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Publica

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Editorial

D Nel-Sanders
Chief Editor

With the advancement of information and communication technology (ICT), the implementation of electronic initiatives in South Africa plays a key role in how the government delivers services. In **'E-government Strategies in South Africa: A Plausible Attempt at Effective Delivery of Services'**, A Jakoet-Salie states that, while the literature strongly indicates that South Africa has implemented departmental e-government strategies, this model is ineffectual without effective implementation. As such, the author argues that use of e-government initiatives remains a challenge. Based on the literature review, Jakoet-Salie argues that the successful implementation of e-government strategies depends on a positive relationship between citizens and the government. As such, it is recommended that the government improves its ICT infrastructure, creates e-government initiatives for citizen participation and improves public-service delivery.

V T Samo and M H Kanyane, in their article, **'Ethics and Accountability in BRICS Countries: Analysing Critical Issues'** report on ethics and accountability in the BRICS countries (Brazil, Russia, India, China and South Africa). These emerging economies have various mutually beneficial bilateral trading agreements. To this end, their article reflects on how the BRICS countries have addressed issues of ethics and accountability as important prerequisites for good governance. The extent of an ethical culture and accountability was explored from a political and economic point of view.

The authors argue that, while the BRICS countries differ in accountability levels, Transparency International's Corruption Perception Index highlights that they are all inherently corrupt. The findings suggest that there is a strong link between ethics and accountability – a high ethical environment yields high accountability, while the opposite also applies. According to the authors, "…BRICS countries need to pay attention to ethics and all types of accountability at both regional and country level".

In **'Inner-city Decay and Problem Buildings in Major South African Cities Two Decades into the 21st Century: Is Effective Programme Management by City Governments Feasible?'**, H F Conradie, J D Taylor and W E Shaidi evaluate the programme management of inner-city decay and problem buildings by selected South African city governments to determine whether policy objectives are being achieved. The article commences by providing the international context, followed by theoretical perspectives on public sector programme management.

The importance of project management principles is emphasised, culminating in an integrated public sector programme management framework in which the *Project Management Body of Knowledge* principles are incorporated. The legislative context for city governments' mandate to deal with the owners of problematic properties is also described. "Corruption and incompetence of city governments is a significant risk factor, with a seriously negative impact on potential inner-city turnaround programmes," state the authors. To this end, the article extrapolated the findings into a normative model for an inner-city turnaround strategy. Furthermore, recommendations for improved programme management in relation to inner-city decay and problem buildings are provided.

G S Cloete, in his article **'The Complexity and Limitations of Strategic Governmental Policy Change Initiatives in South Africa: 1986–1988'** critically assesses the five-year route of strategic policy decision-making in South Africa, from the Rubicon speech of former President P W Botha in August 1985 to the start of the post-apartheid era. The author takes on a critical participant-observer perspective to analyse unpublished internal government documents and three case studies that reflect government's failed strategic policy decision-making attempts.

The research findings highlight that former President P W Botha's leadership style dominated his Cabinet to such an extent that they did not have the courage to break ranks with him. According to the author, senior political and bureaucratic government officials lacked the resolve and commitment to overcome their fundamental policy differences. Notably, the assessment illustrates the complexity and limitations of democratic policy change processes and provides important strategic lessons for political change management initiatives.

In **'Local Economic Development and the Fourth Industrial Revolution: A Match or Mismatch?'**, X C Thani exposes the advantages and disadvantages of local economic development (LED) and the 4IR as an avenue to ensure more responsive local government structures. Notably, the author explores whether LED and the 4IR can address complex LED challenges and enhance economic growth. More specifically, the article investigates whether well implemented LED strategies depend on local municipalities embracing the 4IR. The literature overview presents the following two main arguments: While certain authors are in favour of the 4IR, other scholars raise concerns over whether Africa, and South Africa in particular, is ready to embrace this revolution. The research revealed that South African local municipalities' readiness for the 4IR plays a key role in addressing local economic challenges. However, certain shortcomings in terms of Africa's readiness for the 4IR were exposed. In conclusion, the article provides a set of literature-based best practices on how the South African government can successfully implement future-focused, sustainable LED and 4IR strategies.

The Covid-19 pandemic has challenged government and society's resilience on various levels. South Africa's national leadership response was to declare a

state of disaster and a national lockdown to slow down the country's infection rate. According to L van der Merwe and G van der Waldt, in their article **'City Government Resilience: Perspectives on post-Covid-19 Recovery'**, "...this challenge is widely experienced as *terra incognito,* having no frame of reference or map to guide policymakers towards resilience". The authors highlight that "the deployment of effective resilience strategies will be required to help cities recover from the severe socio-economic impact of the pandemic". According to the authors, the basis for recovery lies mainly in the resilience capability of cities that function as economic growth hubs, centres of political power and nuclei for social welfare programmes. In conclusion, the article provides recommendations on how to recover from the impact of the pandemic, such as capitalising on high-leverage areas and designing resilience strategies for organisations.

In **'The Impact of the Mandela-Castro Medical Collaboration Programme on Health Care Service Delivery in the Frances Baard District Hospitals, Northern Cape Province'**, O L Motsumi and T van Niekerk reflect on whether the Mandela-Castro Medical Collaboration Programme (MCMCP) helped promote health care service delivery in the district hospitals in the Frances Baard District Municipality (FBDM), Northern Cape Province. The late-Presidents, Nelson Mandela of South Africa and Fidel Castro of Cuba signed a bilateral agreement in 1996 to address the critical shortage of medical doctors in these rural areas. The findings show that an overwhelming majority of the respondents either agreed or strongly agreed that MCMCP-trained medical doctors had a positive effect in the FBDM district health care facilities. However, the research revealed that the cost of training Cuban doctors is three times the average cost of medical training in South Africa. Therefore, it is recommended that the National Department of Health focuses on training local medical students.

In **'Good Governance Index Towards Responsive Urban Land Administration: Empirical Evidence from Ethiopia'**, H Gebreselassie Gebrihet and P Pillay argue that existing literature fails to provide adequate evidence of how land administration is measured from a good governance perspective. To this end, a good governance index is generated in this article to help countries and cities measure the performance of urban land administration from a good governance perspective.

