

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

**BY**

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**ABSTRACT**

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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



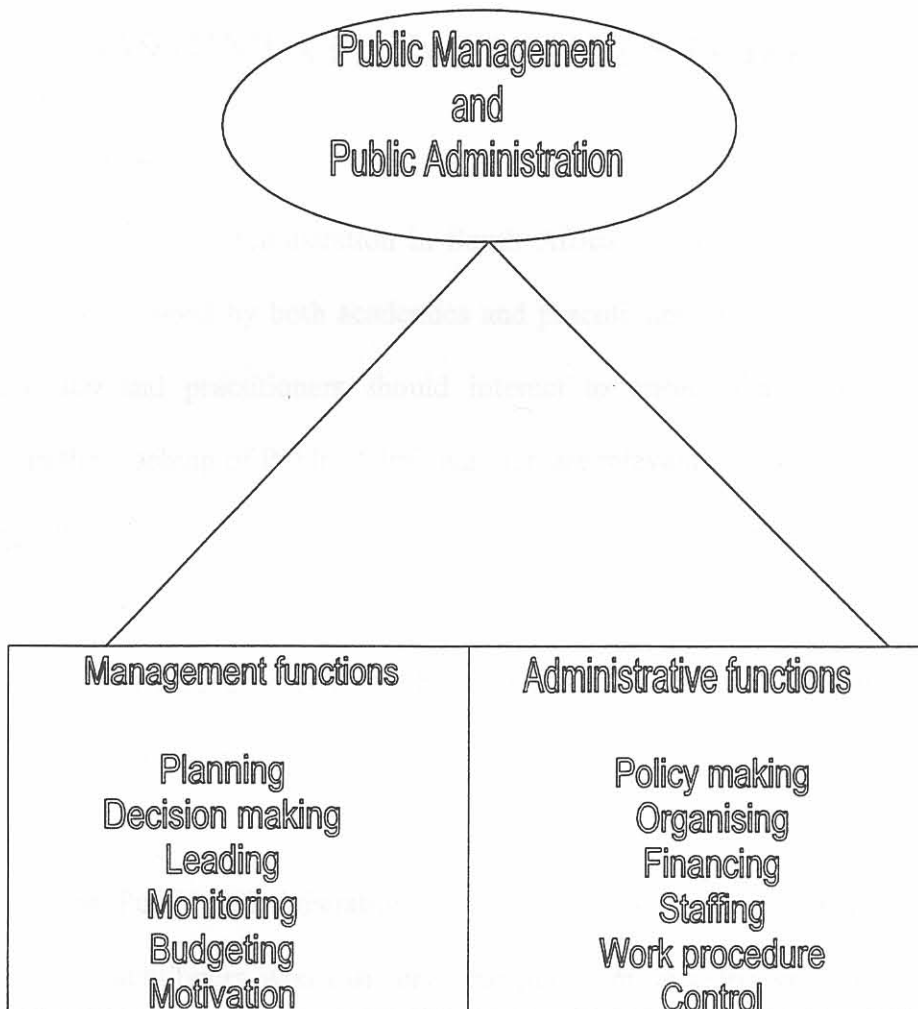
The model implies that an integrated approach to the teaching of Public Management and Public Administration should incorporate of co-operative education and experiential learning.

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.



## CHAPTER 1

### ORIENTATION TO THE STUDY

#### 1.1 Introduction

The teaching of Public Administration in South Africa is undergoing drastic changes. Such changes are echoed by both academics and practitioners of public administration. Both academics and practitioners should interact to ensure that changes that are introduced in the teaching of Public Administration are relevant. For this reason, clarity pertaining to their (academics and practitioners) respective roles should be obtained. As discussed in **chapter 3**, academics and practitioners should interact while they compile study materials for teaching purposes. Should this be carried out, the teaching of Public Administration will be more effective.

The teaching of Public Administration should be needs driven in order to produce academics and practitioners who can serve the public in an effective and professional manner. The new constitutional dispensation has brought broader with it a recognition of the field of Public Administration. In essence, the Constitution of the Republic of South Africa, 1996 (Act 108 Of 1996), contains fundamental guidelines and principles that brought directives and recognition of the field of Public Administration, as outlined in chapter 10. However, particular factors in the traditional approach to the teaching of Public Administration that inhibits this recognition will be dealt with in this thesis. These include inter alia the replacement of the discipline Public Administration with Public Management at technikons.



## 1.2 Problem delimitation

The teaching of Public Administration in South Africa's higher education institutions is surrounded by controversial arguments pertaining to its relevance to societal needs. Schwella (1991: 25) writes that the dominant administrative function approach to the teaching of Public Administration in South Africa suffers from serious relevancy problems. It does not sufficiently consider the needs of the society or of the profession. The New Public Administration Initiative (NPAI) and the Mount Grace meeting concluded (1991:23) that the teaching of Public Administration is in a crisis, in that it is too descriptive and it lacks sufficient analytical, explanatory and predictive techniques. It is reductionist in that it largely restricts the teaching of Public Administration to administrative functions. It ignores other dimensions of and approaches to governance. The practice of public administration in South Africa historically suffers from racial and gender imbalances associated with the previous government's policies and administrative systems. It is associated with the previous apartheid administrative arrangement (The New Public Administration and the Mount Grace Meeting, 1991:23). In support of the problem and attempts to address it, Botes et al. (1992: 169) write that efficiency of the public sector can be reduced to business principles. This will result in the principles of business management being applied to the public sector in order to make the public service more efficient. However, the public sector is too complex to simply apply business principles without acknowledging its societal commitments. The year 1997 has been a transitional year at Technikon Southern Africa pertaining to the teaching of Public Administration, as the name of the discipline *Public Administration*

was replaced with *Public Management*. This change affected not only the name but also the content. Although the change was still in its infant stage during 1997 and subsequent years, the following is an example of the envisaged 2001 re-circulation that denotes a focus more on Public Management than on Public Administration:

**Figure 1.2.1 The 2001 Curriculum of Public Management at Technikon SA**

<b>Certificate</b>	<b>Diploma</b>	<b>Degree</b>
Public Resource Management I	Public Financial Management II	Public Financial and Procurement Management III
Public Office Management I	Public Human Resources Management II	Public Human Resources Management III
Public Information Services I	Public Information Practices II	Management of Information III
Public Service Delivery I	Procurement and Logistics Management II	Intersectoral Collaboration III
Self Management I	Fundamentals of Research II	Programme Management III
Public Decision Making	Project Management II	Policy Studies III

(Technikon Southern Africa , 1999:1)

According to Verster et al. (1982:80), curriculum means “whole way” or the planned route which someone must cover to progress in a specific respect from not knowing to knowing, or from unable to able. This means that the outlined curriculum shows the planned route of progression that needs to be followed in the teaching of Public Management. It can be deduced from the curriculum outlined above that the new Public Management differs tremendously from Public Administration. Public Administration was dominated more by the generic administration function (**See the content of Public Administration in chapter 4 figure 4.4.1**). There are close similarities between this curriculum and what is outlined in **chapter 5 figure 5.2.1** regarding clarity on what Public Management should consist of.

The immediate question that crops up is, what is the rationale for replacing *Public Administration* with *Public Management*? The question to be addressed is how integrated is the teaching of Public Management as compared to that of Public Administration? Why not Public Management and Administration? This study attempts to find answers to these questions and to determine whether an integrated approach could resolve the apparent anomalies.

