

CHAPTER 5

PUBLIC MANAGEMENT AND PUBLIC ADMINISTRATION

5.1 Introduction

In this chapter, the integrated teaching of Public Management and Public Administration will be discussed. The argument will require clarification of two terms, as various perceptions exist regarding their meanings. The approaches that influenced the introduction of the teaching of Public Management at technikons will be identified and discussed. The implication of an integrated approach to teaching Public Management and Public Administration in the public sector will be pointed out. This will be followed by a discussion of management and administrative skills to demonstrate that both aspects should be studied simultaneously to obtain an integrated teaching approach.

5.2 Understanding terminology

One of the challenges in the social sciences is misunderstanding that arises from the indiscriminate use of terms. Terms such as “administration” and “management” are frequently interpreted in the same way. The environment within which these terms are used, the context of use and personal perspectives of individuals complicate their meanings (Holt, 1987:470). The first step in any subject should be an understanding of

the basic terms. In social sciences, terms are often not precisely defined and writers adopt an interchangeable approach by simply stating that a specific term is interchangeable with another one. For example, Massey (1993:13) writes that discussion about whether public administration has become public management is semantic nonsense; to “administer” something is to “manage” it. Moreover, the Oxford Learner’s Dictionary (1986:12) defines “administration” as the “management” of public affairs. It further states that administration is that part of the government that manages public affairs. It is evident that Massey (1993:13) and this particular dictionary definition does not provide a clear distinction between the terms “administration” and “management”. **Seventeen percent** of the interviewed part time tutors (See chapter 6 for the information pertaining to tutors) expressed their understanding of the discipline by indicating that Public Administration is the same as Public Management, and that the two terms are interchangeable.

The phenomena “administration” and “management” are defined by writers in accordance with their own needs and purposes. Definitions and explanations of these terms (administration and management) with a contradictory variety of meanings have been in popular use. A specific term in country X with apparently the same meaning in country Y may have a different emphasis owing to the differences in the history of the country’s institutions (Appleby, 1981:5). The question of differentiating between administration and management exists in English-speaking countries. The continental European languages contain no equivalent for the word “management”. The West and North European languages make use either of a term originating in the Franco-English

use of the Latin word “*administration*”, or a term derived from the direct German translation “*verwaltung*” (Meyer, 1957: 13-14). The terms administration and management do not have universally accepted unique meanings.

Literature on Public Administration and Public Management is disjointed and fragmented. It would be easier to describe what Public Administration and Public Management are not, and how administrative and managerial concepts are incorrect or incomplete than to describe precisely what they are and identify all that they contain (Watson, 1989: 15). For example, Cloete (1981:13) writes that “administration” can be compared with fuel and oil. It can be found where two or more people take joint action. It is not a component of an end result but always remains a means to an end. It consists of the thought process for setting and achieving an objective. In comparing, locating and attempting to define the term “administration”, Cloete ended up not defining the term precisely. Hanekom and Thornhill (1995: 9) remark that clarity is necessary in order to effect a scientific investigation. The lack of clarity should be avoided as a precise analysis of theory is possible only when terms are precisely defined.

To clarify the two terms, public management consists, according to Schwella et al (1996:7) of the following:

Figure 5.2.1 Clarity on what Public Management consists of

Supportive technology and techniques	Applications	Functions	Skills
<ul style="list-style-type: none"> • Computer technology and information. • Techniques 	<ul style="list-style-type: none"> • Policy analysis • Strategic aspects • Organisational development 	<ul style="list-style-type: none"> • Planning • Decision making • Leading • Monitoring • Motivation • Budgeting 	<ul style="list-style-type: none"> • Decision making • Communication • Management of change • Organisational development

(Schwella et al,1996:7)

This means that Schwella et al. (1996:7), argue that Public Management is a concept embracing the supportive technology, applications, functions and skills indicated in the above. No reference is made in this table to Public Administration. With regard to technology and management techniques, the public sector did not escape the changes that accompanied industrial development in Western Europe and the United States during the nineteenth century. Technological development and trade expansion that accompanied developments in communication and transport contributed to a drastic increase in the extent and complexity of public institutions. These factors resulted in job specialisation, training and development in the action part of government that public management could not avoid (Van der Walt and Du Toit, (1996:13). Modern analytical, behavioural and

information techniques that are required to manage any large-scale enterprise should assist public administration to be more effective. These management techniques should be applied in the context of the public sector (Starling, 1993:ix). It can be inferred that the teaching of Public Management at technikons should focus on management techniques. Management techniques could be qualitative, quantitative and behavioral. These techniques can be useful in ensuring higher levels of performance on all three levels of government Roux et al. (1997:vi).

Denhardt (1993:62) supports the technological and technique component of management, stating that scientific management suggests to managers a view of workers as machines to be tuned to their peak efficiency. Managers are required to design and conduct experiments, and to make use of specific techniques relevant to the situation. This implies that the teaching of Public Management at technikons should produce public managers and not public administrators who focus on identifying systems and functions to be performed. Such public managers should be educated and trained to make use of management techniques and technology within the broad context of public administration. They should be empowered with management skills necessary to manage in the new political dispensation, and expose learners to management functions and applications.