Methodologically, a case study design was adopted. A top-down approach was utilised, where an initial comparative analysis of various studies on the principles of good governance was conducted. Hereafter, a bottom-up approach was followed to weigh the level of significance of the principles of good governance. In this regard, 399 respondents were selected using a simple random sampling technique from the urban land lease auction list of Mekelle Municipality. The findings demonstrate that accountability, transparency, rule of law, and public participation matter the most in urban land administration and can improve service provision, control corruption, fairness and equality. Social media provides

a viable and low-cost platform for the government to connect with citizens and address their needs.

In **'Social Innovation During the Covid-19 Pandemic in South Africa'**, C Joel and D Nel-Sanders argue that social innovation can provide effective solutions to the challenging social and environmental issues. The article highlights several barriers to social innovation in the South African context, such as the lack of a conducive entrepreneurial ecosystem, insufficient policy development and implementation, lack of funding and lack of management capacity.

The findings of this qualitative, desktop-based study were that social innovation provides novel, more suitable approaches to meeting social needs and development challenges than prevailing approaches. To this end, the authors recommend that South Africa adopt a 'Fivefold Helix' approach to cooperation, co-creation, partnership, capacity building, leadership and collaboration, for increased social innovation. According to the authors, "This approach entails a network of the following actors: government, business, universities, civil society and communities working together to solve social problems".

In **'Exploring Social Media Initiatives to Increase Public Value in Public Administration: The Case of the Department of Communication and Information System (GCIS)'**, I Naidoo and N Holtzhausen explore the utilisation of social media to increase public value. More specifically, the article focuses on the Department of Communication and Information System (GCIS) and its utilisation of Twitter – particularly the South African Government Twitter account, @ GovernmentZA. Social media is discussed within the context of public administration, as well as its role in Government 2.0 and the 4IR.

The study found that GCIS endeavours to produce public value and acknowledges Twitter to create and bolster public value. However, the authors argue that "the GCIS can enhance its utilisation of Twitter by listening and responding to citizens on a more regular basis, particularly when they are dissatisfied with government". To this end, the article concludes by providing recommendations on how the GCIS can enhance its use of Twitter to increase public value.

In **'A Conceptual Model for Public Budget Formulation for East African Countries to Enhance Participation of External Stakeholders in Budget Formulation Decision-Making'**, J Barngetuny and D B Jarbandhan investigate the role of decision enhancement in public sector budget formulation (PSBF) by looking at three selected East African countries (EAC), namely Kenia, Uganda and Tanzania. The purpose of the article is to determine how decision-making for PSBF can be enhanced to promote participatory budgeting in these countries. More specifically, the authors critically assess the likely impact of this approach on transparency, accountability, and budgetary decision-making.

With regard to public budget formulation in these countries, the study found severe fiscal constraints, complex budgetary decision systems, weak vertical

accountability and transparency and the poor prioritisation of programmes and projects. In line with this, the research recommends that an integrated approach to participatory budgeting processes be formalised, IT applications in participatory budgeting be improved, and regulatory policies related to participatory budgeting be implemented to enhance decision-making relating to public budget formulation.

In Africa, centuries-old indigenous knowledge regarding the management of societal affairs, has been overshadowed by colonialism, neocolonialism, global capitalism and the promotion of Western organisational management/ leadership practices. In **'Contextualising the Regeneration of Africa's Indigenous Governance and Management Systems and Practices'**, B C Basheka and C J Auriacombe remind contemporary public administration analysts and policymakers of the need to position indigenous governance management systems and practices within mainstream intellectual discourse.

Based on the research findings, the authors argue that indigenous societies were diverse and had various governance and management systems. According to the authors, "These societies had useful systems and practices that need to be espoused and used in modern public administration discourses". The article concludes by arguing that African scholars should show a renewed interest in theories and models for advancing indigenous governance and management systems and practices. The authors highlight that, "While the article does not argue that these indigenous systems and practices are flawless, the societies under study exhibited important features that can provide a lens for understanding contemporary challenges surrounding public administration and theorisation".

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City Government Resilience

Perspectives on post-Covid-19 Recovery

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ABSTRACT

The Covid-19 pandemic has challenged government resilience on national, city, commercial, and individual-citizen levels. The national leadership response has been to declare a state of disaster and a national lockdown to slow down infections through enforced social distancing. This challenge is widely experienced as *terra incognito,* having no frame of reference or map to guide policymakers towards resilience. It is evident that the deployment of effective resilience strategies will be required to help cities recover from the severe socio-economic impact of the pandemic. It is the premise of this article that the basis for recovery lies mainly in the resilience capability of cities that function as economic growth hubs, centres of political power, and nuclei for social welfare programmes. The article concludes with recommendations on recovering from the impact of the pandemic, including the capitalisation of high leverage areas, and the design of resilience strategies for organisations. It is argued that recovery from the impact of the pandemic will severely test the resilience of city governments and their capacity to navigate this crisis.

INTRODUCTION

The acute respiratory syndrome coronavirus (SARS-CoV-2), which causes the respiratory disease Covid-19, continues to ravage populations around the world. Given a disruption as severe as the mentioned virus, it would be wise for governments in general, as well as cities in particular to re-visit existing resilience strategies and identify high leverage areas for organisational recovery and resilience.

It was remarked that the pandemic has laid bare the ideological foundations of political leadership in countries. This worldwide crisis raised especially two critical dilemmas that require a clear yet nuanced policy position.

The first dilemma is that policymakers have to walk the tightrope between "Save Lives" (i.e. firm lockdown restrictions) and "Save Jobs" (i.e. open the economy). The latter option would be to open the economy in a nuanced, incremental way once infection levels are receding, or the curve is flattened sufficiently. Then if or when infections rise, lockdown could be reintroduced until infection levels decrease again. These cycles will continue until so-called "herd immunity" is reached or a vaccine is developed and applied to at least 60% of the population.

The second dilemma is that the way various countries have dealt with the pandemic has demonstrated two extreme approaches, namely centralised control (e.g. China, Russia and South Africa), and decentralised self-control (e.g. Sweden, Germany, Denmark and Holland). It remains unclear which approach has been most successful. However, early results in moderate mortality and limited economic damage in Sweden's self-control policy position indicates a potential success for this approach in dealing with the Covid-19 pandemic. It is evident that perspectives on post-Covid-19 recovery has entered the mainstream policy arena.