### **1.3 Significance of the topic and the problem**

The topic under investigation, “*The teaching of Public Management at technikons with specific reference to Technikon Southern Africa*” is significant and relevant. The Cassell Encyclopedia Dictionary (1991: 1461) defines teaching as an act of giving

lessons to impart knowledge and skills concerning a specific subject. In the case of Technikon Southern Africa, the act of teaching (giving lessons) is carried out by lecturers and tutors through a distance mode of instruction as discussed in **chapter 6**. While guided by the hypothetical statement as indicated in **heading 1.5**, the teaching of Public Management will be discussed in relation to the evaluation of the content of Public Administration.

According to Treece and Treece (1986:66), a research topic and problem formulation should not be too extensive, and should be limited to one aspect. The problem may be so broad that only one segment at a time can reasonably be investigated. The remaining segments may be worthy projects for future study. The topic under investigation is not so broad that it cannot be covered in one study. It was selected taking into account its originality, topicality and its practical feasibility outlined as important considerations by Huysamen (1994:188). Huysamen's (1994:188) opinion is that doctoral research is required to represent a meaningful contribution to the particular field of study. The topic should preferably be sufficiently limited in scope without triviality, and it should promote interest in the study. The results of the investigation will contribute to the content of the present teaching of Public Management at technikons.

According to Wimmer and Dommick, (1987: 24 and 260) a study which does not further the solutions of problems and provide answers to, for example, the discipline Public Management, has little value beyond the experience the researcher acquires from conducting such a study. The suitability of the topic as a practical consideration has



been taken into account, as advocated by Fraenkel and Wallen (1993: 23, 26-27) who state that feasibility is one of the characteristics of research. Further important requirements are that key terms should be defined. The terms should be defined constitutively, i.e. a dictionary approach, and operationally, which requires that researchers specify actions or operations necessary to measure or to identify the terms, as well as defining by examples. In this study, provision is made for both the operational and dictionary approaches. Where it is considered imperative, definitions by examples have been provided.

According to Polit and Hungler (1995:43), problems that are in need of solution or that excite curiosity are relevant and interesting. They generate more enthusiasm than abstract and distant problems inferred from theory. The problem should be researchable and suited to the particular research topic. Judging the worth of a problem is often a matter of individual values and subjective opinion (Donald *et al.* 1990:51-53). From the problem delimitation outlined above, it can be deduced that the questions of curiosity, relevance, and generation of enthusiasm have been considered in the formulation of the topic and the problem statement.



**1.4 Purpose of the investigation**

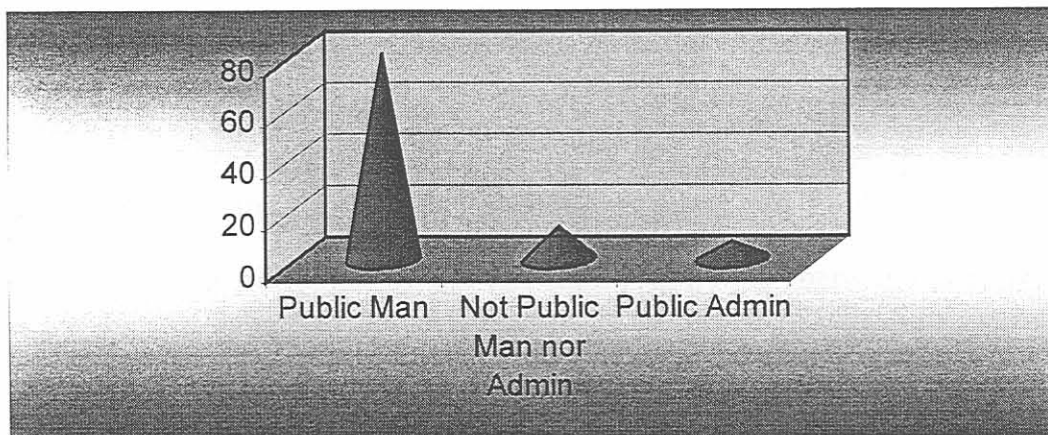
The purpose of the investigation is to inquire into the “teaching of Public Management at technikons with specific reference to Technikon Southern Africa”. The technikons under investigation are mentioned below.

**1.4.1 Figure 1.4.1. Technikons under investigation**

CAPE TECHNIKON	EASTERN CAPE TECHNIKON	TECHNIKON FREE STATE	MANGOSUTHU TECHNIKON	ML SULTAN TECHNIKON
TECHNIKON NATAL	TECHNIKON NORTHERN GAUTENG (PUBLIC ADMINISTRA TION)	<u>TECHNIKON</u> <u>SOUTHERN</u> <u>AFRICA</u>	PENINSULA TEHNIKON	PORT ELIZABETH TECHNIKON
TECHNIKON PRETORIA	TECHNIKON NORTH WEST	VAAL TRIANGLE TECHNIKON (WILL TEACH PUBLIC MANAGEMENT FROM 2001)	BORDER TECHNIKON	WITS TECHNIKON (NOT TEACHING PUBLIC ADMIN OR PUBLIC MANAGEMENT)

The majority of these technikons confirmed that they teach Public Management and not Public Administration. They further indicated that their National Diploma in Public Administration is being phased out, to be replaced with a National Diploma in Public Management. Technikon Northern Gauteng has indicated that it is offering Public Administration and not Public Management. The latter is included in the table above because an integrated approach could also impact on its teaching of Public Administration. Technikon Witwatersrand does not teach either Public Administration or Public Management. The Vaal Triangle Technikon is presently not involved in the teaching of either Public Administration or Public Management, but the institution indicated that it will be introducing the teaching of Public Management from 2001. The following depicted cone chart graphically reflects the percentage of technikons that are involved in the teaching of Public Management.

1.4.2 Figure 1.4.2. Percentage of technikons that teach Public Management



This implies that **eighty percent** of the technikons in South Africa are presently teaching Public Management, while **thirteen percent** of them do not teach either Public Management or Public Administration. **Seven percent** teach Public Administration and not Public Management. The implication is that the teaching of Public Management at technikons is predominant. Specific reference is made to **Technikon Southern Africa** due to the fact that among all technikons, it (Technikon Southern Africa) has been the leader and convener in the Public Management paradigm. In addition, it is the only technikon that operates a distance mode of tuition. There are two purposes for research, according to Treece and Treece (1986:57), namely, what the researcher hopes to achieve, and why the researcher undertakes the study. The definite statement “**the teaching of Public Management at technikons with specific reference to Technikon Southern Africa**” serves as an answer for the “what” and the problem delimitation as outlined on **page 2** answers the “why” of the study.

### **1.5 Hypothesis**

**Technikons in South Africa, and particularly Technikon Southern Africa, require an integrated teaching approach to Public Management and Public Administration to equip learners with the knowledge and skills required to operate effectively.**

## 1.6 Type of investigation

The study under investigation is of an evaluative nature. Evaluative research refers to the purpose for which research is conducted. It differs from experimental or archival research because these are research methods and do not reflect purpose (Dane, 1990: 307). A key variable of an evaluative research undertaking is to measure the outcome or response variable. If an educational programme is intended to accomplish “something”, one must be able to measure that “something”. Besides making the measurement relevant to the outcome of a programme, it is also necessary to measure the programme intervention and the experimental stimulus (Babbie, 1989: 326 and 329). In this study, the teaching of Public Management at technikons will be evaluated within the integrated parameter that is envisaged in the hypothetical statement. The methods that are used to evaluate learners’ performance at Technikon Southern Africa will be evaluated. According to Achola and Bless (1988: 47), the importance and the necessity of evaluative research is evident, be it when developing a project, when planning the different steps and methods to reach the goal of a project, or when the project has been carried out and its effects on social reality have to be assessed. A detailed discussion of these steps has been provided in **chapter 5**.