According to Cloete’s (1995:220) in the table as presented below, Public Administration consists of the following:

Figure 5.2.2 Clarity on what Public Administration consists of

Administrative Functions	Auxiliary functions	Line functions
<ul style="list-style-type: none"> ❖ Policy-making ❖ Organising ❖ Financing ❖ Determining-work procedures ❖ Staffing ❖ Control and rendering account 	<ul style="list-style-type: none"> ❖ Research ❖ Legal services ❖ Record keeping 	<ul style="list-style-type: none"> ❖ Law and order ❖ Protection functions ❖ Education ❖ Health

Cloete (1995:220) contends that Public Administration is a concept embracing generic administrative functions (policy-making, organising, financing, determining work procedures, staffing and control and rendering account), auxiliary functions, (research, legal services, record keeping) and line functions such as maintenance of law and order, protection functions, education, health functions. It is the action part of government; the means by which purposes and goals of government are realised. It is the administrative role of government and is part of the executive, as distinct from the

legislative and judicial powers (Barber, 1983: 1). It is evident that this definition of Public Administration covers the content of Public Administration at Technikon Southern Africa as evaluated in **chapter 4**. It can be noted as well that the definition differs from that of Public Management as shown in **figure 5.2.1** and what has been shown in **chapter I, figure 1.2.1** regarding the envisaged curriculum of Public Management to be effected from 2001 at Technikon Southern Africa. This definition represents the theoretical framework of public administration within which management techniques can be applied. This means that management should be conducted within general theories underlying a branch of Public Administration knowledge. References have been provided in **chapter 2** suggesting that Public Administration represents the educational component of the study of administration, and that Wilson's basic intention was to introduce the field of study to ensure that knowledge should be acquired through a close study of administration. Scientific management is said to represent the training component. The teaching of Public Management at technikons should among other things, concentrate on training learners to empower them with management techniques, application and skills. However, comprehensive teaching of Public Management should not focus only on management techniques, but should combine management techniques with public administration theories.

5.3 Approaches to management

The term "approach" is often used in the teaching of Public Management and Public Administration. It is important to establish a suitable approach to ensure that the theory

is valid and underscores a particular phenomenon or occurrence (Hanekom and Thornhill, 1983: 68). The New Lexicon Webster's Dictionary of the English Language (1992:45) defines *approach* as to seek a way of dealing with something. The following approaches will facilitate an understanding of why management is applied in the South African public sector:

5.3.1 Political approach

The political approach to the term "management" assumes that the teaching of Public Administration was based on the implementation of apartheid policies and separate development that dominated the public sector before the April 1994 general election. The separate development policy represented a particular political system. As the political situation in South Africa is continuously undergoing transformation, the teaching of Public Administration should move to reflect a democratically based system of government. The practices of public administration before April 1994 are considered to have been aimed at effective implementation of apartheid policies.

In the changing political environment, the integrated teaching of Public Management and Administration needs to be developed to a level at which learners will, after completion of their studies, be able to apply management techniques to improve service delivery within the public sector. Learners should be able to manage the new dispensation aimed at improving efficiency and effectiveness. They should be prepared to take an active part in institutional and organisational developments (Bayat and Meyer, 1994:9-10).

Eighty-two percent of the interviewed part-time tutors indicated that public administration is more associated with the past apartheid system, while public management is more about changes in the new political dispensation. **Eighteen percent** of the part-time tutors indicated that public administration represents an autocratic system of administration while public management represents the participatory system of management. The tutors interviewed therefore link the terms administration and management to political systems and not to the executive action as argued by scholars such as Cloete (1995 :28).

A perception exists, due to public administration implementation of apartheid policies, that an exclusive teaching of Public Administration is no longer appropriate to the development needs that South Africa is facing. Therefore the revision of the teaching of Public Administration to accommodate a more management orientation becomes inevitable to address the needs of society in a new constitutional dispensation (Cameron and Stone, 1995:2). The teaching of Public Management in transforming the public sector is expected to contribute to the management of change and service delivery through the application of management techniques. The discussion in **chapter 4** indicated that a revision of the Public Administration syllabus was influenced by the political changes in the country that impacted on governance. This means that the political changes in South Africa influenced the replacement of the focus on Public Administration with a focus on Public Management. It was indicated in **chapter 4** with reference to the Technikon Southern Africa background document (1995:2) that the public service is dynamic and that the teaching of Public Administration with a

descriptive approach of the generic administrative functions is no longer relevant to a society that is continuously undergoing drastic changes and requires improved service delivery. It should be realised that political changes in South Africa have contributed significantly to the replacement of Public Administration with Public Management as a focus of study at Technikon Southern Africa. The nature of changes, as indicated on page 117 under **5.3.1** on the political approach, indicates that the change was from an autocratic apartheid style of administration to a democratic style of management.

The effects of a political approach to the teaching of Public Management or Public Administration should be thoroughly analysed to establish the relevance of the teaching to particular circumstances. Universities and technikons that continue teaching only Public Administration could be viewed as clinging to a formalistic and descriptive study. They could even be considered as institutions of higher education that are not preparing learners to manage public institutions in a stage of transformation. Technikons in South Africa that have changed the name of discipline that is taught from Public Administration to Public Management could be politically applauded for being in line with the spirit of transformation. However, it could also result in an incomplete preparation of officials for the complexities of the public sector. The integration of Public Management with Public Administration could be interpreted as an attempt to train learners to make use of management techniques within the theoretical framework of Public Administration. This means that the component of Public Administration is required to contextualise management techniques in an integrated teaching approach. A comprehensive teaching approach that integrates Public Management with Public Administration would be to the

advantage of learners. The exclusive, restricted teaching of Public Management could limit the teaching in the sense that learners are taught to apply management techniques without acknowledging the context of Public Administration.