By following an interpretivist research paradigm, the purpose of this article was to reflect on perspectives on city government resilience within the context of recovery from the Covid-19 pandemic. In order to frame such perspectives, three interrelated and interconnected dimensions are explored; first, ideological-policy views; second, resilience models, strategies and approaches; and, finally, essential elements of organisational (i.e. city government) recovery and renewal. Synergy of these three dimensions could help build resilience in city government's policies and strategies as precondition to recover more rapidly from the pandemic crisis.

IDEOLOGICAL POLICY PERSPECTIVES

In the context of South Africa, a key dynamic which requires constant anticipation and adaptation by cities is the unresolved dilemma of the seeming conflict between the official National Development Plan: Vision 2030 (NDP), that is commonly regarded as "market-friendly", and the strong socialist-Marxist nature of the ruling African National Congress' (ANC's) National Democratic Revolution (NDR). Pursuing a centralist NDR ideology could lead to a situation whereby national government takes responsibilities on itself that may be inappropriate for this sphere of government. This could result in the restriction of certain constitutional freedoms at city government level, leading to inefficiencies, wastage of resources, and the overall lack of urban resilience. Migration to urban areas has increasing significant implications for national economic growth and social development.

Thus, lack of resilience on the part of cities, because of its interdependence with national ideological-policy positions, could have a ripple effect causing a lack of resilience nationally (see Glaeser 2011). It is thus crucial that seemingly opposing ideological perspectives be resolved as soon as possible to provide clear policy directives to the respective spheres of government.

An example of resolving opposing ideological perspectives is China's policy of "One country, two systems". This policy has been described as "Socialism with Chinese characteristics" (Jinping 2017:1). President Deng Xiaoping first coined this policy when he initiated opening the China economy to investors in special economic zones (SEZs), which was repeated more recently by President Xi Xinping in 2017. This may be an effective way of resolving the dilemma between central communist policy on a national level and a free enterprise market-based economy in SEZs. The result of China's dual-logic policy has mainly been sustained economic growth and job creation. SEZs such as the City of Hong Kong and the Pearl River Delta, have provided impetus to develop the country into the so-called "manufacturer for the world" and laid the foundation for strong economic resilience.

South Africa's SEZs have emulated those of China, although it did not mimic the ideological approach of "One country, two systems". Lessons could be learnt from countries such as China to reconcile capitalistic, market-based economic principles with socialistic-Marxist ideology. Describing the resolution of this dilemma locally as "One country, two systems" may also be called "Socialism with African characteristics". African humanism, commonly known as *Ubuntu*, provides the unique, indigenous characteristics in the resolution of this dilemma and could offset shareholder capitalism in favour of inclusive stakeholder capitalism. Such an approach may provide a market-based stimulus for job-creation in SEZs and in designated metros as economic development zones. Stimulating the economy through this solution would provide a platform for post-Covid-19 recovery, job creation and thereby enhance urban resilience.

A CONCEPTUAL FRAMEWORK FOR CITY GOVERNMENT RESILIENCE

The notion of "resilience" has been studied from various disciplinary perspectives. In this regard, resilience may be defined "as the rate at which a system regains structure and function following stress or perturbation" (*Oxford Dictionary of Environment and Conservation* 2007), or the "personal quality of a person exposed to high-risk factors that often lead to delinquent behaviour" (*Oxford Dictionary of Law Enforcement* 2007), and "a measure of a body's resistance to deformation" (*Oxford Dictionary of Sports Science and Medicine* 2007). Masten

(1999:252) argues that the current generation of resilience research is characterised by demands for strong theoretical foundations that underpin process-oriented research. Such theoretical underpinnings should provide for the resilience of individuals, organisations, and entire ecological systems (Orr 2014:57). These three dimensions serve as valuable building blocks of a conceptual framework for city government resilience.

In the context of the individual, Windle (2017:1) defines resilience as "the process of effectively negotiating, adapting to, or managing significant sources of stress or trauma", pointing out that "assets and resources within individuals, their life and environment facilitate this capacity for adaptation and 'bouncing back' in the face of adversity".

An organisation may be conceptualised as an entity with a common purpose (Marcos and Macaulay 2008). Organisational resilience may emerge from four primary sets of adaptive capacities, namely, "economic development, social capital, information and communication and competence that together provide a strategy for disaster readiness" (Norris *et al.* 2008:127). From the perspective of resilience as an interdependent set of adaptive nodal capacities, this process may emerge from a network of such capacities. According to Norris *et al.* (2008:136), the following specific network nodes determine the level of organisational resilience:

- *economic:* aspects of financial risk, vulnerability to hazards, and the level, diversity and distribution of financial resources;
- *information and communication:* institutional narratives, a responsible media, skills, infrastructure, and access to accurate and reliable management information;
- *competence:* critical reflection and problem-solving competencies of employees, the flexibility and creativity of the workforce, collective efficacy, a sense of empowerment, as well as political partnerships; and
- *social capital:* the level of social support for the organisation, organisational linkages and cooperation, citizen's participation, leadership, as well as a sense of "attachment to place".

Norris *et al.* (2008:136) point out a primary interdependency between the above-mentioned four nodes, as well as interrelatedness between nodes and subordinate systems, which together form a "resilience ecology" and provide a strategic framework for disaster readiness.

Since Holling's (1973) seminal paper on resilience as the stability of ecological systems, the conceptualisation has developed into perspectives that analyse mainly the key attributes which govern system dynamics (Forrester 1989). Especially three related attributes of social-ecological systems (SES) determine their future growth trajectories, namely: resilience, adaptability and transformability (Schwartz *et al.* 2011; Jacques 2013). Within the SES context, resilience is defined as "the

capacity of a system to absorb disturbances and reorganise while undergoing a change in order, to still retain essentially the same function, structure, identity and feedback" (Schwartz *et al.* 2011:1130). Such an interpretation of SES dynamics for resilience implies shifting the focus from so-called "optimal states" to adaptive governance. This changing focus means realising and accepting that shocks, uncertainty, as well as a highly turbulent and dynamic environment, are inherent in systems. According to Schwartz *et al.* (2011:1130), adaptive governance in a socio-political context would have the following implications:

- Society and its livelihoods are influenced constantly by system dynamics such as human capability, assets and infrastructure, income and poverty, and living conditions.
- Government is shaped by dynamics such as organisational and institutional capacities and performance, party politics, access to financial resources, legal frameworks, and development strategies.
- Natural systems are affected by environmental dynamics such as geo-spatial realities, biodiversity, and aquatic-ecosystem conditions.
- External drivers must be considered such as geo-political conflict, land use and population pressures, infrastructure development, macro-economic uncertainty, climate change, and environmental uncertainty.

