural aspects of socio-political feasibility (Hamann & April, 2013; Hamann et al., 2014). The criteria of legitimacy appear to be particularly

relevant in that it corresponds quite strongly with the emphasis on trust, leadership reputation, neutrality and governance (discussed in question two).

There are four direct intermediary value contributions, broadly linked to the criteria of effectiveness and legitimacy. These are the value of convening, providing a neutral platform, providing a translation service, as well as the potential for innovation through the juxtaposition of perspectives. Each of these aspects will be briefly discussed. Following this, the sources and types of value identified will be assessed and discussed using the Collaborative Value Creation framework (Austin & Seitanidi, 2012b).

6.4.1 Value of convening

The value of convening draws attention to the role of the intermediary in explicitly facilitating and enabling cross-sector work, which can be contrasted to the typical inward focus of sector representatives.

“No-one has collaboration in their job descriptions in a big institution...you convene people to work together because they wouldn’t... it is not expected of them...” (Expert 2)

The role of the intermediary in convening partners is articulated in the literature by Hundal (2014) as well as Stadler and Probst (2012). From the perspective of Hundal (2014) this is related to initiating the idea of partnering and making the case to potential partners, donors and decision makers, as well as energising or enthusing the respective partners. This is positioned in the “scoping and building phase” of partnership development (PBA, 2012). Stadler and Probst (2012) (see Figure 5) however view the convening role, and the value to be derived from convening, across each of the four partnership phases of their conceptual framework for broker organisations roles. The convening role is arguably less critical in subsequent phases (after the initial partnership formation stage), however Stadler and Probst (2012) note the role of the convener in providing legitimacy and ongoing ‘connectivity’ with other actors as ongoing contributions of the convener. The findings in this research therefore correspond with both Hundal (2014) and Stadler and Probst (2012) with a bias towards the importance of the value of convening in the initial partnership formation stage.

6.4.2 Value of providing a neutral platform

Linked to the value of convening is the value of providing a neutral platform. This value contribution of the intermediary organisations are strongly linked to the CIO design considerations in terms of governance and funding (discussed in question one) as well capabilities of leadership (discussed in question two). As the initial conveners, the profile of intermediary leaders in terms of legitimacy and trust are noteworthy contributing factors to facilitate initial engagements. Furthermore, the issues of intermediary organisation governance, shared values, inclusivity and broad-based funding are further requirements which provide the intermediary with the ability to provide a non-threatening platform to openly engage and collaborate. This is especially important in the case of the independent intermediary organisation, which explicitly differentiates itself from other institutions in being a bridge, as opposed to infringing on the mandates of individual partners.

While Arenas et al (2013) do reference the “neutral” role in their typology of third party involvement in partnerships, this is used more to contrast the positioning of a third party that is allied to a particular sector. The value emphasised here relates strongly with the criteria of accountability (Hamann et al., 2014) and legitimacy (Hamann & April, 2013, p. 13) related to the “manifested procedural character, including criteria related to inclusion, fairness and effective deliberation between diverse interests”. The corollary of this suggests that the absence of neutrality may result in partners being perceived as being excluded or being treated unfairly which may undermine the effectiveness of collaboration efforts.

6.4.3 The value of acting as an interpreter and translator

The diverse partnership perspectives underpinned by sometimes conflicting institutional logics (Vurro et al., 2011) creates space for an intermediary to create value in fulfilling the role of an interpreter and translator.

People speak past each other and you can't develop a common agenda if you are speaking past each other...” (Expert 2)

The ability to translate meanings is noted in the mediator role by Arenas et al (2013 p. 735) where they note that the intermediary should be “able to translate and transfer meanings and knowledge between adversaries so that they can overcome misgivings and reluctance”. The work of Lingo and O'Mahoney (2010) perhaps provide more insight into

the potential of the 'interpretation and translation' service provided by intermediaries. They emphasise that brokers must go beyond eliciting input, communication and transference of ideas, but should also be able to synthesise and integrate them (Lingo & O'Mahony, 2010). While the 'interpretation and translation' service may be a foundational requirement to convey meanings, the ability to synthesise these diverse meanings is a further intermediary value contribution, which provides the basis for innovation.