5.3.2 Business approach

A perception exists that business management practices that utilise the market, price manipulation and profit do not belong to the public sector. However, business management techniques that comprise the application of instrumental aspects and allow the private sector to be relatively successful could be borrowed from the private sector to make the public sector more successful and/or more effective in attaining its objective of rendering effective and efficient service. Management techniques could increase effectiveness and efficiency in the public service if cost reduction and output optimization are accepted as primary driving forces. Although it is often stated that efficiency in the public sector is lacking or can not be equated with that in the private sector, it should also be stated that the public sector's area of operation is more diverse, comprehensive and dynamic. However, in particular cases the private sector provides a framework against which practices and methods of operation are applied in the public sector (Botes *et al.* 1992: 162 and 169).

An understanding of this argument can be derived from the classification of the scholars of Public Administration as identified by Hanekom *et al.* (1987:60) in writing that there are Public Administration “purists” and “reformists”. The “purists” are those scholars

(be it from the first, second or third generation) who have willingly or unwillingly submitted themselves to the generic view accepting it as a priori focus for the study. The first generation is represented by J.J. N. Cloete, who is generally regarded as the founding father of the generic view of public administration in South Africa. The second generation comprises Cloete's understudies, while the third generation includes those academics who were taught by the second generation or studied at universities where the generic approach was not adopted. The "reformists" are those scholars from the ranks of the second and third generation who, although in support of the generic view, do not adhere to it dogmatically. Following on this argument, it can be argued that a management approach to the teaching of Public Administration should receive stronger support from the reformists than from the purists. However, the integrated teaching of Public Management and Public Administration should embrace the views of both Public Administration purists who emphasize the theory of Public Administration, and those of reformists who emphasise management techniques. The management techniques that are applied in the private sector could be employed in the public sector within the parameters of Public Administration to ensure more effectiveness without compromising the public service-rendering approach as an ultimate goal. The realisation of Reddy (1996:96) is that there is no dearth of literature in public sector management exploring whether techniques applied in the private sector can be applied effectively in the public sector setting. An integrated teaching approach that combines the theory of Public Administration with management techniques would ensure that such techniques could be applied in the public service more effectively. According to Spiers (1975:22 and 33), the

application of a specific technique as a recognised, tested and accepted method of solving specific problems cannot be considered in isolation.

A tendency exists to neglect managerial practices in the teaching of Public Administration because management techniques are considered to be concerned with the utilisation of means of production for the purpose of profit maximization. Whilst Public Administration is aimed at studying public institutions which are service orientated, it is gradually realised that the public sector can also be managed. However, managing the public sector is to be carried out within the parameters of public administration. This will require a continuous and constant flow of management information such as results, costs and performance appraisal. Effective management requires a critical frame of mind which demands that officials pursue the ultimate goal of an institution with an innovative managerial style (Botes *et al.* 1992: 240, 245 and 247).

Henry (1995:155) observes that evolution of management sciences has been associated with business schools, although these sciences increasingly focus on the needs of government. Henry (1995:155) further reports that the United States municipalities apply management techniques for resource and expenditure control such as zero base or target base budgeting and other techniques to raise the level of efficiency and effectiveness, such as productivity improvement. There can be no doubt that such management techniques could be applied within the broad framework of Public Administration in South Africa as well.

The private sector would define the nature of management in relation to the purpose and conditions of the private sector. A management approach developed for the private sector can have relevance to the public domain, provided that the approach is transformed in its application to match the theoretical framework of Public Administration. There are aspects of management in the public domain that have no complete parallel in the private sector, for example, the absence of the profit motive which can serve as an incentive for efficiency in numerous service rendering institutions. The inadequacy of private sector models of management should be explored in the public domain to ensure that a distinctive approach is identified that integrates administration with management. The distinctive integrated approach to management should be identified through the process of determining the conditions in the public domain that could foster efficiency and effectiveness. An integrated approach to the teaching of Public Management and Public Administration should recognise their distinctive purposes, conditions and tasks as well as their dilemmas (McKevitt and Lawton, (1994:55).

Public Management should provide Public Administration with necessary exposure to management techniques such as management by objective, accrual and cost accounting. The acceptance of these management techniques in the public sector should ensure their application beyond the question of an inventory of business management. It should place these techniques in the context of Public Administration and further take note of the political environment (Starling, 1993: IX).

An analysis of an integrative approach suggests that higher education institutions should establish the relevance of their curricula to the public sector. This means that higher education institutions that exclusively teach Public Administration could be considered inadequate in their teaching approach, as management techniques that affect the public sector might be excluded from their teaching. Technicians that have changed their teaching to the discipline Public Management could be ignoring the theoretical foundations and dynamics of Public Administration to the detriment of learners who need to be prepared for the work environment.