It is evident that the complexities associated with tri-system dimensions of resilience (i.e. individual, organisational and ecological), demand a broad, systemic and multidisciplinary perspective. Such a perspective will help researchers fully comprehend the dynamics shaping government institutions (e.g. cities) into adaptive organisational systems. Van der Merwe and Van der Waldt (2018:60) distinguish city resilience from city government resilience. City resilience can be regarded as "a broad concept that incorporates the total urban environmental, social, and economic dimensions of cities". City government resilience, in turn, can be viewed as "the organisational, administrative, managerial, and leadership dimensions of a metropolitan municipality as a complex organisation. In other words, it focuses on the structural, systemic and administrative responses of a city when dealing with those areas that may influence and challenge its resilience".

As resilience research established a significant corpus of knowledge, the study focus has gradually steered away from factors associated with resilience, towards understanding the mechanisms that underlie "a dynamic *process* encompassing positive adaptation within significant adversity" (Windle 2017:5). This emerging emphasis on *process* for gauging resilience may be useful by identifying mechanisms that offer so-called "high leverage areas" (Denyer 2017:17; Van der Merwe and Van der Waldt 2018:62). These areas can also be used to uncover best practice for diagnosis and intervention that will build resilience in the city government.

Understanding the *process* of ensuring city government's resilience *per se* has become necessary in the face of the impact of the Covid-19 pandemic. This process perspective implies that it is important to analyse resilience by extrapolating towards the post-pandemic adaptation, recovery, and development phases. Amid the pandemic, there may be an opportunity for cities to capitalise on high leverage areas in terms of process phases and eventually transform urban areas to ensure stronger sustainability and resilience.

Organisational resilience modelling

Gibson and Tarrant (2010:11) present numerous models to clarify organisational resilience in terms of a range of interdependent factors that should be considered when managing resilience. These conceptual models generally illustrate that effective resilience management may be built on a range of strategies that enhance both organisational capabilities which are so-called "hard" (e.g. infrastructure, systems, and structures) and "soft" (e.g. human talent). Regarding organisational resilience, Gibson and Tarrant (2010:7) point out, "Over the last decade, volatility in our natural, economic and social systems appears to be increasing at rates faster than many organisations can cope with. While such fast-moving events (and patterns) overwhelm many organisations, a proportion demonstrates an ability to either manage or bounce back from the adverse effects of system volatility". These scholars synthesised the respective conceptual models of resilience by comparing its application within different disciplines. As a result, six common principles that guide organisational resilience emerged (adapted from Gibson and Tarrant 2010:7):

- *Outcome:* resilience as a trait becomes clear after and in response to a "substantial change in circumstances".
- *Non-static:* as a trait, resilience is dynamic – increasing or decreasing in concert with changes in the context.
- *Multi-traits:* entails a "complex interplay" of multiple trait factors.
- *Multidimensional:* a single model is lacking that describes resilience as such, whereas most models focus on specific aspects.
- *Range of conditions:* over time an increasing maturity develops in "resilience capabilities from a low-end reactive position to a high-end adaptive level of maturity".
- *Sound risk management:* resilience may be developed grounded on the "sound assessment, treatment, monitoring and communicating about risk".

Gibson and Tarrant (2010:10) conclude with an integrated model – the so-called "resilience triangle model" – of which *capability* forms an integral part. The loss of *capability,* represented on any one side of the triangle, may result

in the collapse of resilience and the integrity of the whole organisation. Gibson and Tarrant (2010) point out that the resilience triangle model emphasises the fluid nature of each of the three areas of capability. This fluidity flows from organisational processes that continually review, assess and adapt capabilities on each side of the triangle to ensure they function as follows (Gibson and Tarrant 2010:10):

- *"fit for purpose* – their design parameters meet the job that needs to be done – requires monitoring of capability and volatility;
- retain sufficient *capacity* to ensure that required organisational objectives will be achieved – this often requires that the design of the capability has some level of redundancy;

Figure 1: The resilience triangle model
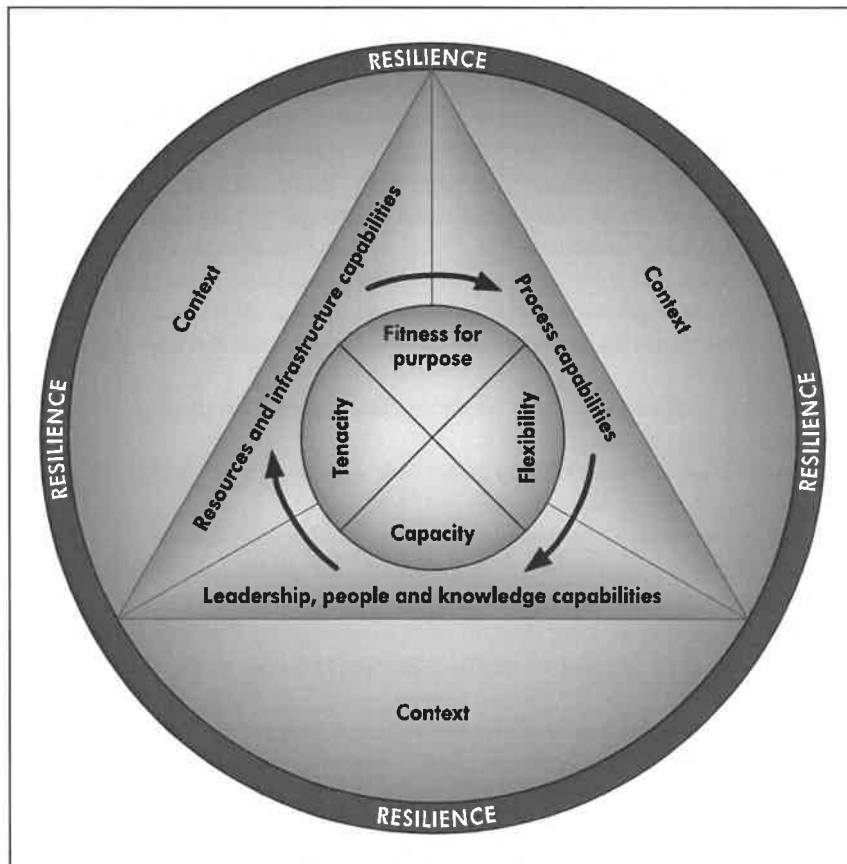
Source: (Gibson and Tarrant 2010:10)

- have *tenacity* in that the capabilities continue to perform even in the face of severe disruptive consequences – requires that the design of these capabilities is either resistant or stress tolerant; and
- exhibit *flexibility* to go beyond original design parameters in response to changing circumstances".