6.4.4 The value of leveraging diverse perspectives towards innovation

Associated to the interpretation and translation services discussed above, is the value generated through being able to synthesise these diverse and potentially conflicting meanings which provides opportunities for innovation. This coincides strongly with the role of CIO leaders framing conflict and tensions as an opportunity for innovation and creativity (Hamann & April, 2013). This potentially more developed form of 'interpretation and translation' corresponds with integrative thinking (Hamann et al., 2013) and the relational processes pertaining to value frame fusion (Ber & Branzei, 2010) and leveraging paradox (Hamann et al., 2014) outlined in the literature review.

While Hundal (2014) refers to the exploration of possibilities, Hamann et al. (2014) outlined how tensions may be leveraged, through creating a safe space, accepting tensions and holding paradox, articulating and surfacing the paradox and then integrating tensions through reframing and innovation. While interviewees did not explicitly refer to paradox, there was ample reference to the value of leveraging tensions in creating space for creativity and innovation.

"I am the biggest believer that tensions are good, tension is important, contested spaces, contested roles... it is a better value because people have been able to put on the table, a different opinion, a different way of doing things (CIO 3)

Hamann (2014) also notes the role of leaders in "creating" paradox, which corresponds with interviewee perspectives of actively seeking out and using differences to move forward.

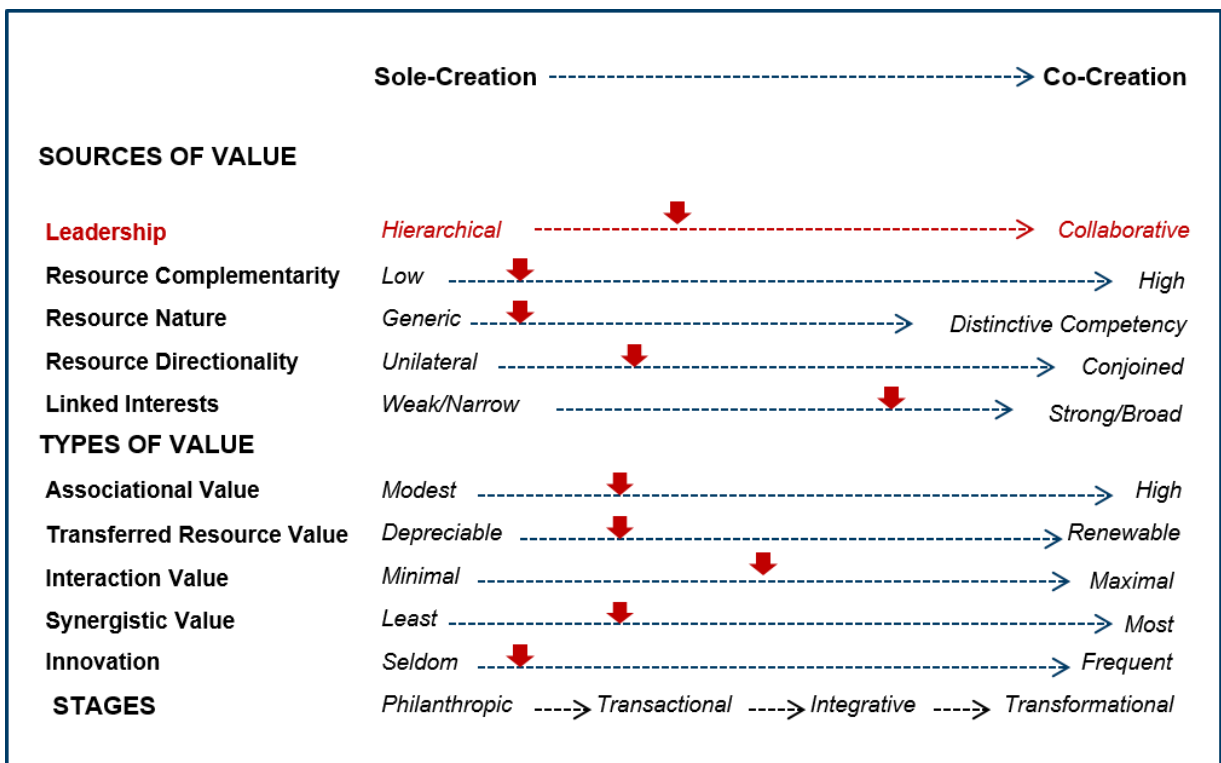
The realisation of this value from intermediaries was expressed as an aspiration for a number of the interviewees, whereas some notable exceptions (the more successful intermediaries) noted a current appreciation for it. This is likely due to the tenuous climate between the partners where the level of collaboration is relatively low, and greater

emphasis is required in convening partners and exploring differences (Gray & Stites, 2013) which can be supported through intermediary interpretation and translation.

