

**The teaching of Public Management at technikons with specific reference to
Technikon Southern Africa**

BY

NDITSHENI EMMANUEL TSHIKWATAMBA

SUBMITTED IN FULFILMENT OF THE REQUIREMENTS OF THE DEGREE

DOCTOR ADMINISTRATIONIS (Public Administration)

IN THE

FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

UNIVERSITY OF PRETORIA

**SUPERVISOR
CO-SUPERVISOR**

**PROF. DR. C. THORNHILL
PROF. DR. S. VIL NKOMO**

PRETORIA

SEPTEMBER 2000



ACKNOWLEDGMENT

My greatest appreciation goes to the trinity of the Almighty God for assisting me to make my dream come true from the day this work began. Without the grace and the mercy of God, this achievement would not have been possible.

The Apostolic Faith Mission Church : Nzhelele Assembly is appreciated for laying the foundation for my higher education. This work is built upon the solid rock foundation the church laid down. The support of my spiritual father, brother and close friend, Pastor Mbulaheni George Muhali and his wife Mishumo Elelwani is beyond expression.

Mr Frederick Ramovha and his wife Salphina, and their children cannot be isolated from this significant achievement. It is their financial support and encouragement that enabled me to succeed.

I thank Prof. Dr. Chris Thornhill and Prof. Dr. S. Vil Nkomo for their excellent supervision and promotion. This study would not have been possible without their active guidance.

My parents, Aifheli Johannes Tshikwatamba and Mukumela Mbengeni, for bringing me up without adequate resources. My brother and friend Samuel Tshikwatamba and his wife Grace, and their children Philicity and Phelix, for encouraging me to complete this work. My uncle Samuel Mathikhi and his wife Suzanne for their motivation.

This work is dedicated to my wife Tshimangadzo, with whom I have experienced the peace of God in the midst of all family challenges, and to my only son, Kingdom, and the future days of his life.

Thanks to David Proctor for editing the work

TABLE OF CONTENTS

INDEX	PAGE
ABSTRACT	
1. ORIENTATION TO THE STUDY	
1.1 Introduction	1
1.2 Problem delimitation	2-4
1.3 Significance of the topic and the problem	4-6
1.4 Purpose of the investigation	7-9
1.5 Hypothesis	9
1.6 Type of investigation	10-11
1.7 Limitation of the study	12
1.8 Ethical considerations	12-15
1.9 Literature review	16
1.10 The questionnaire	17-19
1.11 Pilot study and pre-testing of the questionnaire	19-20
1.12 Interviews	20-22
1.13 Population and sample	22-24
1.14 Analysis of data	24-25
1.15 Sequence	25
1.16 Conclusion	25-26
2. THEORETICAL FRAMEWORK OF PUBLIC ADMINISTRATION	
2.1 Introduction	27-28
2.2 Clarification of terms	28-29
2.3 Origin of the study	29-34
2.2.1 Nature and objectives of the study	34-37
2.4 Politics/administration dichotomy stage	37-41
2.5 Scientific management development stage	41-50
2.6 Objection to dichotomy	50-52
2.7 Synthesis	52-53
2.8 Conclusion	54-56
3. THEORY AND PRACTICE OF TECHNIKON TEACHING	
3.1 Introduction	57
3.2 Background	57-58
3.3 Origin of technikon	58-60
3.4 Characteristics of technikon teaching	60
3.4.1 Cooperative education	61-64
3.4.2 Experiential training	64-79
3.4.3 Career orientation	70-73

3.5	Differences between technikons and universities	73-75
3.6	Qualification structure	76-81
3.7	Qualification of the lecturing staff	81-84
3.8	Conclusion	85-86

4. CONTENT OF PUBLIC ADMINISTRATION SYLLABUS

4.1	Introduction	87-88
4.2	The term evaluation	88-89
4.3	Public Administration at Technikon Southern Africa	89
4.4	Classifications of knowledge	89-92
4.4.1	Academic and problem solving knowledge	93
4.4.2	Trans-inter-disciplinary problem solving knowledge	93-99
4.4.3	Heterogenous trans-institutional production sites	99
4.4.4	Hemogenous production sites of knowledge	100
4.4.5	Insular knowledge	100-101
4.4.6	Useful knowledge	101-104
4.5	Revision of Public Administration instructional programme	104-107
4.6	Conclusion	107-109

5. PUBLIC MANAGEMENT AND PUBLIC ADMINISTRATION

5.1	Introduction	110
5.2	Understanding terminology	110-116
5.3	Approaches to management	116-117
5.3.1	Political approach	117-120
5.3.2	Business approach	120-124
5.3.3	Functions approach	125
5.3.3.1	Problem identification	125-126
5.3.3.2	Model construction	127-131
5.3.3.3	Implementation and enrichment	131-134
5.4	Managerial and administrative functions	135-138
5.5	Managerial and administrative skills	138-139
5.5.1	Conceptual skills	139-140
5.5.2	Human relation skills	140
5.3.3.	Technical skills	140-141
5.6	Conclusion	141-143