The triangle model for resilience comprising the abovementioned organisational processes is depicted in Figure 1.

Gibson and Tarrant's model pinpoints the critical role of three areas of capability, namely:

- leadership, people and knowledge capability;
- resources and infrastructure capability; and
- process capability.

The scholars explain that should any of these capabilities (collectively or separately) become less effective, the resilience could be downgraded (Gibson and Tarrant 2010:10). Collectively, the six principles and capabilities of organisational resilience outlined in the triangle model, are the foundational elements that can be used to design strategies for such resilience. These strategies may provide cities with general guidelines to utilise high leverage areas in rectifying vulnerabilities within their current capability of adapting to shocks and stresses.

RESILIENCE STRATEGIES FOR ADAPTIVE ORGANISATIONS

According to Chipangura, Van Niekerk and Van der Waldt (2017:318), the design of resilience strategies should commence through "risk problem framing". This means that organisational decision-makers such as city government councillors and senior officials, should gain insight into the nature, scope and potential impact of risk factors or events (e.g. pandemics). Strategies should then be designed to identify high leverage areas in the organisation such as leadership, people, knowledge, resources, infrastructure, and process capabilities. These areas can be employed to adjust, overcome vulnerabilities, and eventually increase the level of resilience.

Resilience strategies are generally aimed at improving the robustness, agility and capability of organisations (e.g. cities) to adapt, which helps them withstand the effects of a risk event. In the context of a city government, several resilience strategies are in use, for example, land-use (spatial) planning, talent retention, natural disaster strategies (e.g. flood-prone areas), and protection against cyberattacks. Certain emergency response plans of organisations can thus be regarded as resilience strategies.

Existing organisational resilience strategies can be evaluated or tested against the nature and principles of each type of strategy. As such, it provides valuable

Figure 2: Resilience strategy model
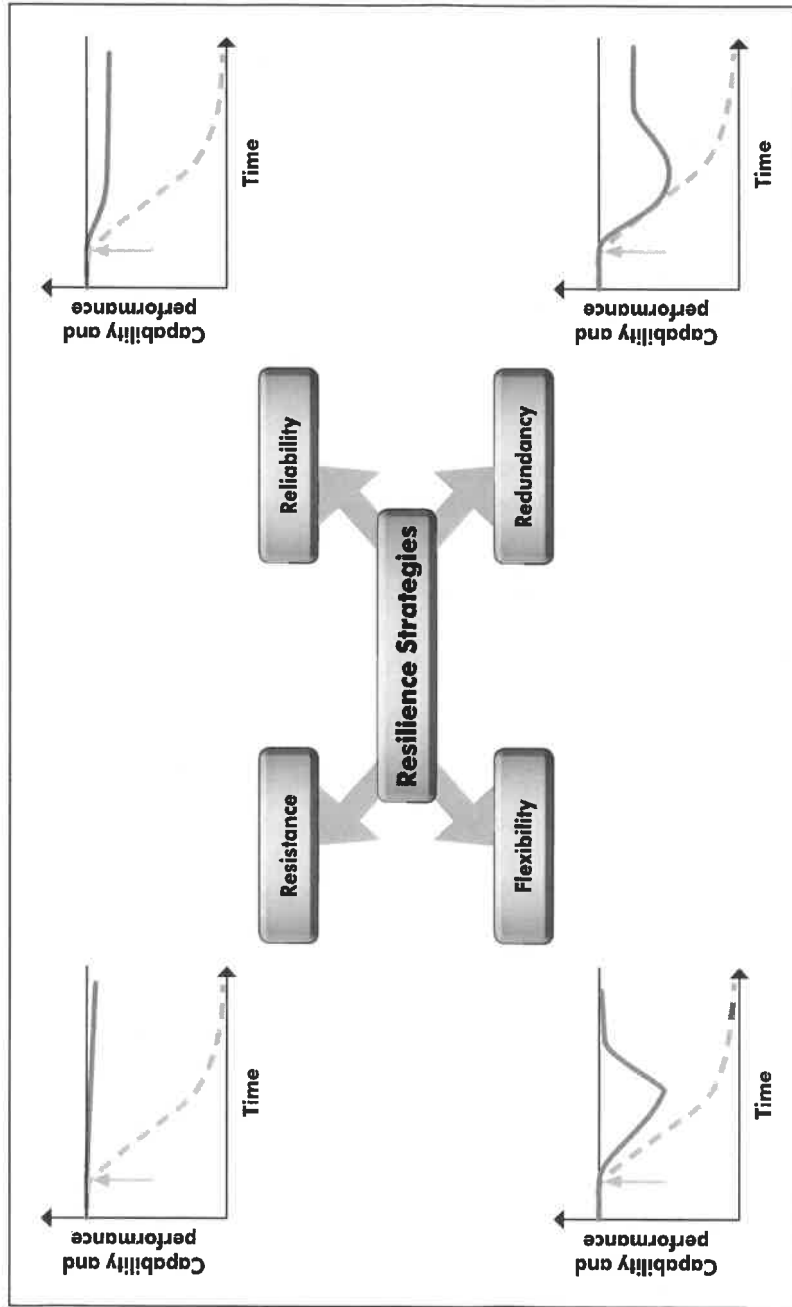
insight into the ability of city governments to review their strategic vulnerabilities, adaptive capability, and overall organisational readiness to recover from shocks and stresses such as the Covid-19 pandemic.

According to Gibson and Tarrant (2010:11), resilience strategies generally fall into one of four types: "resistance, reliability, redundancy and flexibility", as is graphically depicted in Figure 2.

From Figure 2, it is clear that each of the four types of strategies typically influences organisational capability in a particular manner. In the absence of a resilience strategy, organisational capability and performance (represented by the dotted line) would be expected to show a sudden and catastrophic collapse soon after a disruptive risk event occurred (arrow). The presence of one or more resilience strategies would be expected to moderate this deterioration in capability and performance (line) depending on the nature of the strategies in relation to the nature of the event (Gibson and Tarrant 2010:11). The four types of strategies are expounded subsequently.