Reilly (1979:5) remarks that the term “administration” is associated with government, and “management” with private business. There are beneficial influences of management on public administration in the sense that it suggests that public administrationists (academics) should examine more closely what the “public” in “public administration” means. Considering “public” in institutional terms is a deficiency that is exposed by a management approach, and it suggests that public administrationists should search for an alternative. The definition of public administration’s locus as simply public institutions is criticised in the public management approach. For this reason, the definition of public administration convinces public administrationists that a whole set of management techniques and applications should be included in the study to broaden the scope (Henry,1995:38).

5.3.3 Functions approach

The functions approach offers a conceptual framework of the relationship between Public Management and Public Administration. This approach could be desirable as adequate scope is left to integrate the teaching of Public Management and Public Administration at technikons. Furthermore, it places emphasis on both the development as well as the achievement of objectives, while other approaches that were discussed concentrate on the development of curricula. The functions approach is integrative, flexible and adaptable (Marx, 1978:34-39). The present teaching of Public Management at technikons and the envisaged integrated teaching of Public Management and Public Administration should be understood in terms of the essence of the following processes relating to problem identification, model construction, implementation and enrichment as advanced by Heinze (1982: 8).

5.3.3.1 Problem identification

The functions approach begins with problem identification of “something” which is not right and needs to be fixed (Haimann, 1985: 52). Smit and Cronje (1992: 145) define a problem as a barrier to the achievement of organisational goals and therefore as an obstacle that needs to be overcome by decision-makers. A situation requiring a decision must exist and be recognized as of managerial importance to be included in the activities of management. According to Kirilin (1996: 416), it is essential, for example, to identify major challenges behind the introduction of a specific change. After the reasons for

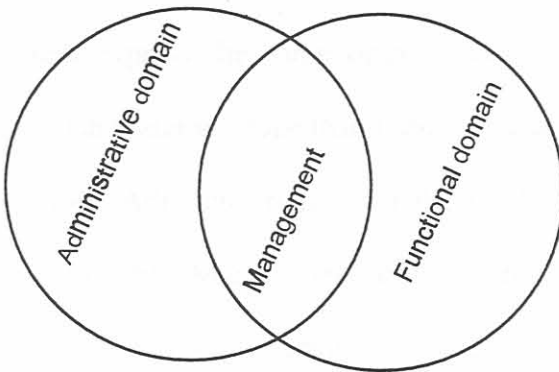
change have been identified, it is imperative that decision-makers become acquainted with the various aspects of the situation for which a decision is required. (Heinze, 1982:8). The problem statement presented in **chapter 1** therefore outlines challenges to be investigated. It has been indicated that in the new political dispensation, the public service is dynamic, and non-integrated teaching of Public Management is not likely to be effective without the inclusion of the theories of Public Administration. In addition, the traditional approach to the teaching of Public Administration entailed dogmatic or doctrinal adherence to the administrative functions model that reduced complex public sector phenomena to generic functions. It was indicated in **chapter 4** that in the teaching of Public Administration, the generic administrative functions dominated the syllabus for both Public Administration II and III at Technikon Southern Africa.

The purpose of formulating a problem (**See the problem statement in chapter 1, section 1.2**) as a starting point is to determine the optimum course of action required, as well as to clearly set out the goals (Koontz et al. 1984: 194). The implications are that objectives must be identified, alternative courses of action must be isolated, and the most appropriate action determined. It was argued in **chapter 3** that the present teaching at technikons focuses on Public Management. However, this study suggests that the desirable course of action would be to integrate the contents of both Public Management and Public Administration, rather than isolate them. This would mean that both Public Management techniques and the theory of Public Administration form part of the teaching.

5.3.3.2 Model construction

The Oxford Learners Dictionary (1974:544) defines a model as a scale reproduction or representation of something. The second step after the identification of a problem, according to Heinze (1982: 10), is to construct a model of a situation requiring a decision. Such a model may not incorporate extraneous details. The model becomes the centre of attention through which an analysis and evaluation of the alternative course of action can be conducted.

Figure 5.3.3.2.1 A model to represent the role of management in transforming the functional and administrative domains into a meaningful plan of action



(Botes et al. 1992:187)

This model by Botes et al. (1992:187) attempts to stimulate interest by suggesting that in the performance of their functions, public administrators are entrusted with two spheres, namely the functional domain and the administrative domain, to achieve the objectives of

the institution. The role of management in the model is to transform the two domains into a meaningful plan of action (Botes et al. 1992:187) through, for example, the inclusion of management techniques in terms of the argument advanced in this study. The model suggests that the role of management in the teaching of Public Administration is to link the framework with the practice. The action part of government is undertaken through the application of management techniques and skills. Millet's (1954:3) opinion in this regard is that management is a system of authority and responsibility aimed at achieving goals. Accordingly, Millet's opinion is that the two terms are inseparable. For this reason, the teaching of Public Management should be approached holistically, in such a way that Public Administration forms an integral part of the teaching. The model suggests that management is part of the domain within which administration is practised.

Forty-seven percent of the interviewed part-time tutors, with **forty-two percent** of the interviewed lecturers express the same opinion as Fox et al (1991:2-3) that Public Administration is much wider in scope than Public Management. Public Management is a component of Public Administration. If the teaching of Public Administration is exclusively reduced to Public Management, this may disregard the presence of politics as an integral part of Public Administration. Appleby's (1981: 5) understanding is not different regarding the broader use of the term "administration" in the public sector as referring to the activities of the higher level officials who advise government on major aims and policies and have to ensure that policies are effected. Appleby (1981:5) further substantiates his argument by highlighting the following example: Regarding a public corporation such as an electricity board, the government determines broad policies which

must be carried out by such a board that has to determine detailed policies and structures to achieve its goals. The board is in fact administering policies and has to manage the resources at its disposal. This means that if the question of the extent of Public Administration is a critical issue, an approach integrating Public Management and Public Administration should be desirable.