“Summative” and “formative” are manifestations of evaluative research. Summative evaluative research focuses on the effectiveness of a programme. It is an assessment of the outcome of a programme. This type of evaluative research may be useful in making decisions about whether to continue with a programme or to terminate it, or whether to



consider required improvements. Formative evaluative research focuses on diagnosing areas of a programme that are weak and making recommendations for improvement. Formative research does not necessarily indicate whether the programme should be cancelled or continued, but specifies what should be done differently (Reaves,1992:12). In this study, both formative and summative evaluative research will be applied to investigate the present teaching of Public Management. Summative evaluative research could assist in identifying possible improvements to the present teaching of Public Management. Formative research could diagnose areas of the present teaching of Public Management that are weak and require strengthening. This implies that should weaknesses be identified in the present teaching of Public Management at technikons, recommendations could be made to alleviate the identified weaknesses and enhance the content of the discipline being taught.

Achola and Bless (1988:47), conclude that formative evaluation research takes place at an early stage, i.e. the stage of formation. Dane (1990: 310) further highlights that in any evaluation project, defining the problem is the first step. Questions such as: What the present situation is?, and what about it? should be the target of the evaluation. This requirement is met as the problem has been defined and explained. This research will analyze the “gap” that could exist in the present teaching of Public Management at technikons. Should the teaching of Public Management at technikons be found to be disintegrative, recommendations will be provided to fill the gap.



### **1.7 Limitation of the study**

This research is limited to the teaching of Public Management at technikons, with specific reference to Technikon Southern Africa. However, references will be made to other higher education institutions where it is necessary to substantiate specific arguments. It is considered important to incorporate a broader teaching environment for Public Management and Public Administration. The origin of the teaching of Public Administration in South Africa will be linked to selected higher education institutions. The teaching of Public Administration at Technikon Southern Africa and other developments that led to the replacement of the discipline Public Administration with Public Management will be referred to. Other developments taking place outside the jurisdiction of the teaching of Public Management at technikons will, where applicable, be brought into the study. It is important to note that no higher education institution operates in isolation.

### **1.8 Ethical considerations**

In carrying out this study, the academic freedom of scientific research as entrenched in the Constitution of the Republic of South Africa: 1996 (Act 108 of 1996) section 16 (1) (d), has been exercised within the context of ethical considerations. As this study is evaluative in nature and scope, there are, according to Dane (1990:318), ethical considerations which should be observed. Evaluative research serves three masters, namely; the researcher, the programme clients and the programme administrators.

These three masters share common goals of obtaining sufficient information to decide the most effective way to implement the teaching programme. However, they might have different and competing interests. For example, the researcher might intend to complete a high quality research project, the staff members might want to function effectively and efficiently and the administrators might require a low cost, favorable evaluation of the teaching of Public Management. It is essential to consider ethical questions because the situation surrounding three masters could tempt the researcher to be biased and accommodate one master at the expense of the others. Ethical considerations were observed in carrying out this study to overcome any such temptation. The Code of Ethics for Research at Technikon Southern Africa (Technikon Southern Africa,1997) which constitutes Technikon Southern Africa's policy governing ethical principles of research as ratified by the Academic Board meeting of 23 April 1997, was studied to determine ethical considerations.

According to Macburney (1994:373-374), the decision to conduct research often presents a conflict between three sets of values. The conflict is between the commitment of the researcher to expand knowledge and the potential benefit the research may have for society or a section of society, and the cost of the research to the participants. This conflict could best be addressed by ethical considerations. Institutional approval should be regarded as an important ethical consideration in that the researcher should obtain approval from the host institution prior to conducting research. Permission to conduct this study has been obtained from the Qualification

Committee of the Technikon Southern Africa and the then Executive Director of the Programme Group: Public Management and Development.

Unlike a university, Technikon Southern Africa has academic divisions rather than faculties. An academic division consists of a number of Programme Groups. The Programme Groups focus on specific careers with qualifications ranging in levels from technikon certificates to national diplomas (Technikon Southern Africa, 1996:1).

A Programme Group is a multidiscipline academic division, that is, it is programme and not subject driven. Gillard (1998:9) defines a programme as a planned and coherent (not necessarily uniform) set of teaching and learning activities, pursued to depth in one or more specialization fields, at one or more qualification levels. Its association with learner development is central to both the usefulness of a programme as a planning unit, and as a symbol of technikon level education. The determining element is a strong programme. As compared to academic instructional design, a programme is more programmatic in nature and scope. Gillard (1998: 9) further denotes that a programme-based approach to course design is in line with international trends, and includes academic debates, about what graduates should be able to do as well as learners' aspirations. The question of transferable skills and how degrees and diplomas qualify learners for the job market is of important consideration. It also includes academic debates about the nature of knowledge and relationship between disciplines.

The rights of the respondents were protected as the instrument (questionnaire) to collect data was designed in such a way that no personal particulars of the respondent were required (See Annexure A). Polit and Hungler (1995:117) write that when humans are used as subjects or respondents in investigations, care must be exercised to ensure that their rights are protected. A distinction should be made regarding whether a participant in a planned study will be a “subject at risk” or a “subject at minimal risk” (Fraenkel and Wallen, 1993:34). This means that it was deemed right and proper not to include the personal particulars of the respondents for ethical reasons. Participants are free to decide whether or not to participate in the research, and they may at any stage withdraw if they choose to do so (Reaves, 1992:52). The respondents in this study were involved in research with their knowledge and consent. The experience of Achola and Bless (1988:88) is that throughout the process of data collection, the challenge of persuading participants to co-operate with the researcher is ever present. Lack of co-operation could lead to non-response, to incompletely filled out questionnaires and unreliable results. While lack of co-operation can be disastrous in a research project, participants have the right to refuse to take part, and the researcher should respect this right. The nature and purpose of the research were explained to the respondents. As indicated in the questionnaire, the research is for study purposes only. Those who responded have done so willingly. The research has been characterized by the joint participation of both the researcher and the participants.



## 1.9 Literature review

A literature review is defined as the documentation of a comprehensive review of published and unpublished work from secondary sources of data in areas of particular importance to the research. The importance of the literature review in this study is that viewpoints that could have an impact on the research problem were considered. The literature review ensures the inclusion of important viewpoints which could be regarded as variables that are likely to influence the study. A clearer picture emerges as to which variables are the most important to consider, and why they should be considered important to solve the problem. The literature review ensures that testability and replicability of the findings of the current research are enhanced, and that the problem that is investigated is perceived by the scientific community as relevant and significant (Serakan, 1984: 37-38).

The Human Sciences Research Council (HSRC) was consulted during 1996 and 1997 to overcome the temptation that Achola and Bless (1988:23) noted in writing that the impression is often created that nothing has as yet been written on the selected topic. The HSRC has provided a list of the topics that were under investigation during that time, and of those that had already been completed.