Resistance strategies are typically aimed at improving organisations' capacity to withstand the immediate effects of a volatile situation. There is usually no agility or adaptation associated with this type of strategy. The strategy generally seeks to maintain an organisation's performance and operating levels. *Reliability* strategies aim to ensure key functions, resources, information and infrastructure continue to be available, accessible and fit for purpose after a risk event. *Redundancy* strategies seek to discard organisational systems and operations that do not aid its capability anymore. Such strategies usually involve the redesign of existing systems and operations (i.e. "hard" dimensions) to build new management capacity for foreseeable volatility. *Flexibility* strategies help the organisation adapt to extreme conditions and sudden shocks that often exceed the design parameters of the other strategies. The mentioned strategies are aimed mainly at preparing the workforce (i.e. "soft" dimensions) for disruptions and changes through training, trust and loyalty building exercises, as well as creating a sense of belonging and common purpose (Gibson and Tarrant 2010:11).

Scholars add that responses by leadership – political and administrative leaders of city governments – may strongly influence the type of resilience strategies that organisations pursue when dealing with risk, shocks and stresses (Kotter 1995; Marcos and Macaulay 2008; and Khoza 2012). Leaders make choices that shape strategic decisions and unfold operational responses to enhance resilience. These choices are informed by various schools of thought for developing a resilience strategy.

Schools of thought on organisational resilience strategies

Since 2011, scholarly work on developing resilience strategies has been stimulated by the events commonly referred to as "9/11". Schools of thought focusing on

broad-scale resilience have thus not yet fully matured and can be regarded as emergent. It is, however, important to extract foundational parameters and theoretical principles from the field of strategic management. Within these delimitations, resilience strategies can be located and subsumed to provide a starting point for a robust policy implementation. In this regard, Van der Heijden (1996:23–25) identifies at least three schools of thought that have emerged to interpret the way executive managers and leaders think. Considering the significance these and other schools of thought hold for organisational resilience and the determination of post-Covid-19 recovery options, each school is outlined briefly below.

Rationalist school

According to Van der Heijden (1996:23), the rationalist school "codifies thought and action separately". The underlying assumption of this school is a single "best solution". Thus, the task of the resilience strategist (e.g. organisational executive leadership and senior management) is to search for this solution or to get as close to it as possible. Van der Heijden (1996:23) lists the assumptions underlying the rationalist school as:

- "predictability, no interference from outside;
- clear intentions;
- implementation follows formulation;
- full understanding throughout the organisation; and
- reasonable people will do reasonable things".

Evolutionary school

The evolutionary school generally regards an organisation as an "organism" that evolves gradually (Morgan 1998:35). The evolutionary school emerged after scientists realised that decision-making is not simply a rational process (Van der Heijden 1996:133). For example, Charles Lindblom studied managers in organisations in the 1950s and observed that they were not "goal-seeking" but "ills-avoiding" (Van der Heijden 1996:133). In other words, decision-makers are not searching merely for a rational solution to a problem but are also attempting to avoid "pain, harm or constraint" (Van der Heijden 1996:135). Mintzberg (1994:24–27) coined the term "emergent strategy" to describe the evolutionary nature of strategy formulation.

Processual school

The processual school regards organisations as "living organisms", as described by Morgan (1997). Exponents of this school concur with the ideas of the evolutionists that organisational situations are generally too complex to analyse in their entirety. Solutions to resilience challenges therefore emerge as a result of continuous organisational learning (Van der Heijden 1996:36). Organisational adjustment

due to continuous learning forms the basis of the processual school. An effective resilience strategy requires feedback that elicits and evokes a conversation about specific high leverage areas that may foster organisational resilience.

Social justice school

In addition to the above three schools of thought, Laloux (2014:43) posits an evolutionary paradigm along a "social justice trajectory". This social justice school of thought is premised on foundational questions about the "inner rightness" of decisions. This approach is evolutionary since certain scholars such as Bragdon (2016) argue that there is an "evolution of consciousness" shifting from an outward focus to internal yardsticks of decision-making. Bragdon (2016:198) extends the argument posed by Laloux and describes a so-called "emerging corporate renaissance" that informs both organisational and individual decisions. Bragdon (2016) argues that this "renaissance" is mainly the result of a shift away from collaborative behaviour and living in harmony with the natural world, to a focus on individual actions.

In the context of South African cities, it may be argued that rapid urbanisation trends have removed people of African origin from a rural way of life that in general is in harmony with nature. Such migration patterns expose people to new realities associated with urban and corporate life (Khoza 2012).

Self-organising systems school

A further school of thought on organisational resilience strategies is the so-called "self-organising systems" school (Senge et al. 1994). This view generally extends beyond the need to learn, moving into the realm of self-organisation as a paradigm for strategic planning and execution. Organisations that learn and self-organise have been popularised by Senge in his work on "learning organisations". Senge identifies five "disciplines" that help organisations learn from past experiences and adjust accordingly. Organisational learning is explained by Senge as the foundational or ultimate basis for competitive advantage. In his work *Planning to learn, learning to plan* Michael (1973) was a forerunner in emphasising the importance of a learning process in the context of an organisation's strategic planning. This insight was elaborated on by De Geus (1988). The latter's perspective is that the process of strategic planning follows a learning curve. Morgan (1997) summarises and provides further scholarly support for the centrality of learning to enable resilience. According to Morgan (1997:90), through learning, organisations should develop capabilities and capacities to do the following:

- "scan and anticipate change in the wider environment to detect significant variations;
- develop an ability to question, challenge and change operating norms and assumptions; and

- allow for an emergent strategic direction and platform for organisations to adapt".

Meadows (2008:80) continues by adding that new discoveries show that "just a few simple organising principles can lead to wildly diverse self-organising structures". Generally, organisational hierarchies provide stability and resilience to systems. Accordingly, a comprehensive set of feedback loops creates homeostasis in a system, providing the feedback it needs to spring back into the position it occupied prior to the perturbation or shock. Cutting feedback loops thus reduces resilience (Meadows 2008:80).