The manner in which technikons operate should differ from universities as discussed in **chapter 3** in terms of the technological focus of technikon teaching and the theoretical focus of universities. However, the argument in the study is that both the theory and the technological focus should be integrated. The general policy for technikon instructional programmes as advocated by the Department of Education (1997: 10-11) stipulates that the greater part of a technikon programme must involve putting into practice existing knowledge, technology, results and formulae. The Department of Education (1997:10-11) prescribes that the profile of each technikon's instructional programme up to National Diploma (See the qualification structure in chapter 3, figure 3.6.1) has to adhere to the following:

- ❖ A maximum of **twenty percent** of the credits for the so-called **A-type** subject content.

(The **A-type** subject content is that which is aimed mainly at the practising and mastery of manual skills or crafts, ways of doing things and techniques which relate inter-alia to a specific vocation or industry)

- ❖ A minimum of **sixty percent** and a maximum of **eighty percent** of the credits for the so-called **B-type** subject content

(The **B-type** subject content is that which is aimed mainly at the mastery of the application of existing knowledge, technology, results and formulas relating to a specific vocation or industry)

- ❖ A maximum of **twenty percent** of the credits for the so called **C-type** subject content
- (The **C-type subject** content is that which is aimed mainly at the mastery of a basic theoretical substructure and the inculcation of the fundamental principles of thoughts and methods. This presumes mastery of basic and contextually-basic subject content (Department of Education, 1997: 10-11).

Following the definition of Public Management outlined at the beginning of this chapter as constituting, inter-alia, technology, information management, and management techniques, management application and skills, it is evident that the teaching of Public Management at technikons involves the **A and B-type content** of technikon teaching. Furthermore, **A and B type content** of technikon teaching combined should constitute the greater percentage of the subject content. The hypothetical statement indicated in **chapter 1 section 1.5** states that “**Technikons in South Africa, and particularly Technikon Southern Africa, require an integrated teaching approach of Public Management and Public Administration to equip learners with the knowledge and skills required to operate effectively**”. Although Public Management is defined as representing the techniques, while Public Administration represents the theory, the theory of the latter should be integrated in the teaching of Public Management to ensure that

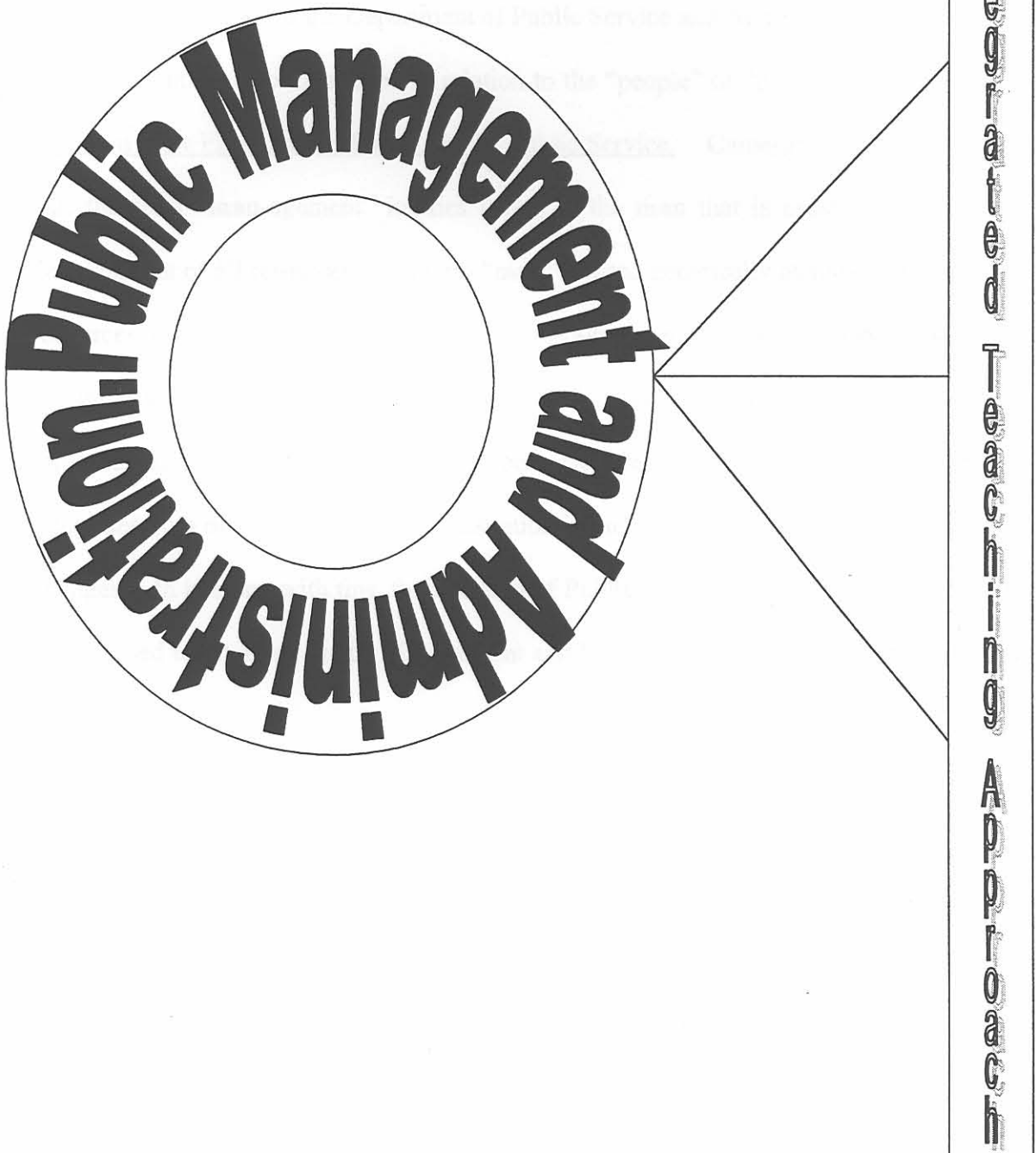
such teaching is comprehensive. Public Administration should be integrated within the required minimum of **twenty percent** under the **C-type** subject content category. This means that the **A and B** type technological content of the teaching of Public Management could be interpreted as non-integrating without the **C-type** of Public Administration subject content. Should **A, B, and C type subject content** be integrated in the teaching, such teaching could be referred to as the teaching of Public Management and Public Administration to represent in theory and practice how integrated the teaching approach is. These requirements imply that the teaching of Public Management at technikons should be designed in such a way that these components of the wider field of study constitute the greater percentage of the subject content, while Public Administration should constitute the smaller percentage. Accordingly, Public Administration in this case will be a component of the field of Public Management at technikons. As the differences between technikons and universities are discussed in **chapter 5**, with regard to universities being more theoretical, the teaching of Public Management at universities should constitute the smaller percentage while Public Administration should constitute the greater percentage of the subject content.