6. DISTANCE EDUCATION AND TRAINING

6.1	Introduction	144-145
6.2	Distance teaching	145-147
6.3	The role(s) of tutors	147-152
6.4	Differences between distance and face to face teaching	152-155

6.5	Characteristics of distance teaching	155
6.5.1	Easy access to learning	156-157
6.5.2	Self directed learning	157-158
6.5.3	Interface with employment	158-160
6.5.4	Specially designed study materials	160-162
6.5.5	Cost effectiveness	162-163
6.5.6.	Usage of various media	164
6.5.7	Success rate	164-165
6.5.8	Distance as a characteristic	165-166
6.6	Learner's assessment	166-168
6.7	Conclusion	168-169
7	CONCLUSION AND RECOMMENDATION	170-175
8	BIBLIOGRAPHY	
9	ANNEXURE A	
10	QUESTIONNAIRE	

ABSTRACT

**The teaching of Public Management at technikons with specific reference to
Technikon Southern Africa**

BY

NDITSHENI EMMANUEL TSHIKWATAMBA

SUPERVISOR : PROF/DR.C. THORNHILL
CO-SUPERVISOR : PROF/DR. S.Vil NKOMO
**DEPARTMENT : SCHOOL OF PUBLIC MANAGEMENT AND
ADMINISTRATION**
DEGREE : DOCTOR ADMINISTRATIONIS

The teaching of Public Administration at technikons underwent drastic transformational changes. Such changes were influenced by the question as to whether the teaching of Public Administration was still relevant to a society that is going through a tremendous transformational drive. The dominant administrative functions approach was questioned as to whether it was still relevant to address the needs of a society that is in transition. In an attempt to address these challenging questions, some technikons in South Africa replaced the discipline Public Administration with Public Management. However, this study contends that technikons in South Africa require an integrated approach towards the teaching of Public Management and Public Administration to equip learners with required knowledge and skills to operate effectively and efficiently. It is argued that the exclusive teaching of either Public Management or Public Administration portrays the non-integrated nature and scope of the teaching approach.

“The Study of Administration”, an article written by Wilson in 1887, and Taylor’s scientific management approach of 1911 are accepted as the premises upon which an integrated teaching approach should be based. In this study, Public Administration is

argued to have unfolded from Wilson's article, and it represents the educational component of training, while Public Management is argued to represent the training component of education. For this reason, an integrated teaching approach should incorporate both the components of education and training which imply the integration of Public Management and Public Administration.

It is argued that the teaching of Public Administration can be associated traditionally with universities, while the teaching of Public Management can closely linked to technikons, with specific reference to the origins of technikons and universities. The Higher Education Act, 1993 (Act 125 of 1993) is interpreted as encouraging an integrated approach as opposed to the dichotomy that manifested itself through the University Act, 1995 (Act 61 Of 1995) and the Technikon Act, 1993(Act 125 of 1993). In this integrated teaching approach, Public Management and Administration could not be separated.

When taking into account the characteristics of technikon teaching, it can be concluded that a teaching approach integrating Public Management and Public Administration should go beyond the incorporation of management techniques. It should integrate the attribute of co-operative education whereby the industry is required to make inputs in the compilation of the study material. The attribute of experiential learning should also be applicable to ensure that the practical component is integrated with the theoretical component. This means that an integrated teaching of Public Management and Public Administration could still be dichotomous should it inhibit co-operative education and experiential learning. The following model is designed to represent such integrated teaching approach, as advocated in the study.

Figure 5.3.3.1 A model representing the integrated teaching of Public Management and Public Administration