### 1.10 The questionnaire

A questionnaire has been used as an instrument to collect the required data relevant to the purpose of the investigation. The usage of a questionnaire as a tool to collect data was prompted by the statement of Treece and Treece (1986:277) that a questionnaire is a convenient aid to test reliability and validity. If a construct is measured by means of a particular instrument, it should yield comparable measurements for the same individuals irrespective of when the instrument was administered, which particular version of it is used and who is applying it (administering and scoring). According to Serakan (1994:173), reliability refers to the extent to which the scores obtained may be generalized over measuring occasions, test forms and tests. The reliability of test scores may be defined as the proportion of the variance of observed scores which is due to true score. Accordingly, the following equation applies:

$$\text{Reliability} = \frac{\text{true score variance}}{\text{observed score variance}}$$

The reliability of a measuring technique indicates the stability and consistency with which the instrument measures the concept and helps to evaluate the value of the technique (Serakan, 1994:173).

There are two different kinds of questionnaires, namely an open-ended questionnaire and a close-ended questionnaire (Macburney, 1994: 194). An open-ended questionnaire

permits the respondents to answer in their own words, while a close-ended questionnaire limits the respondents to the alternatives determined in advance by the designers of the questionnaire. Therefore, a close-ended questionnaire was selected, in keeping with Klimoski's (1991:346) requirement that the decision to use a close-ended or open-ended questionnaire is determined by the types of the respondents, the purpose of research and the types of questions. Where the respondents are likely not to be involved, a close-ended questionnaire would be appropriate. The composition of the respondents and the purpose of the research therefore necessitated the usage of a close-ended questionnaire. However, there was one follow-up question that was open-ended in **Parts A and B** of the questionnaire, as necessitated by the responses required by the question.

There are fewer respondents who answer "don't know" or fail to answer at all in close-ended questions. A close-ended questionnaire contributes towards meeting a return date, since frustrations over a single question can lead the respondents to discard the questionnaire. The answers are relatively complete and a minimum of irrelevant responses is received. In a close-ended questionnaire, the respondents find it easier to answer, as they merely have to choose a category as an answer. Formulating an original answer on an open-ended question can impose challenges. In constructing the questionnaire, relevance was an important consideration in the sense that the questions that form part of the questionnaire had to be relevant to the study (Bailey, 1982: 106, 107 and 118).

In designing a questionnaire, Macburney (1994: 194) suggests that it is essential to establish what it is intended to accomplish. In this case, it was stated clearly that the questionnaire was for study purposes (**See Annexure A**). (Macburney, 1994:194) further states that there is a tendency amongst researchers to design and administer questionnaires without taking into account the purpose of the survey. A researcher should consider the appropriateness of the terminology. The level of terminological difficulty depends upon the learning level of respondents. In this study, one questionnaire was compiled with two different parts (**See Annexure A**). **Part A** was directed to the lecturers within the Programme Group: Public Management and Development at Technikon Southern Africa. **Part B** was directed to the part-time tutors appointed by regional and branch offices of Technikon Southern Africa in collaboration with the Programme Group. It is important that questions do not exceed the learning level of the sample. Respondents may be embarrassed to admit that they do not understand a term, and may give any answer rather than request clarification. It was taken into account that the meanings of some words may be known only to highly educated respondents or may have different meanings to different people. The questionnaire was compiled to be as simple as possible, to avoid ambiguity and to ensure that all terms in the questionnaire could be easily understood.

### **1.11 Pilot study and pre-testing of the questionnaire**

A pilot study is defined by Treece and Treece (1984 : 378) as a preliminary investigation to test the validity of a questionnaire. During the pilot study the questionnaire is pre-



tested. Comparatively, pre-testing is the process of measuring the effectiveness of the instrument and a pilot study is the preliminary small scale trial run of the research study. A pilot study provides an opportunity to detect errors and flaws in the intended instrument to be used for the gathering of data. The mistakes and errors detected in the pilot study can then be eliminated (Treece and Treece,1984: 378 and 381). The questionnaire to collect data was pre-tested before it was used for final collection of data. The suggestions made by tutors and lecturers involved in the pilot study were recorded and implemented for the benefit of the study.

### 1.12 Interviews

Guy *et al.* (1987:243-249) identify telephonic, face to face and the mailed questionnaire as kinds of interview techniques. These techniques have been evaluated, and the face to face interview technique was selected in respect of the lecturers involved in the present teaching of Public Management at Technikon Southern Africa. All **twelve lecturers** involved in the teaching of Public Management at Technikon Southern Africa were interviewed. Bailey (1987:174) observes that the face to face interview tends to have a better response rate than the mailed questionnaire. It is flexible, as an interviewer can probe for specific answers and can repeat a question when the respondent misunderstands. An interviewer is present to observe non-verbal behavior and to evaluate the validity of the respondent's answer. The interviewer can standardize the interview environment by making certain that the interview is conducted in privacy. The question of exercising control over questions and ensuring that the respondents do

not answer the questions out of sequence of the questionnaire can be prevented in a personal interview. The interviewer can ensure that all the questions are answered honestly, and a more complex questionnaire can therefore be used in the interview study. Given the above benefits, the face to face interviewing technique was considered most appropriate to the purpose of this study.

With regard to the part-time tutors appointed in the regions, telephonic interviewing was adopted, as this was deemed expedient in a study of this nature. **Fifty-four percent** of the part-time tutors appointed in 1999 were telephonically interviewed. The respondents' responses were recorded. According to Kidder and Judd (1986:102), telephonic interviews elicit from the respondents a greater perception of anonymity, and this may result in greater honesty and fewer false responses. The results of the telephonic interview as collected from the part-time tutors can be accepted as valid. The basic information required from learners was obtained from the information technology system of Technikon Southern Africa, as captured from the learners' registration form. The information was analysed and interpreted where required. It is for this reason that registered learners were not interviewed. As implied by the research topic, the central focus of this study is on the teaching rather than on study. For this reason, it was not considered imperative to interview learners in this research.

### 1.13 Population and sample

According to Wimmer and Dominick (1987 :70), two kinds of sampling methods exist, namely probability and non-probability methods. A probability method is selected according to mathematical guidelines whereby the chance for selection of each unit is known. A non-probability method of sampling is not focused on the guidelines of mathematical probability. However, the most significant characteristic distinguishing the two types of sampling is that probability sampling allows researchers to calculate the amount of sampling error present in a research study, while non-probability sampling does not.

There are different kinds of non-probability sampling methods. The convenience non-probability method, also referred to as “available sample”, was selected in relation to the respondents. Non-probability samples that are unrestricted are called convenience samples. The convenience sample is a useful procedure, although it provides no control over precision (Sieberhagen, 1994: 2, 273-274). It is less complicated and economical (Zikmund,1994:341).

The selection of the non-probability sample was guided by the views of Wimmer and Dominick (1987:701) who argue that the decision to use a probability or a non-probability sample should be shaped by the following four guidelines:

### **1.13.1 Cost versus value**

The sample should produce the greatest value for the least investment. If the cost of a probability sample is too high in relation to the types and quality of information collected, a non-probability sample is a possible alternative (Wimmer and Dominick,1987: 701). Therefore, for the purpose of this investigation, a non-probability sample was used.