5.3.3.3 Implementation and enrichment

The process of implementation entails enacting a decision (Haimann et al. 1985: 52). If a model does not constitute a suitable basis for making a decision as envisaged during the implementation process, it should be enriched or modified so that it becomes an adequate image of reality (Heinze, 1982, 2). In order to address challenges as outlined in the

problem statement regarding the teaching of Public Administration being irrelevant in a society, Technikon Southern Africa changed the focus of the study of the academic discipline Public Administration into a focus on the study of Public Management. It can be inferred from the discussion that such a change in focus from Public Administration to Public Management should be enriched to ensure an integrated teaching approach. The enrichment requires an integration of Public Management with Public Administration to improve effectiveness and efficiency in the public sector. Public Administration cannot be excluded from the teaching of Public Management while chapter 10 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) entrenches it in its stipulations. Integrated teaching of Public Management and Public Administration is therefore inevitable. The acceptable model for such an integrated teaching approach to Public Management and Public Administration is outlined on page 133.

Figure 5.3.3.3.1 A model representing the integrated teaching of
Public Management and Public Administration

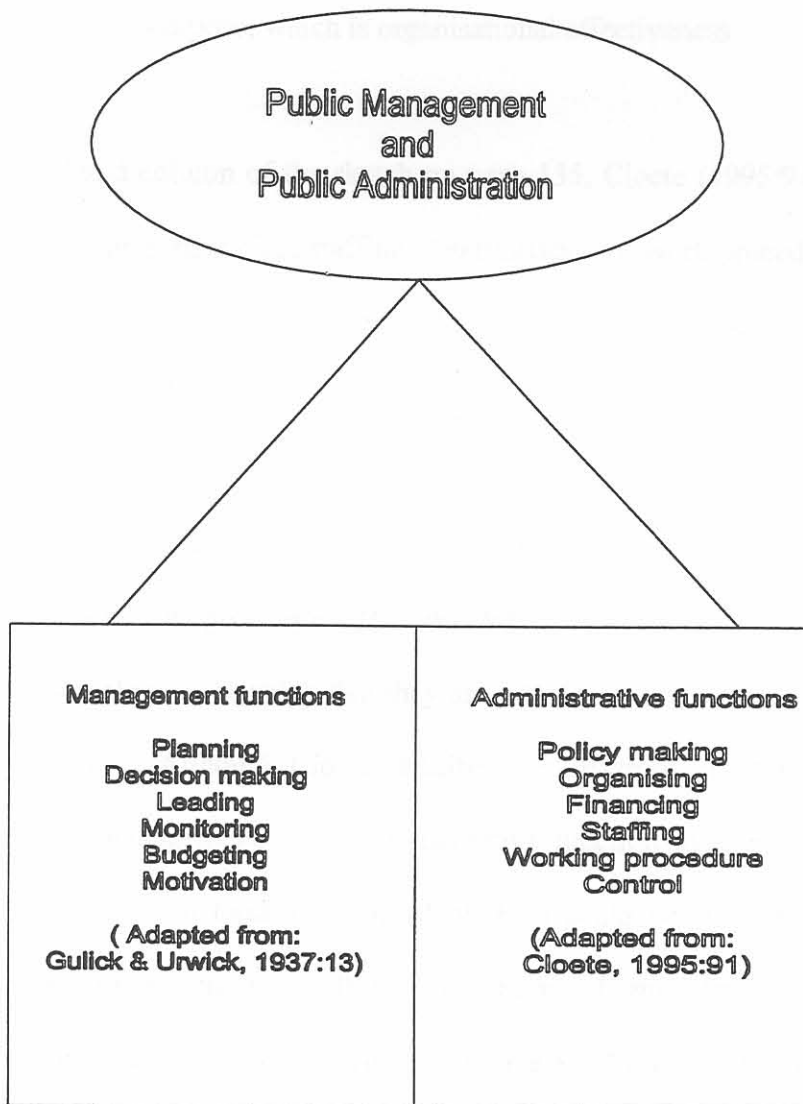


In this model, the teaching of Public Management is integrated with Public Administration. Reference could be made to **chapter 10** of the Constitution of the Republic of South Africa, 1996 (Act no 108 of 1996) that entrenches the practice of public Administration. In addition, the ministry responsible for overseeing the public service has been named the Department of Public Service and Administration. The term “management” is also mentioned in relation to the “people” or “personnel” in the White Paper on New Employment Policy for the Public Service. Carnegie (1978:15) explains that the term “**man**-agement” implies that it is the **man** that is most essential in the development of all resources. The term “**man**” is used generically as meaning all human resources both male and female. Human resources are the catalyst that make other resources succeed or fail. It is **man** who should be trained to make use of computers and other management techniques in order to be more effective. The white paper therefore integrates both management and administration in the implementation of transformational changes. In keeping with this, the teaching of Public Management at technikons should be designed to integrate Public Management and Public Administration in both name and content.

5.4 Managerial and administrative functions

The following graph indicates the managerial and administrative functions that should be considered in the integrated teaching of Public Management and Public Administration:

Figure 5.4.1 Management and Administrative functions



In the left hand column, Gulick and Urwick (1937:13) identify the management functions for the purpose of organisational effectiveness. These functions are noted by Hersey and Blanchard (1982:3) to be relevant, irrespective of the type of institution or level of management. According to Haimann et al (1985:14), management functions are inter-related. This implies that all managerial functions are inter-related and all are initiated by the managerial purpose, which is organisational effectiveness.

In the right hand column of the sketch on page 135, Cloete (1995:91) identifies policy-making, organising, financing, staffing, determination of work procedures and exercising of control as administrative functions whose aim is goal realisation. Cloete (1981:3) regarded these functions as administrative processes. The functional school accepts as truth that a specific process is followed to perform these functions (Thierauf et al. 1977: 11). The goal realization approach views effectiveness as the degree to which an institution realizes its goal (Horwitz, 1991: 90). The generic administrative functions are mutually inclusive, meaning that they are interdependent in their