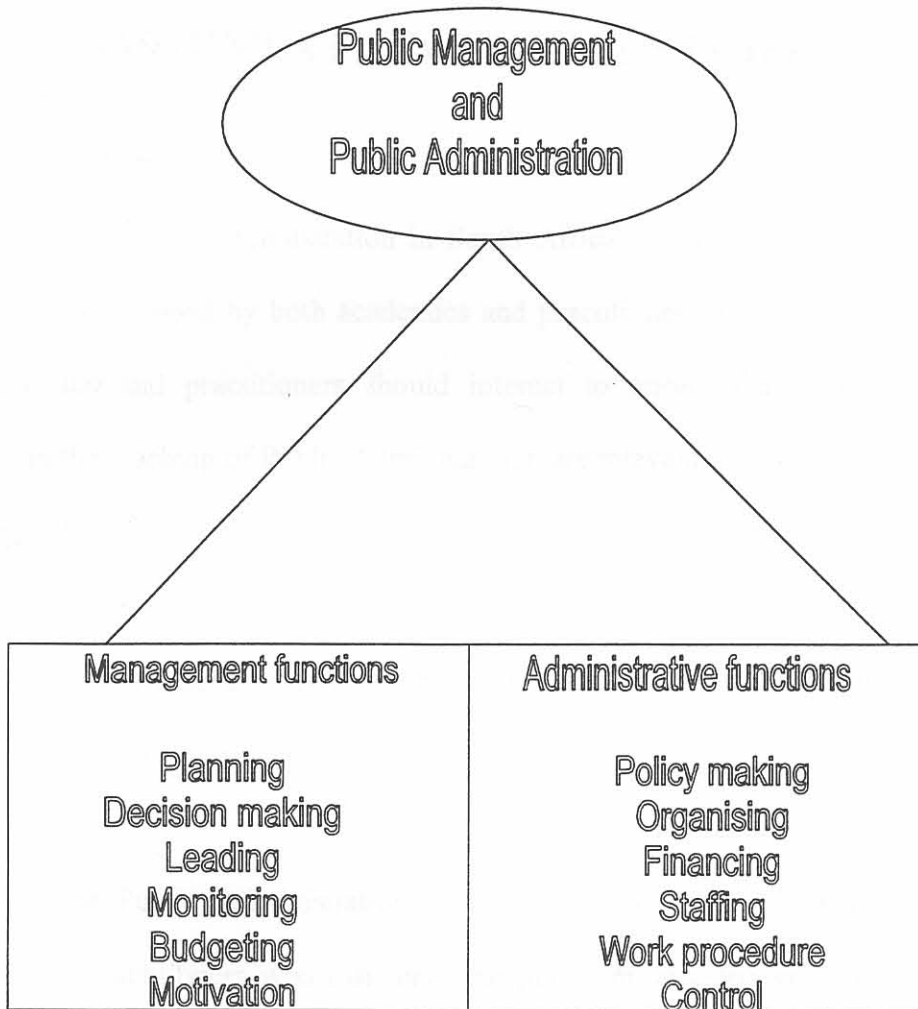
The model implies that an integrated approach to the teaching of Public Management and Public Administration should incorporate of co-operative education and experiential learning.

The teaching of Public Management and Public Administration in an integrated sense is desirable as it could empower learners with both academic and problem solving knowledge as well as a variety of skills. This is feasible if a multidiscipline approach is adopted. This research and analysis concludes that techniques that are used in the private sector are applicable to the public service if supported by the parameters of the theory of Public Administration. Thus, an integrated teaching approach could mean that both the theoretical framework of Public Administration and Public Management techniques are incorporated and consolidated in the teaching approach.

Public Administration theory and management techniques arguments are linked to the politics-administration dichotomy. It is argued that politics should ideally be separated from administration. It is, however, indicated that in the teaching of Public Management and Public Administration, the political environment should be considered, as Public Administration in a specific country is shaped by prevailing political structures, philosophies and policy. The non-integrated teaching of Public Management could undermine the practice of public administration if the political factors are omitted. It is further concluded that the relevance of the teaching of Public Administration in a society is subject to the political system. The present Government of South Africa requires the teaching of Public Management and Administration to be relevant and to assist in transforming the country in accordance with its policies. This is attested by the acknowledgement of the term Public Administration in chapter 10 of the Constitution of the Republic of South Africa 1996 (Act 108 of 1996). Thus, the teaching of Public Management at technikons should integrate the theoretical framework of Public Administration.

The profile of each technikon's instructional programme is presented in accordance with the required **A, B and C type subject content**. It is indicated that the **A type subject content** is aimed mainly at practicing and mastery of manual skills, crafts, ways of doing things and techniques which relate to a specific industry. The **B type subject content** is aimed at mastery of the application of existing knowledge, techniques and technology related to a specific industry. The **C type subject content** is aimed at mastery of basic theoretical substructures and the inculcation of fundamental principles of thoughts and methods. Public Management belongs to the **A and B subject content**, while Public Administration is linked with the **C type subject content**. These **A, B and C type contents** encourage the integrated teaching of Public Management and Public Administration. The management and administrative functions are discussed from an integrated perspective. The following model represents the integrated teaching of Public Management and Administration that incorporates both management and administrative functions.

Figure 5.4.1 Management and Administrative functions



This research and analysis concludes that an approach which integrates Public Management and Public Administration should incorporate both management and administrative functions. When taking into account that an integrated approach is an “approach” and not a mode of instruction, it is contended that Public Management and Public Administration could be offered through a distance mode of an instruction such as that of Technikon Southern Africa.