6.4.5 Sources and Types of Collaborative Value

The application of the Collaborative Value Creation (CVC) spectrum (Austin & Seitanidi, 2012a) to analyse the findings on intermediary value creation revealed specific sources and types of value. In particular, in terms of sources, the question of the direction of resource exchange (resource directionality) and common (linked) interests between partners featured prominently. In addition, although not explicitly mentioned in the model, leadership was also raised as a source of collaborative value. With respect to types of value, the findings showed some emphasis on associational value, however the majority of interviewees placed considerable importance on realised and potential interaction value, emphasising the intangible nature of this value which should be recognised. Each sources and type of value discussed has been qualitatively assessed in an adapted version of the Collaborative Value Creation (CVC) spectrum model below (see figure 14). The model also includes a new proposed source of value – leadership.

Figure 14: Adapted Collaborative Value Creation (CVC) spectrum: inner city evaluation



Sources of Value

Austin and Seitanidi (2012a) note that although the resource dependency literature stresses that a fundamental basis for collaboration is obtaining access to needed resources different than those one possesses, the potential value of resource complementarity is dependent on achieving organisational fit. While sector responses suggest that resources dependency is high, organisational fit is a constraining factor which reduces collaboration potential. Sectors all noted and acknowledged that they need each other, but struggled to constructively work together. The nature of resource exchange at present is generic given the low levels of collaborative engagement and resource exchange. Resource directionality can be viewed in terms of business and community sectors willingness to engage and commit resources to further the relationship with the government sector, which may be viewed as a shift of resources towards the state sector. The government sectors current actions to constitute and commit resources towards a collaborative partnership platform may be seen as a shift of resource towards the business and community stakeholders. The directionality of resource exchange, based on the CVC model (Austin & Seitanidi, 2012a), could therefore be said to be tending towards unilateral value creation on the left hand sole-creation section of the spectrum, with indications of a shift toward more co-creation. A more evident source of collaborative value within the Johannesburg inner city context however is linked interest. The inner city spatial dynamics and strong inter-dependency between the role-players appears to be a strong factor in aiding the role-players towards attempting to realise value through collaboration as opposed to ongoing confrontation. All sectors noted the importance of working together to overcome challenges. A further observation is the formation of dyadic partner relationships between the 'aggrieved' business and community sector, based on their linked interest in respect of the government sector.

The findings with respect to value sources appear to correspond with the hypothesis by Austin and Seitanidi (2012b p. 730) that "the more collaborators perceive their self-interests as linked to the value they create for each other and for the larger social good, and the greater the perceived fairness in the sharing of that value, the greater the potential for co-creating value". Given the prevailing partnership dynamics within the Johannesburg inner city, it is perhaps too early to assess the extent to which more equitable and distinctive resource exchange and linked interests will be the basis of a more robust collaborative value creation platform.

The findings also suggest that leadership should be considered as an explicit source of value creation for CIOs, with hierarchical and collaborative leadership (Alexander et al., 2001; Hamann & April, 2013) as the contrasting variables on the continuum. Given the emphasis placed on leadership on the findings, this may be a noteworthy addition to the model. The improving CIO context in the inner city has resulted in more openness and willingness of stakeholders to collaborate. More work is however required between the sectors to shift toward co-creation.

Types of Value

While associational and transferred resource value was noted by two representatives from the community sector, the dominant value type raised by interviewees is interaction value. Austin and Seitanidi (2012a p. 731) define interaction value as “the intangibles that derive from the processes of partners working together” which they note requires and produces intangibles such as “reputation, trust, relational capital, learning, knowledge, joint problem solving, communication, coordination, transparency, accountability, and conflict resolution”. The findings point to a number of interviews emphasising the intangible value that is created through interaction by the various partners.