application towards goal realisation. Although Cloete identifies six functions in total, Botes et al. (1992: 185) includes management as an administrative function in itself, suggesting that the functions are seven in total and that all of them could be applied at any time to any institutional group action. Botes' inclusion of management as an additional administrative function is contradictory to **figure 5.3.3.2.1** on page 127. The model by Botes suggests that management is not a function, but a link between the functional and the administrative domains. It is a link in the sense that it transforms the administrative functions into meaningful plans of action in the application of the necessary techniques.

Integrated teaching requires that both management and administrative functions should be part of the teaching at technikons, taking into account Cloete's (1995:221) argument that when the relationship between public management and public administration is considered, it should be noted that every administrative function consists of the conceptual (initiatory and innovative) part and the managerial and applicability part. The conceptual-directive part is the task mainly performed by the officials on higher levels of the hierarchies of the institutions charged with overall direction and surveillance of specific functions (e.g. the Department of Finance in the case of financing, and the former Public Service Commission in the case of staffing). The head offices of the national sphere departments and provincial departments at the head office of a province are charged with administrative functions, and have to manage their internal activities (Cloete,1995: 221). The impression created is that all the administrative functions of policy-making, organising, financing, staffing, determination of work procedure and exercising of control comprise the administrative conceptual-directive part. For example, finance, is designated as an administrative function and is the conceptual-directive component of the utilisation of financial resources. However, budgeting could be regarded as a management function within the conceptual-directive component of the utilisation of financial resources. Budgeting techniques would have to be studied at technikons to achieve the goal of preparing students for supervisory parts. Furthermore, policy-making, as an administrative function could, be regarded as the conceptual-directive dimension representing the administrative component of the administrative function. However, planning could be regarded as the managerial dimension representing the managerial component of the administrative function. This therefore

implies that integrated teaching of Public Management and Public Administration should be carried out in such a manner that all the dimensions are integrated.

5.5 Managerial and administrative skills

The integrated teaching of Public Management and Public Administration at technikons should empower learners with both managerial and administrative skills. The managerial and administrative skills framework consists, according to Watson (1986: 21), of diagnostic and application skills. Diagnostic skills are primarily mental skills which are used in appraising situations, identifying their critical dimensions, determining probable consequences and the significance of the consequences of various alternative approaches, and identifying the appropriate managerial actions. Application skills are aimed at performance and are necessary when applying management techniques or taking managerial actions. While students might be taught, for example, the need for goal setting or planning, they also require knowledge on how to perform these activities. This means that integrated teaching of Public Management and Public Administration should ensure that both diagnostic skills and application skills receive attention. It implies that the teaching of Public Management exclusively could equip learners with only application skills (without diagnostic mental skills) emanating from the exposition and application of management techniques. However, if the teaching integrates the diagnostic aspects derived from public administration, officials could be empowered with skills in both components of their tasks.