### **1.13.2 Time constraints**

In many cases, preliminary information is collected within strict time constraints imposed by the sponsoring institution or government department, management directive or publication guidelines. Since probability sampling is often time consuming, a non-probability sample may be appropriate if findings are required within a specific time frame (Wimmer and Dominick,1987: 701).

### **1.13.3 Purpose of the study**

Some studies are not designed for generalization to the population, but rather to investigate variable relationships, or to collect exploratory data for designing a questionnaire. A non-probability sample is often appropriate in such situations. According to Serakan (1992: 229), probability sampling designs are used when the representatives of the sample are important for the purpose of wider generalization.



When time or other factors rather than generality become critical, a non-probability sample is generally used. In a non-probability sample, there is less concern about whether the sample fully reflects the targeted respondents (Cooper and Emory,273-274.). However, in this study, although the sampling method used was non-probability, the representivity of the sample was considered for the reason of statistical significance.

#### **1.13.4 Amount of error allowed**

In preliminary studies, where error control is not a prime concern, a non-probability sample is usually adequate (Wimmer and Dominick,1987:701). Bearing in mind the nature of the research, a non-probability sample was therefore used.

#### **1.14 Analysis of data**

Although data can be analysed and tabulated by hand, according to Treece and Treece (1986:411), this can be inefficient and time consuming. The computer was used to analyse data collected from tutors. Huysamen (1994:195) argues that computers can perform time-consuming and complicated computations. They can accurately execute highly complicated and time consuming manipulations in a matter of seconds at relatively low cost. According to Wimmer and Dominick (1987: 409), data analysis can be difficult without computers. Researchers rely on computers to retrieve and analyse rating information. The computers can save the researcher a great deal of work, and it is a useful aid for the researcher. It is thorough and complete in its operations and

can calculate more rapidly and accurately than human mathematicians. However, data collected from lecturers was analysed by hand, since only **twelve** lecturers were interviewed, and the number of questionnaires made this manual procedure feasible.

### 1.15 Sequence

The orientation to the study is outlined in this **chapter 1** to indicate the entire process that has been followed to execute the study. It was essential to design an effective plan of action to map out the study. A theoretical framework for the teaching of Public Administration is presented in **chapter 2**. The theory and practice of technikon teaching is discussed in **chapter 3** to contextualise technikon teaching as distinct from university teaching. The content of the Public Administration syllabus of Technikon Southern Africa is discussed in **chapter 4**, leading on to a discussion of the teaching of Public Management and Public Administration in **chapter 5**. Distance teaching, a mode of instruction adopted by Technikon Southern Africa which differs from the conventional method of classroom teaching practised by the residential technikons mentioned in this chapter, is discussed in **chapter 6**. Conclusions and recommendation emerging from the study are discussed in **chapter 7**.

### 1.16 Conclusion

The procedural aspects discussed above reflect the way in which this study has been conducted. It is through careful consideration of all the procedural aspects that a study is

successfully completed. It is important to indicate that such considerations were made not only for the purpose of compiling a scientific document, but for directive purposes. It is through careful implementation of recommendations that are expressed in the text that the teaching of Public Management at Technikon Southern Africa can be carried out purposefully.

The problem delimitation of the study directs the study to the problem that requires investigation. The study has been conducted within the parameters of the specified problem. The significance of the topic (**The teaching of Public Management at technikons with specific reference to Technikon Southern Africa**) and the problem delimitation are discussed to consolidate both the topic and the problem. The evaluative nature of the study with respect to its purpose is explored. This is followed by the hypothetical statement that will be tested as the study develops. The manner in which the question of ethics has been considered is outlined, with an indication of how primary data has been collected.

## CHAPTER 2

# THEORETICAL FRAMEWORK OF PUBLIC ADMINISTRATION

### 2.1 Introduction

The theoretical framework of Public Administration as discussed in this chapter serves as a historical overview of the development of Public Administration as a field of study. The theoretical-historical overview of every aspect of life provides a better understanding of the past, the present and the future. The New Lexicon Webster's Dictionary of the English Language (1992:459) defines history as a record of past events with an interpretation of their causes and assessment of their importance; a narrative of real or fictitious events connected with a particular person or country or an object. The Oxford Advanced Learner's Dictionary (1986 :405) defines history as a branch of knowledge dealing with an orderly description of past events politically, socially and/or economically. This implies that in order to understand the teaching Public Management at Technikon Southern Africa as a field of study, the American roots of the study of Administration as introduced by Wilson in 1887 should be revisited. This will serve as a theoretical framework for understanding the background information pertaining to the teaching of Public Management with a view to predicting its future prospects.



The following discussion focuses on the theoretical framework of the teaching of Public Administration with specific reference to Woodrow Wilson as the founding father of the academic study of administration. The value of other contributors will also be discussed in terms of the different stages of the discipline's development. It will become apparent that at different stages of the development of Public Administration, various authors have contributed to the development of the discipline. The maturity level of the field of Public Administration should always be evaluated in terms of the different stages that are outlined in the following discussion.

## 2.2 Clarification of terms

In this discussion, reference to the teaching of Public Management as a field of study will be written in capital letters (**P and M**) while small letters (**p and m**) will be used with reference to the activities. Similarly, should reference be made to Public Administration as a field of study, capital letters (**P and A**) will be used, while small letters (**p and a**) will be used for activities. According to Mailick and Van Ness (1962:7), Public Management, for example, is the name of an academic professional field of inquiry whose reason for being is to engage in a disciplined study of the subject matter as specified in **chapter 1 figure 1.2.1**. Without subject matter, no empirical field of study exists. The discussion advanced in **chapter 5** suggests that the subject matter for the teaching of the discipline "Public Management" should be management techniques. These techniques could be learnt as discussed in **chapter 3**, among other methods, through training and education approaches, to ensure that an integrated approach is

applied in the teaching. Similarly, it has been argued in **chapter 5** that the subject matter of Public Administration should be the theory of Public Administration. Such theory could contextualise the application of management techniques. An integration of the theory of Public Administration with management techniques could shape the teaching holistically. There are reasons to justify the teaching of Public Management as discussed in **chapter 4**, to establish whether it is accorded the status of a discipline by the academic profession (Caiden, 1971:27).

Although authors like Hanekom and Thornhill (1983:42) write that the academic discipline of Public Administration is of recent origin in comparison with the practice of public administration, it is a mature discipline contributing knowledge mainly to the public and partly to the private sectors. The manner in which the discipline Public Administration has been changed to Public Management at the majority of technikons stimulates interest that necessitates further investigation.

### **2.3 Origin of the study**

Henry (1995:22) acknowledges Wilson, for having set the tone for the early study of Public Administration in his essay entitled “The Study of Administration”, published in the Political Science Quarterly in 1887. American scholars regard Wilson as the founding father of American Public Administration. They do not, however, imply that he single-handedly founded the academic discipline of Public Administration. Instead, the label suggests that his article “The Study of Administration” represents a summation of

the field of Public Administration in its infancy. Wilson eloquently articulates views which have been in the making for some time, views which evolved as a result of developments and practices in the political arena. The views expressed in Wilson's article represent his theory of administration and a summation of public administration at that period in American history (Barton and Chappell, 1985:234-235). It could be argued that Wilson introduced the study of administration and not the study of the discipline Public Administration. The teaching of Public Administration developed from the "Study of Administration".