Antifragile school

Finally, another school of thought on organisational strategies for resilience is described by Taleb (2012:17) as "antifragile". Antifragility goes beyond resilience and robustness. A resilient organisation tends to resist shocks and generally remain the same, while an antifragile organisation improves its structures and functioning as a result of environmental shocks. Such antifragility may thus be a property in terms of which the organisation or system "gains from disorder" (Taleb 2012:17).

Technological convergence, which forms part of the so-called "Fourth Industrial Revolution" (Schwab 2015), could demonstrate Taleb's theory of antifragility. The emergence of sustainable development, green growth and smart cities may be the result of an antifragile response to converging disruptive technologies, such as big data and the internet of things (IoT). Initially, these perturbations may be disruptive. However, such disruptors may help organisations adapt and recover and may stimulate the process of sustainable development, green growth and smart cities (Taleb 2012:20), thereby suggesting a hierarchy within which antifragility may unfold.

APPLYING RESILIENCE STRATEGIES FOR CITIES' POST-COVID-19 RECOVERY

The resilience of city government can be ensured in the sense of adapting rapidly to and recovering from challenges. Such resilience can be viewed as the capability to manage change effectively. In this regard, Endres (2005:40) identifies eight problems that may impede the success of resilience:
- "allowing too much complacency;
- failing to create a sufficiently powerful guiding coalition;
- underestimating the power of a vision;
- under-communicating the vision by a factor of 10 or 100;

- permitting obstacles to block the new vision;
- failing to create short-term wins;
- declaring victory too soon; and
- neglecting to anchor changes firmly in the organisational culture".

Notably, the eight problems that Endres identifies, are point-for-point the converse of Kotter's (1995) "solutions". The latter cautions that two out of three attempts to manage change in organisations fail and do not produce the intended change. Kotter identifies several reasons for successful change, which are the converse of the "eight problems" from Endres provided above. Kotter's reasons for ensuring success can still be used for change management, by keeping the problems in mind that Endres pointed out. The eight beacons providing a road map for successful resilience are as follows (Kotter 1995:63):

- "establishing a sense of urgency;
- forming a powerful guiding coalition;
- creating a shared vision;
- communicating the vision;
- empowering others to act on the vision;
- planning for and creating short-term wins;
- consolidating improvement and producing still more change; and
- institutionalising new approaches".

The abovementioned imperatives for successful change management and the contra-problems they address may provide the basis for identifying high leverage areas for city government resilience. City governments should build and ensure the effective management of resilience challenges while, at the same time, effectively managing the day-to-day socio-political dynamics and complexity of city governance. These conflicting priorities present a key dilemma in managing change successfully. Failure to resolve this dilemma productively may be identified as one of the common threads that tie together Kotter's eight reasons why many change efforts fail. The implication is that in two out of three cases, failure to adapt and recover will be a crucial limiting dynamic that may impede a resilience strategy for city governments.

Establishing strategy and leadership engagement forums

Weisbord (2010:47), in describing his "Future Search" methodology for change management, advocates the notion of "getting the whole system in the room". He suggests that the change leadership should incorporate the whole organisation in a strategic conversation about change. According to Weisbord (2010), this should be done to enable ownership and the successful execution of change. These

mentioned outcomes could be achieved through a structural intervention that creates infrastructure for a strategic conversation that is inclusive and cross-functional.

To explicate the mentioned strategic conversation, the article reverts to Weisbord's earlier proposal (Weisbord 1992) of establishing a strategy and leadership engagement (SLE) forum. Such a forum should engage a representative group of executive leaders and executive management from across the organisation in change processes. This structure may enable communication with and the involvement of the whole organisation. The SLE forum should ideally include executive leadership and senior management as well as other carefully chosen representatives. Selection depends on members who are collectively capable of taking the entire organisation along as well as forming a critical mass and a powerful guiding coalition to sustain and lead change successfully. Building this capability may be essential for a successful resilience strategy by a city government. In such a forum, shared leadership may help sustain a focused resilience strategy over time until such a strategy is embedded in the culture and praxis of city leadership.

Change management, as an instrument for shock recovery and overall resilience is often mistakenly treated as a project with a finite beginning and end. This may also be the wrong assumption for building a resilient city government. As the frequency of disruptions increases and the city government's resilience is challenged, there may be a case for using the SLE forum as infrastructure to manage change continuously. The SLE forum may also be useful for developing and exercising capability, which is defined by the APSC (2017) as "Leadership, Strategy and Delivery". City administrations must execute its mandate efficiently and cost-effectively. Simultaneously, such administrations must establish a resilient strategy, thereby enhancing its capability to respond resiliently by adapting to and recovering from shocks. Capability in leadership, strategy and service delivery may already have been in place through capacity building, before the city government experienced the mentioned resilience challenges.

Regarding appropriate membership of the proposed SLE for city government resilience, the following sectors would adhere to the guidelines for good governance: Executive Mayor and the Mayoral Executive Committee (MECs). However, the membership of this group is probably not inclusive enough to take the entire city government along with the changes required to build and execute a localised resilience strategy. In addition to the MEC leadership, membership of the SLE forum could include the leadership of functional silos reporting to the MEC. Informal leadership and "constructive heretics" (Kleiner 1996), from the middle ranks of city government may also form part of the SLE forum. Kleiner refers to "constructive heretics" as people who, in the context of city government, are loyal to the municipality but, at the same time, hold a divergent view of the city's policies, priorities, and management strategies (Kleiner 1996).

The abovementioned heretics often provide innovative insights into complex organisational dynamics. These heretics or informal leadership may also be gate-keepers who manage the flow of information and signals from executive levels to the middle and lower strata of organisations. It is therefore an advantage to include the so-called heretics in the SLE. Accordingly, forum membership should be structured inclusively to represent the entire city government organisation, thus eliminating what may be called "silo thinking" and communication gaps between divisions. Most decision-makers would agree that change is currently a permanent dynamic that features in any environment. However, few cities have built capability and capacity to deal with extreme shock and stresses in their environment.

The establishing of SLEs has been an integral part of successes elsewhere. An SLE guiding forum may be found on a national level in the Japanese Union of Scientists and Engineers (JUSE), with links to organisational quality councils that sustain and inform Japanese TQC and Kaizen strategies in large industrial organisations. JUSE is critical to the successful Japanese industrial strategy and so-called quality revolution over nearly 40 years since the atom bomb led to the abrupt end of the Second World War in 1945.