The diagnostic mental and application skills identified by Watson (1986:21) could be linked to the variety of the main category of skills identified by Koontz *et al* (1984:402), who observe that skills range from conceptual and human relations to technical. The conceptual, human relations and technical skills could either be diagnostic mental skills or application skills. Hellriegel and Slocum (1982: 19) refer to these skills as the skills required by any administrator who desires to be effective in the performance of his/her tasks. Other authors on management including Smith and Cronje (1982: 37), refer to these as managerial skills. This could imply that these authors might have used these terms interchangeably, or they might have defined them in terms of their own needs and purposes.

5.5.1 Conceptual skills

The conceptual skills provide the ability to understand the complexities of the overall organisation. These skills provide knowledge of acting according to the objectives of the entire organisation, rather than only the basis of the goals and needs of a particular section of an organisational unit (Hersey and Blanchard, 1982:5). The development of conceptual skills involves thinking in terms of the relative emphasis on determining priorities from among conflicting objectives and relative tendencies and probabilities (Hellriegel and Slocum,1982: 21). Koontz (1984: 402) writes that conceptual skill refers to the ability to see the “big picture”, to recognise the significant elements in a situation and to understand the relationships among the elements. On the basis of the identification of two types of skills (diagnostic and application skills), conceptual skills

could be classified as diagnostic mental. The teaching of Public Administration could provide learners with conceptual and diagnostic skills, while management techniques could provide application skills. However, learners would require both conceptual diagnostic skills and application skills. For this reason, an integrated approach is required to ensure that the teaching empowers learners with both facets.

5.5.2 Human relation skills

Human relation skills include the ability to work with, understand and motivate other people, either as individuals or as groups. Public officials who are on the higher levels of the hierarchy require these skills to be able to participate effectively in leading groups of people (Stoner, 1982: 19). These skills are important on the middle level of management where co-ordination of various actions is required (Holt, 1987:22). Like the conceptual skill, human relation skills can be classified as mental skills that are developed within the framework of Public Administration. However, management techniques should be acquired to facilitate their application. An integrated teaching of Public Management that includes the theories of Public Administration to ensure that both mental diagnostic and application skills develop is desirable.

5.5.3 Technical skills

According to Hodgetts (1981: 30-31), technical skills are useful in understanding and carrying out activities, and physical efforts are involved in applying these skills.

Technical skill is an ability to use various tools and methods to accomplish specific goals. An illustration of the importance of technical skill regarding managerial activities is the factory supervisor who, as a manager, should simultaneously be familiar with how machinery works to ensure that technical problems that may arise can be solved. A manager in any institution requires technical skill with regard to how, for example, a specific computer programme can analyse data (Boone and Kurtz, 1992:10). According to the argument advanced in this study pertaining to management techniques and theory of Public Administration, the addition of Public Management to the traditional contents of a curriculum could empower learners with technical skills needed to manage.

The teaching of Public Management at Technikon Southern Africa includes the Principles of Information Systems that introduces learners to the fundamentals of computer technology. The subject serves as an introduction to MS-Dos, Windows, Word Processing, Spreadsheets and data-base, presentation graphics, data communications, electronic mail and the internet (Technikon Southern Africa, 2000: 47). This computer related subject empowers learners of Public Management with both application and diagnostic skills.

5.6 Conclusion

The argument advanced in this chapter suggests that technikons in South Africa require an integrated approach to the teaching of Public Management and Public Administration. An exclusive non-integrated teaching of Public Management focuses only on

management techniques. This implies that the non-integrated teaching of Public Administration focuses exclusively on the framework of supervisory functions. A teaching approach which integrates Public Management and Public Administration would focus on both the management techniques and theories of Public Administration.

The classifications of the subject content in terms of **A,B and C-type** subject content have been presented and discussed within the context of the study. The **A and B subject** content is technologically focussed, while the **C-type subject** content is focussed on theoretical frameworks. It is argued that both the **A and B type subject** contents which are more technologically focussed should constitute a minimum of **sixty percent and a maximum of eighty percent** while the **C-type subject** content constitutes a minimum of **twenty percent**. It was further argued that the teaching of Public Management, as it focuses on management techniques, should be classified under the **A and B subject content**, while the teaching of Public Administration and its focus on theory could be classified under the **C-type subject content**. It is important to note that an integrated teaching approach to Public Management and Public Administration incorporates **A and B** as well as **C subject** content and could therefore be beneficial. An integrated teaching of Public Management and Public Administration will incorporate both the conceptual-directive and managerial dimensions of each and every administrative function. In simpler terms, this means that non-integrated teaching focuses on one specific dimension of a function while other dimensions are omitted.

The main categories of managerial and administrative skills that range between conceptual, human relational and technical content skill are identified. It is concluded that integrated teaching of Public Management and Public Administration would ensure that learners are empowered to utilise the required skills after completion of their studies. It has also been argued that diagnostic mental and application skills are linked to these main categories of skills. The teaching of Public Management is important to provide application skills based on conceptual, human relational and technical skills. The integrated teaching of Public Management and Public Administration could therefore ensure that learners are empowered with both diagnostic-mental and application skills.