In his article, the word "study" as related to "Administration" has been mentioned by Wilson more than twenty- six times. He certainly deserves credit for an authentic discussion of a newly identified phenomenon worthy of being studied. It could also be argued that Wilson's focus was on the study and not on the teaching of administration. Although the emphasis was on the study, teaching should be conducted to support such a study.

The Oxford Advanced Learner's Dictionary (1974:859) defines the word "study" as a devotion of time and thought in order to gain knowledge, and a close examination of a subject. It defines "study" as devoting time and attention to learning or discovering. This means that Wilson's basic intention was to introduce the field of study in order that knowledge through close examination could be acquired.

Public acceptance of a programme of public administration for the public service marked the abandonment of some old ideas and the adoption of new ones. The historical belief that the duties of public office are simple and may be readily understood by any person of average intelligence is out of date (White, 1955:368). The beginning of the study of Public Administration education was intended to generate knowledge. Webber (1975:38) writes that knowledge without skill is dangerous, and skills without knowledge means stagnation and an inability to pass on learning. The two aspects (knowledge and skill) should holistically be integrated to complement each other. According to Chang and Crombag (1993:7), knowledge and skill are two integrated objectives of education. The knowledge objective involves information about more abstract matters, e.g. the knowledge of the theory of Public Administration and experimental techniques in terms of the discussion in **chapter 5**. Skills concern the way in which knowledge is used. The didactic implication is that knowledge must be provided first, then skills may be developed. The accumulation of skills can be facilitated by knowledge of theory and critical analysis (Horwitz, 1991:1). An integrated teaching approach could satisfy the needs of both employers and learners in terms of knowledge and skills.

In relation to the argument in **chapter 5**, it can be deduced from these arguments that Public Administration can provide the theoretical framework for the teaching of Public Management at Technikon Southern Africa. This could imply that the knowledge of Public Administration and Public Management skills are integrated in the teaching approach. The teaching of Public Management without the theory and knowledge of Public Administration could narrow and fragment the teaching approach. According to



Watson (1986:4), Public Administration education provides broader subject matter of a conceptual or theoretical nature, and the development of personal attitudes and philosophies.

In his introduction to the field of study, Wilson (1887:11) recognizes the fact that administrative study is a product of political studies, in writing that administration is the latest fruit of the study of Political Science, and that the move for such study is needs-driven. Pfiffner and Presthus (1967:16) write that Political Science, the discipline in which various Public Administration teachers received education, has not always prepared teachers for the systematic field research and generalizations which mark an advanced discipline. This led to the separation of politics from administration as discussed under **heading 2.3 on page 37**. This is despite the opinion of Ridley (1975:14-15) who writes that Political Science encompasses the origins of political regimes, their structures, functions, institutions, the ways in which governments discover and deal with socio-economic problems and the interaction of groups and individuals that play a part in establishing, maintaining and changing governments.

The academic progenitors of Public Administration were political scientists, economists and sociologists who taught their students how to analyze the economic and political processes through which public authority is exercised. It is conceded that a true profession of Public Administration could not have developed until educated and trained personnel began to study the working processes of governmental agencies and/or public institutions. For this reason, contemporary students are indebted to their academic

forefathers for their critical and realistic approach, and for their awareness of the institutional determinants of public policy. The effectiveness of the public service will require wisdom, knowledge and experience acquired from studying (Fritz, 1946:30).

Wilson contends (1887:12) that the mere unschooled genius for affairs will not save us from sad blunders in administration. Administrative tasks have to be studious and systematically adjusted to carefully test standards of policy. Wilson (1887: 12) argued that there should be a study of administration which seek to straighten the paths of government to make its business less unbusiness like, to straighten and purify its organisation and to crown its dutifulness. Wilson (1887:12) reflects that he was not dependent on natural abilities to put the path of the government straight. The schooled officials with administrative knowledge and skills were viewed as assets that could save the country from administrative blunders.

Wilson (1887:12) remarked that it was getting harder to run a constitution than to frame one. This statement could be interpreted differently by researchers, academics and practitioners. According to Henry (1995:22), the statement was a “call” for more intellectual resources to be brought to bear on the administration of the state. It is realized that in the opinion of Wilson, the emphasis in the United States of America was on constitutional aspects, and Wilson’s intention was to change the emphasis to the study and practice of administration. “The weightier debates of constitutional principles are even yet by no means concluded, but they are no longer of more immediate practical importance than the question of administration (Wilson, 1887: 12)”. In the same breath,

the teaching of Public Management at Technikon Southern Africa vis-a-vis the teaching of Public Administration tends to suggest that there is a paradigm shift towards the emphasis on management rather than administration. At the face value, it could be interpreted that, at South African technikons, Public Administration is no longer of immediate practical importance. The teaching of Public Management, taking into account that technikons are established to be more practical and experimental in their teaching approach, as denoted in **chapter 3**, is considered to be of relevance. However, the practical experimental approach to the teaching of Public Management as advocated in **chapter 5** should be integrated with the theoretical framework of Public Administration.

### 2.3.1 Nature and objectives of the study

Wilson has been criticized by Henry (1992:22) to have failed in identifying what the nature and the objectives of the study should be, what the proper relationship should be between the administrative and political realms, and whether or not administrative study could ever become an abstract science akin to the natural sciences. However, the observation is that Wilson (1887: 11) describes the nature of the field of administration to be the field of public business which is removed from the hurry and strife of politics. In his opinion, administration should stand apart from the debatable ground of constitutional study. According to Pfiffner and Presthus (1967: 9-14), the nature of the study is influenced by the legal historical approach, the structural descriptive approach and the behavioural approach. The legal historical approach is based on a framework of legal



rights and obligations of the government, emphasizing the formal relationships among the three branches of government, while policy and administration are separated. It views public administration as applying and enforcing the law in concrete circumstances and it emphasizes the rule of law. This approach to the study is derived from administrative and constitutional law as well as the movement towards the judicialisation of public administration (Rosenbloom, 1986: 25-26).

The teaching of Public Administration could achieve optimum utilization of the resources at the disposal of the public sector. Effective administration seeks the elimination of waste, the conservation and effective use of human resources and materials and the protection of the welfare and the interests of employees (White, 1955: 3). The justification for a study of administration as identified by Wilson (1887: 14) is to discover what a government can properly and successfully do and how things can be done properly with maximum efficiency at the least possible cost. The benefit of such a study will bring about adequate administrative knowledge. Officials must be prepared to serve as the apparatus of government to ensure that the public service is effectively and efficiently carried out. It was envisaged that a body of effectively trained officials is required.

Denhardt's (1991:4) observation is that the objectives of learners studying Public Administration could be based on the recognition of the vast array of positions in the public sector. Their expectation is that they (learners) should acquire basic information and skills that enable them to pursue careers as public administrators. The information



system of Technikon Southern Africa revealed in 1999 that **fifty-nine percent** of the employed learners in Public Management indicated in their application forms that they wanted promotion in their work places. **Twenty-seven percent** of the unemployed learners indicated that they want to get jobs and pursue careers as public administrators. The remaining **fourteen percent** did not indicate whether they were employed or unemployed, and no information regarding their motivation for studying Public Management is available. The careers that could develop after studying Public Administration comprise, inter alia, personnel and financial administrators. This further implies that they would seek to understand the field of Public Administration and to sharpen their skills as administrators.