“I am looking at the change, the influence, change in behavior and attitude of the people that you work with, so intermediaries do a play a key role in achieving that, so both really but sometimes we ignore the intangibles.” (Community 1)

“...the real value is understanding of each other’s perspectives and an alignment of your actions...the value is really understanding each other’s perspectives and aligning your capacity to act.” (Business 3)

The highlighting of interaction value is not deemed to be an indication of its widespread prevalence, but rather the value and potential that partners have observed from interactions which do occur. This is understandable when considering the inner city partnership context, and the need for interaction to build especially reputation, trust and relational capital amongst the various partners.

6.4.6 Value Summary

In addressing question three of how CIOs create value the discussion revealed four areas of direct CIO value creation. In applying the CVC model to the inner city context, a further

value source dimension, leadership, was proposed as an addition to the model, and the dominant value sources and types were identified. Linked interest was identified as the dominant value source while interaction value, was identified as the dominant value type. Holistically the evaluation of value using the CVC model reflects the current inner city partnership climate. There are however encouraging developments in terms of the shifts toward co-creation with respect to collaborative leadership (mediated by CIOs), as well as increased appreciation of interaction value. Viewed differently, the applied model highlights the opportunity and potential that exists between partners, in terms of the specific value sources and types which are yet untapped, as they work towards co-creating value.

7 Chapter Seven: Conclusion

7.1 Introduction

This previous chapter discussed the research findings in relation to the literature and showed parallels as well as nuances relevant for both practitioners and scholars. These findings should be viewed in light of the significant challenges facing developing countries, and urban spaces in particular. This work, along with wider evidence from practice complemented by the broader shifts in society perhaps suggests a 'coming of time' for CIOs and cross-sector partnerships in South Africa. This is consistent with the wider global interest in cross-sector partnerships as a form of collaborative governance. The calls for increased cross-sector partnerships as a key ingredient in giving effect to the National Development Plan (National Planning Commission, 2011) make these findings worthy of consideration.

This concluding chapter revisits the research objectives along with the key contributions for each of the research questions. In addition, recommendations to intermediary organisations and sector representatives are offered along with implications for future research.

7.2 Key Research Findings

The research suggests that through particular design considerations and relevant organisational capabilities, Collaborative Intermediary Organisations (CIO) are a potentially useful and noteworthy enabler for public interest value. The research findings and key insights are summarised below.

7.2.1 City context offers increasing potential for thoughtfully designed CIOs

The first objective of this study aimed to explore how context, at the city scale, influences the potential and design of CIOs. The study described the inner city context as emerging from a tenuous toward a more conducive setting for cross-sector partnerships and CIOs.

The government sector within the inner city draws parallels with the characteristics of weak states, providing low partnership incentives on either side of the shadow of hierarchy continuum (Börzel & Risse, 2010; Hamann, 2014). This was met with combative and

antagonistic responses illustrated by the actions and tone of engagement from both the community and business sector, which undermines CIO potential, to the detriment of all sectors. On the other hand, the study shed light on a range on of paradoxical 'counter-forces' increasing CIO potential. Notably an effective judiciary and electoral system, the threat of exposure and the formation of dyadic alliance oriented partnerships. These findings contribute to the work on governance and partnerships in areas of limited statehood (Börzel & Risse, 2010; Hamann, 2014) by suggesting the need for a more granular appreciation of the effectiveness of various state and democratic institutions, collectively providing an alternative 'shadow' which can shift partnership dynamics. An observation from the study is an increased openness of government sector representatives to collaborate. Collectively, these factors show increasing potential for CIOs. This creates an opportunity for collaborative leadership and inclusive engagement on the part of other sectors.

Based on the context, notable CIO design implications emphasise the role of clearly defined objectives, governance and shared values which encourage collaborative leadership and enhance neutrality. This supports but goes beyond the guidance by Crane and Seitanidi (2008), in terms of coverage and specificity, and suggests a more comprehensive 'business-oriented' approach as outlined in the organisational development (management) literature (Cummings & Worley, 2009). A further key finding is the importance of securing broad-based funding which has implications on CIO neutrality and sustainability. This finding supports the work of Hodson and Marvin and coincides with recently published practitioner perspectives (Cloete, 2014).