A South African example can be found in Eskom, the country's public electricity utility. In the early 1980s, Eskom was technically bankrupt due to the accelerated building of new power stations to match the demand forecast for electricity, which is based on an economic forecast. Eskom's recovery in the early 1980s may be considered as an example of successful large-scale renewal according to the concepts and generalisable principles, which were outlined later by Weisbord (2010) and Kotter (2012).

The Management Performance and Development (MP&D) division provided expertise in organisational development by installing and renewing numerous critical management processes such as business planning, performance management and worker engagement to improve quality and productivity. Eskom also rationalised 25 000 jobs during this period. As a result of the organisational renewal, Eskom's capacity, measured in distributed electricity units, continued to increase by an average of 5% per annum. To ensure employees who lost their jobs were not destitute, supplies were purchased from former employees who had established small businesses as entrepreneurs and maintenance experts.

In the 1990s, the Open University (OU) used a similar forum to engage the leadership of the OU in scenario development and change management. Furthermore, Shell Europe Oil Products (1997–2004) applied similar organisational renewal processes based on the SLE approach. The purpose, design and functionality of the SLE forum have been described in-depth (CIL 1992). The CIL (CIL 1992) explains the purpose of this forum as building infrastructure for ownership, shared leadership and the alignment of strategic priorities across the organisation and managing change sustainably and successfully.

An important aspect of the SLE forum process is quality communication and regular engagement in strategic conversation. A conversation that enables double-loop learning helps the executive leadership and executive management critically question their assumptions and thereafter, change the subsequent decisions and actions. Typical results from the SLE forum listed by CIL (1992) are the following:

- "maintaining momentum;
- broadening ownership;
- building critical mass for change;
- preliminary conversations about change initiatives;
- management of resistance;
- elimination of silo-thinking;
- activating organisational linking pins to build vertical integration;
- raising the level of accountability and performance; and
- capability and capacity building" (CIL 1992).

Regarding Eskom's organisational development of recovery and resilience in the 1980s, its turnaround strategy and engagement forum, called "The Top 30", played a significant role. The forum identified a number of high leverage interventions and areas for building resilience, which enabled successful recovery and turnaround. The cluster headings and items for high leverage areas listed below are self-explanatory:

- "leadership and alignment;
- Training, development, and competency-based capacity building;
- participation and inclusion;
- recognition and rewards (in alignment with the items above);
- recruitment, promotion and succession based on merit and peer assessment; and
- regular inclusive, evidence-based communication from leadership to all internal and external stakeholders" (Van der Merwe 1991:69).

As indicator of the success of this recovery process it may be noted that on completion of this 1989 resilience strategy process, in 1990, international rating agencies granted Eskom an AAA+ credit rating status – higher rating than the South African government at the time. The mentioned high leverage areas used for the turnaround strategy are presented in Table 1.

The Eskom case study was chosen since, as a state-owned enterprise (SOE), it falls within the government sphere. It must be noted that, as SOE, Eskom currently, ironically is in dire need of change management, due to inefficient managing of infrastructure, mismanagement and endemic misuse of funds and resources (i.e. accusations of state capture). Nevertheless, when looking back, Eskom's successful resilience strategy during the 1980s to 1990s may provide valuable learning about successful organisational change for city governments.

Table 1: High leverage areas for organisation recovery and resilience (Eskom ca 1985–1989)

High leverage areas for organisational recovery and resilience
Leadership and alignment ▪ Vision and strategies ▪ Evaluate strategic and business plans ▪ Individual results ▪ Performance review (conversation quality and engagement) ▪ Pay links to job evaluation and on job results delivered
Training and development (competency-based capacity building) ▪ Management (executive management, mid-management) ▪ Supervisors ▪ Trainers/facilitators ▪ Human resources
Participation (inclusion) ▪ Problem-solving teams (cross functional at mid-management levels) ▪ Quality circles (Part of TQC, Kaizen and TQM) ▪ Productivity measurement and improvement (REALST Modelling)
Recognition and rewards
Recruitment, promotion and succession based on merit and peer assessment
Communication (regular, inclusive, evidence-based communication from leadership to all internal and external stakeholders)

Source: Van der Merwe (1991:69)

As was mentioned previously, the principles and concepts which Weisbord (2010) and Kotter (2012) formalised in their later research, have also already been applied successfully in the organisational renewal processes followed by the OU (2001–2007) and Shell Europe Oil Products (1997–2004). It should be emphasised that the use of these case studies in no way underplays the severity and fact that unchartered territory must be navigated with care regarding the Covid-19 crisis. However, the lessons learnt in these cases and the identification of high leverage areas for recovery and resilience, could underpin change management successes. Such guidelines may be useful to guide city governments towards post-Covid-19 recovery.

CONCLUSION AND RECOMMENDATIONS

The aim of this article was to reflect on emerging perspectives about city government resilience within the context of recovering from a socio-economic crisis such as the Covid-19 pandemic. It is evident that to frame such perspectives, three interrelated and interconnected dimensions must be clarified: ideological-policy

views; models, strategies and approaches of resilience; and essential elements of organisational recovery and renewal. By integrating these three dimensions, city government resilience could be enhanced as precondition to recover rapidly from the pandemic crisis. It is further clear that sustainable resilience strategies to cope with shocks and stresses in cities depend on organisational "hard" and "soft" capability and capacity, the exploitation of high leverage areas for recovery, strong leadership, and successful organisational renewal efforts. Furthermore, it is advisable to extract best practice and lessons learnt from organisations (cases) that experienced shocks and stresses of profound organisational change.

A sound understanding of organisational resilience and strategy-making as a process should form the basis of informed choice between the various options of resilience strategies, focusing on economic recovery and job creation. It is recommended that metropolitan municipalities in South Africa constitute SLE forums as a mechanism for change management with a view to successful organisational recovery. These SLEs can identify high leverage areas for organisational renewal and guide the city government's overall resilience.

Covid-19 has severely disrupted cities as socio-economic hubs in the country. Further similar disruptions are emerging in the form of the Fourth Industrial Revolution, climate change, extremism, and environmental resource constraints. According to Schwab (2016), these and other disruptions may "constitute a revolution equal in magnitude to previous industrial revolutions". The following pandemic may already be on the urban radar. It might be wise to keep on developing and refining resilience strategies for organisational capacity. Such strategic frameworks may capacitate city governments to anticipate, adapt to, and recover rapidly from disruptive discontinuities in future urban environments.

NOTE

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