Denhardt and Hammond (1992:7) indicate that the legal approach to the study of Public Administration has been eclipsed by a managerial approach despite a venerable tradition from which it has emerged as a fully-fledged vehicle for defining the study of Public Administration. The managerial approach tends to minimize the distinction between Public Administration and Business Management. It suggests that the activities of public administration should essentially be carried out according to the managerial principles and values that are applied in the private sector (**See chapter 5**). This approach advocates that managers and not politicians should control the public service, as efficiency is considered the ultimate goal. The assumption is that politics is to be eliminated in administrative matters because it produces inefficiency through the notion of representativity and political responsiveness (Rosenbloom, 1986: 15-16).

The structural descriptive approach accepts the scientific management assumptions and the relevance of business methods and motivations for public management. However, it tends to restrict organisational arrangements and personnel management as well as revenue and expenditure. The behavioural approach restricts itself to analysis, maintaining that by 1967 not enough was known about the field of Public Administration. Advocates of this approach criticize other approaches for including judgment about what content of Public Management should be covered (Pfiffner and Presthus, 1967:14). Across the broad spectrum, insufficient knowledge exists regarding the contents of Public Management at techniques and regarding what its relation to Public Administration should be.

#### **2.4 Politics/administration dichotomy stage**

Pfiffner and Presthus (1967:4) credit Goodnow for playing an important role in differentiating politics from administration. In his book, Goodnow (1900: 25) argues that there are two distinct functions of government, and that their differentiation results in another differentiation. The organs of government are to be designated respectively as “political and administrative bodies”. He therefore separates politics from administration on the basis of the two functions. Politics has to do with policies or expressions of the state at the political, executive and operational levels. It has to do with the guiding or influencing of governmental policy, while administration has to do mainly with the execution of these policies.

In all governmental systems, there are two primary or ultimate functions of government: . the expression of the will of the state, and the execution of that will. These functions represent “politics” and “administration” respectively. Although the administrators could participate in policy formulation, they are further involved in the implementation of those policies after they have been enacted. The administrators are functionally accountable to the legislatures and responsible to the politicians who are answerable to their constituencies. Therefore, decisions made within the sphere of public administration require delicate political judgement and can be seen to have a political element, though it is important that administrators avoid any discernible partisan political association (Barber and Stacey, 1979:3). The discussion advanced thus far in the politics-administration dichotomy, linked with the discussion to be advanced in **chapter 5** pertaining to the theory of Public Administration and management techniques, suggests that the teaching of Public Management and Public Administration (**in an integrated sense**) should be distinguished from the area of politics. However, such teaching should holistically integrate the political ingredients of the state in its teaching systems and not necessarily in its structure. This means that the teaching of Public Management and Public Administration that excludes political ingredients of the state in its systems could not only be fragmented, but irrelevant to the needs of the society. It could be interpreted that the questioning of the relevancy of teaching Public Administration in a society that is undergoing transformational changes was or is based on the mystery of perspectives. The changes to the apartheid system implied that the politics of the new democratic government should impact transformationally on the teaching system of the discipline. It could also be argued that the theory of Public Administration in a specific country is



shaped by the politics of its state. For this reason, a non-integrated teaching approach that is solely restricted to Public Management could be interpreted as undermining the theory of Public Administration and of Political Science as its counterpart.

Although Goodnow is credited by Pfiffner and Presthus (1967: 4) for coining the phrase politics-administration dichotomy, Wilson (1887: 8 and 18), had taken the initiative by writing that administration lies outside the proper sphere of politics and that administrative questions are not political questions. He further separated constitutional aspects from administrative aspects, stating that a clear view of the difference between the province of constitutional law and administrative functions ought to leave no room for misperception. Public administration, as a detailed and systematic execution of public law and broad plans of governmental actions, is in essence administrative and not constitutional. Constitutions concern themselves with those instrumentalities of government which are to control general law. This implies that administrative questions were separated from political and constitutional questions. Morrow (1975: 2) acknowledges Wilson as the first author to discuss the necessity of separating politics from administration.

According to Ridley (1975:14-15), Political Science is an independent academic discipline. The justification for an independent discipline is to have a method to study a specified area. Political scientists have continued to use their own methods and skills to study the particular area. At this developmental stage, Public Administration was



required to unfold as an academic discipline in its own right and to develop its own methods and area of study.

The implication of the separation has resulted, according to Henry (1995: 23), in Public Administration receiving its first serious attention from scholars in American universities as a result of the “public service reform movement” that was taking place. During this period, Public Administration was already viewed as a separate discipline rather than a significant sub-field of Political Science. It was further noted that the separation also strengthened relations between “Public Administrationists” (academics) and public administrators (practitioners). Such a separation is beneficial to the question of the effectiveness of governmental activities. It facilitates clarification regarding politicians and administrators.

Wilson (1887: 18) comments that whilst politics sets the tasks for administration, it should not be allowed to manipulate the latter. Ramahlodi (1997:5) expresses his opinion on the question of dichotomy, taking into account the transformation of the South African Public Service. He states that once high profile political office bearers are appointed to the Public Service, they should relinquish their positions in their respective political parties. He confirms that in most successful democracies, a clear distinction is drawn between the political and administrative wings of government. While complementing each other and in essence being two sides of the same coin, they have distinct areas of competence. Henry (1995:23) argues that by the 1920 Public Administration was

beginning to become legitimate, as it was developing to the stage of a recognized field or focus of study.

The developmental stage of separating politics from administration has been equally significant in determining the activities of public administration and the field of study. It is this developmental stage that inspired Rosenbloom (1986: 4), as influenced by earlier writers such as Goodnow (1900: 25), to affirm that Public Administration is a field of study mainly concerned with the means of implementing political values and that it is an action part of the government. According to Barber (1983:1), the phrase “action part of the government” implies that it is the means by which purposes and goals are realised. The functions of public administration consist of the actions involved in effecting the intent or the desire of government. Hanekom and Thornhill (1983:44) argue that the dichotomy emphasises the locus of Public Administration. This simultaneously emphasizes the distinction between politics and administration.

## **2.5 Scientific management development stage**

According to Heinze (1992: 5), one of many definitions of management science is that it is a scientific approach to making decisions in a managerial context. The term “scientific management” suggests that the concept concerns “science” and “management”. The scientific management stage in the development of Public Administration is defined as such because its dominant goal was the promotion of efficiency. Efficiency as a management standard emerged as policy solutions to public

debates became more complicated due to industrialization and urbanization. Scientific management accepted the politics-administration dichotomy as more practical than theoretical. The argument was that if administration could be de-politicized, it could also be subjected to scientific analysis (Morrow, 1980:34 -35). One reason for emphasizing the management approach is that administrative problems could be solved through scientific analysis or techniques designed to assist the administrators to calculate the effects of solutions and prepare proposals for reshaping public organizations in order to make them more responsive to technological change (McCurdy,1977:230).