7.2.2 CIO Capabilities

The second research objective aimed to identify the required capabilities for CIOs and provide an explanation as to why these may be important. The study suggests five CIO capabilities, with collaborative leadership as the core underpinning capability.

The study confirmed the importance of collaborative leadership, including previously identified relational skills with respect to managing complexity and ambiguity, creative handling of conflict and excellent facilitation and deliberation skills (Hamann & April, 2013). Furthermore the findings also suggest a profile of a collaborative leader as mature and possessing social capital (Crosby & Bryson, 2005) which will assist in

overcoming trust deficits. Collaborative leadership is followed by the capability of seizing collaboration opportunities and building trust in action, which goes further in suggesting an entrepreneurial approach to building ongoing trust. This entails actively and progressively engaging in impactful collaborations, regardless of the initial scope, which serves to broaden collective visions and horizons of what can be achieved together. These collaborations may initially be directed toward helping or supporting partners to fulfill their basic mandate, the third proposed capability. This capability is grounded in the appreciation of the uneven distribution of resources and capacity amongst sectors and the prospect of decline into the shadow of anarchy (Hamann, 2014). This creates an incentive to (for non-state actors), including CIOs, to assist weaker partners to fulfill their basic mandates which builds trust and credibility and in turn creates capacity for partners to collaborate on more innovative projects of mutual interest. This capability also bears resemblance to shared value (Porter & Kramer, 2011) or strategic corporate social investment (Andrew Crane et al., 2014). Given that CIOs may have varying functional, sectorial or geographic mandates, the ability to accurately diagnose, or facilitate diagnosis of problems based on sound analysis and research is also offered as a capability. Finally, partnership work is hard and long term oriented. Individuals lacking the passion and persistence are unlikely to succeed. The study shows the extraordinary commitment and long term focus required of individuals to achieve results through collaboration and notes this as a specific capability of CIOs.

7.2.3 How CIOs create value

The third research objective sought to explore how CIOs create value.

The study showed that there are four direct ways in which CIOs create value. The value of convening supports the work of Hundal (2014), while the value of creating a neutral platform is linked to the research findings on CIO design considerations and leadership capabilities, and is supported by the criteria of CIO legitimacy proposed by Hamann and April (2013). The remaining two value contributions are providing a translation service and catalysing innovation as dynamic synthesisers through the juxtaposition of diverse perspectives. These two value contributions support various scholars from a cross-sector partnership (Hamann et al., 2014; Marlene J. Le Ber & Branzei, 2010) and intermediary perspective (Arenas et al., 2013; Hundal, 2014; Lingo & O'Mahony, 2010) respectively.

The application of the Collaborative Value Creation spectrum (Austin & Seitanidi, 2012a) findings suggest that linked interests between the various sectors are a key value source and the interaction between the sectors being the primary value type with numerous intangible benefits. The findings however also point to leadership as a possible distinct source of value, which for CIOs, in light of important role of leadership, is a proposed addition to the CVC model (Austin & Seitanidi, 2012a). The application of the CVC model also presents a compelling view of the opportunity that exists for partners and CIOs in shifting and leveraging the presently untapped value sources and types, as they work collectively towards confronting challenges in and beyond the Johannesburg inner city.

7.2.4 Implications of findings

The improving partnership environment viewed with the proposed CIO capabilities and value analysis offers promising and compelling possibilities for all sectors and society in general. Looking ahead, one might consider the potential of capable CIOs, equipped with embedded collaborative leaders convening sectors in neutral platforms, providing a translation service and creatively leveraging diverse perspectives. Through sound analysis CIOs and the platforms they create, may serve to strengthen weaker sectors, thereby increasing interaction and activating the currently muted but sorely required resource oriented sources of value. This would likely serve to build the credibility of all sectors, and build trust through which further collaboration opportunities may be identified and seized. The realisation and unlocking of synergistic value and innovation required to realise the full potential of cross-sector partnerships to confront the gravity of challenges we face. In the current climate, this may appear to be a near impossibility. This reinforces the required attributes of collaborative leaders who are long term oriented and who possess the passion and foresight to make sustained trust building investments in the short term and who have the patience to navigate through the inevitable obstacles to realise value in the longer term.

These implication should however be tempered in light of the almost daily torrent of bad news in South Africa. The very institutions that provide hope are under significant strain. South Africa's growth is muted, constrained by energy shortages and low global growth. Many South Africans are becoming increasingly concerned about the future of the country. Yet some of the more encouraging capacity building developments at a national level, such as the National Education Collaboration Trust and the Symphonia Partners for

Possibility provide us perspective on the broader scale societal shifts towards partnerships. These examples demonstrate how CIOs and similar partnership platforms offer a noteworthy platform through which partnerships can create value for society, even at scale.

7.3 Recommendations to Stakeholders

CIO stakeholders represent the front line of innovative practice and by their actions and interactions create value. The work of effective CIOs and cross sector partnerships also provides hope, and shines a bright light on our collective potential when we work collaboratively. These recommendations are offered in the spirit of enhancing practice for the public good.

7.3.1 CIOs

The first recommendation relates to the guidance offered on CIO design which only the successful CIOs emphasised. Intermediary organisations that failed or struggled lamented that they did not pay enough attention to the finer aspects of design and governance. The prevailing partnership context necessitates careful and comprehensive attention to the various CIO design elements which should take a more business oriented approach. Networking with business sector representatives or business schools (such as the Centre for Leadership and Dialogue at the Gordon Institute of Business Science) may assist in refining appropriate and transparent governance approaches. This may also serve to create links with other CIOs or cross-sector networks and may be a useful source of knowledge sharing and learning. Furthermore, building relationships with respected or well-known patrons or 'sponsors' may assist in securing broad based funding which will enhance neutrality and in turn increase legitimacy and effectiveness.

Finally, in terms of CIO capabilities, the foundational CIO capability of collaborative leadership suggests firstly the need to as interviewees noted, "identify the collaborative leaders, and try and isolate the command and control leaders" and "to see through different levels of conversation, who emerges as a leader". The importance of collaborative leadership however also necessitates more deliberate leadership development, within the CIO secretariat but also amongst sector representatives. This can be achieved through dialogue circles and coaching, but also through more formalised and structured approaches.

7.3.2 Government Sector

Governments electoral mandate make it an indispensable part of the CIO and partnership formation. The government sector would benefit from further opening up to create more space for meaningful engagement, including more openly sharing constraints which the CIO or partnership network may be able to assist in overcoming. Despite the tensions which prevail, as an elected body, government has a unique responsibility and opportunity to demonstrate the characteristics of collaborative leadership, which will foster trust and goodwill amongst other sectors. Furthermore, creating the space for, endorsing and supporting CIOs provides a powerful neutral convening and neutral platform which can facilitate interaction based on mutual interests. This includes financial support, which will assist in ensuring CIO neutrality and sustainability over time.

7.3.3 Business Sector

Given the imbalance of economic power and capacity in South Africa, business representatives hold the potential of unlocking significant potential within partnerships, but also within their own organisations. Over time, the business sector arguably has the most to gain from collaboration, but perhaps equally a lot to lose from deteriorating cross-sector relations.

The first recommendation is to enhance the current efforts of direct and indirect (through CIOs) with government by conceiving of elegant solutions which will assist in unlocking capacity constraints particularly in the government sector. These may be directed at assisting the government to more effectively fulfill its basic mandate. The second and more important recommendation is the manner in which these proposals or solutions are offered. These should be offered in good faith and professionally with a view to crowd the government sector into partnerships while simultaneously building capacity.

Cross-sector partnerships offer notable indirect benefits for business as well. The value of a good reputation with stakeholders, increasing brand recognition and value can have material financial impacts. Furthermore, the effect of a more caring, inclusive and engaging approach with stakeholders will likely increase employee engagement and build customer loyalty.

7.3.4 Community Sector

Community sector representatives would do well by improving organising efforts which will reduce fragmentation and provide a more unified view of constituency expectations and potential compromises. Furthermore, continuing collaboration efforts with especially the business sector promises to be beneficial for all sectors over time.

7.4 Recommendations for future research

From a scholarly perspective, our understanding of CIOs could be strengthened through:

- Case based CIO studies which profile partnership dynamics through particularly the formative stages of CIO and partnership development. Such studies will provide a deeper and more grounded understanding of the CIO design process and considerations as well as how the proposed capabilities are developed in practice along with the underlying processes required to develop and apply them.
- Further focused studies which seek to develop an in-depth understanding of the potential methods as well as barriers and enablers in facilitating support from non-state actors to state actors through CIOs. While findings from this study did shed light on this question, further work is required to in response to this call by Hamann (2014).
- The findings indicate the current dominant value source is collaborative leadership and linked interest. Further studies may explore the potential of particularly resource based value sources to activate and catalyse the realisation of varied value types.
- Studies which seek to establish viable CIO funding and governance models which enhance CIO neutrality

7.5 Conclusion

The pace of change globally and locally is likely to increase. Realising the constitutional promise will require moving beyond our divisions and exploring different approaches to confront our varied challenges. CIOs and the cross sector partnerships they enable at various levels of society is one such approach.

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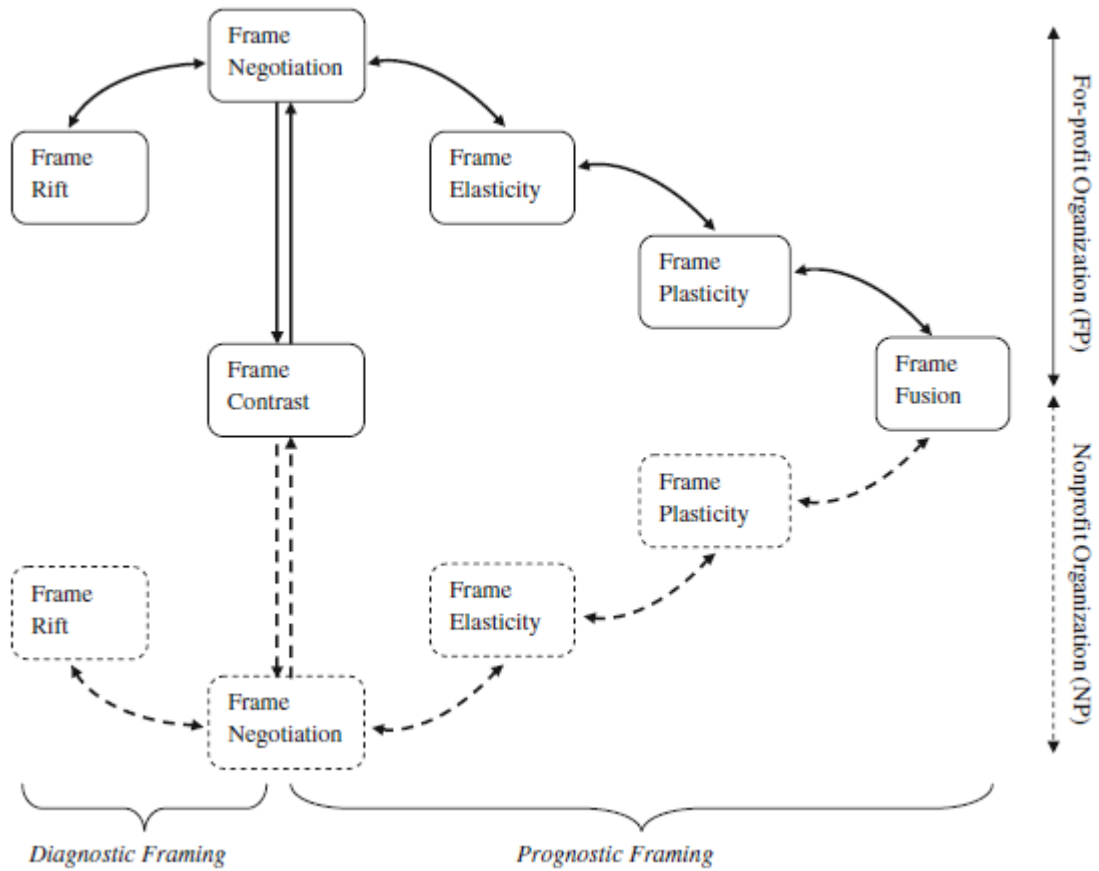
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Appendix A: Dynamic Model of Value Frame Fusion



Source: Marlene J. Le Ber & Branzei, 2010 p. 184