This developmental stage of Public Administration poses two profound questions: whether Public Administration is a science or not, and whether Public Administration is synonymous with Public Management. The New Lexicon Webster's Dictionary of the English Language (1992:895) defines the term "science" as a technology based on training, as knowledge acquired by careful observation of the laws which govern changes and conditions by testing these deductions through experiment. (Differences between Public Administration and Public Management will be discussed in **chapter 5**.) The term "science" is not limited to metaphysical dogmas or principles (Meyer, 1957: 33). With regard to whether Public Administration is a science or not, it would be absurd to attach the term "scientific" to the functions discharged by all public officials employed to carry out public administration activities. However, to be able to perform the administrative work on a higher level, skill training is essential. It could, therefore, be argued that if the practice of public administration is scientifically grounded, the teaching of Public Administration should also be scientifically justified. The functions associated with



public administration can be made the subject of scientific research as most of them can be studied scientifically. The scientific teaching of Public Administration is not so advanced that it is possible to lay down principles which can claim full recognition of a true science (Meyer, 1957: 33). On the basis of this statement, it can be deduced that Public Administration is not comparable to natural sciences such as Physics and Chemistry. The New Lexicon Webster's Dictionary of the English Language (1990: 667) defines natural science as all sciences that are concerned with the physical world including physics, biology and chemistry.

Hodgson (1969:12) states that whether Public Administration is a science or not depends on the definition given to the term "science". According to Fritz (1946 : 34), the 1937-1938 science debates have caused most students of Public Administration to recast their notions of the discipline as a science of "principle". If by "science" one means only an organized body of knowledge, then the field of Public Administration could be regarded as a science. However, science is understood to mean the existence of a body of organized knowledge on the basis of which it is possible to find completely verified general principles of universal application. The study of Public Administration does not deserve such a characterisation as there are no general principles of universal application. In view of the fact that its fundamental postulates are a series of value judgements, Public Administration may not attain the same status as a natural science. However, learners of Public Administration should rather concentrate their efforts upon further developments in their selected field of study than to pursue science debates for the sake of debating. Among the prerequisites for such an advance study would appear to be a greater



recognition of the connection between underlying universal principles. The avoidance of formulae too simple to encompass the pertinent facts and the development of terminology in respect of all generalisation indicate the extent of their applicability and their limitations (Rowat,1961: 17).

The practice of public administration is to some extent an art, as an effective administrator requires a vision, knowledge of the theory of administration and communication skills. However, this provides no guarantee that an administrator will apply the vision and knowledge satisfactorily (Robbins,1984:15). The argument advanced by Hodgson (1969:11) is that it is an art, as the greatest success in administration depends not so much on an administrator's systematic knowledge of the field, but chiefly on his/her "touch" in relating with people. The fact that Public Administration does not deal with exactly predictable quantities as do the sciences of chemistry, physics and biology, qualifies it to be characterized as an art rather than a science. This is further attested by the fact that its postulates are not axioms or demonstrated principles, but value judgements; for example, it could be readily admitted that an excessive span of control is administratively undesirable, but the question of what is excessive can be resolved only by analysis (Hodgson, 1969:11-12). Although Hodgson (1969:11-12) indicated that Public Administration will never be an exact science, Gulick and Urwick (1937: 191) acknowledge this view and conversely refer to "Metallurgy" (a science of extracting metals from their ores and freeing them from impurities) which was considered an art for centuries before it became a pure science and commenced its development. The displacement at Technikon Southern Africa of the

knowledge and theory associated with Public Administration by a focus on management techniques could facilitate a more scientific approach. In accordance with the thought of Gulick and Urwick, Public Management is capable of revealing more characteristics of a pure science. Management techniques could then be transferred to learners through a skill training approach, as distinct from a broader educational approach. This study, however, argues that integration of the two approaches is desirable.

According to Taylor (1947:6), what “we are looking for, is the ready made, competent man, the man whom someone else has trained.” This implies that Taylor recognized the role of higher education institutions that are involved in education and training, e.g Technikon Southern Africa in training competent officials who could sell their expertise to the public sector. Taylor (1967: 6) envisaged that managers should be properly trained, as no unskilled worker can compete with highly skilled workers. Training is beneficial to both to the employer and the employees. The object of both workers and management should be the training and development of each individual in the establishment so that he/she can perform the highest quality of work for which his/her natural abilities fit. The essence of scientific management constitutes an element of careful selection of the workers and the method of training to help the employee to work according to scientific guidelines (Taylor, 1947:12 and 47). According to Klingner and Nalbandian (1985:233), managers endorse training programmes because they provide skills to the employees and enhance productivity, even though these benefits must be weighed against the loss of work time while the employees are being trained. Employees

need training because it increases their skills and competency to perform tasks related to their respective positions.

According to Henry (1995: 24), the **Principles of Public Administration** by Willoughby as published in 1927, was the second fully-fledged text book in the field of the study of Public Administration to promote the science debate. While Rowat (1961: 47) writes that the word “principle” signifies something fundamental. The New Lexicon Webster’s Dictionary of the English Language (1990:795) attests that a principle has a fundamental implication. In his book, Willoughby (1927: 242) argues that with the technical character of governmental activities and the corresponding increased demand for officers and employees having special qualifications necessary for their work, the question is posed as to whether special provision should not be made for the training of persons to fill specific classes of positions. In considering this question, a distinction should be made between the training for entrance into the public service and the training of the employees after they have entered the service. Accordingly, two kinds of training that have been identified: pre-entry training, and in-service training (Botes,1994:130). In-service training consists of training to give employees the knowledge and skills required to perform their functions (Cloete,1993:162). Such training, for the purposes of this discussion, could be offered either before someone enters the labour market or after employment. In the first case, training improves a potential worker’s marketability and in the second instance, increases potential for promotion.



It could be identified that the developmental stage of scientific management differs from Wilson's initial study of Administration. Wilson emphasises the question of the *study* of administration, while the scientific approach emphasises the need for the *training* of the workers to do a specific or desired kind of work.

According to Van Dyk et al. (1992: 147) define the concept education as follows: "Education is an activity that is aimed at developing knowledge, moral values and understanding required in all aspects of life rather than knowledge and skills related only to a limited field of study". However, Phenix (1958:13) defines education as a process central to the development of persons. This implies that Public Administration should provide knowledge of the functioning of public institutions and development of a person's ethical values within and outside public institutions. Glueck (1978: 366) defines training as a systematic process of altering the behaviour(s) and/or attitudes of employees in a desired direction to increase organisational goal achievement. This implies that the training of public officials should be aimed at changing diverse behaviour(s) of individuals to suit the behaviour required for efficient performances of their duties. The attitudes and behaviour of public officials have to be changed through training to obtain desirable attitudes and skills. It is interpreted that Wilson's Study of Administration and Taylor's scientific management laid down the foundation for both the teaching of Public Administration and of Public Management. An integrated teaching approach should be built upon Wilson's study of administration and Taylors' scientific management foundation. Such an integrated teaching approach should integrate both Wilson's argument for the study of administration and Taylor's



argument for training to the extent that both administration and management are considered in the teaching approach. An advantage of such integration could be that Public Administration education and Public Management training would be complementary to each other.

The general opinion after 1930 with reference to training for the public service was that there was a growing acceptance of the need for training (White,1955: 368). While Wilson's argument for the study of Administration primarily increases knowledge, Taylor's scientific management training aims at providing skills to employees. While making the distinction between Public Administration education and the training of officials, the interrelationships between the two concepts could be ignored. People act holistically as integrated beings whose knowledge and skills are interrelated and inseparable. The study of knowledge and skills can not be compartmentalised if it is to be effective (Watson, 1986: 5). Training shades into or intertwines with education at every level and in many diverse ways (Spiers,1975:122). This implies that the teaching of Public Administration education should be linked with the need for the training of officials. A further implication is that training of employees should not be conducted without providing basic Public Administration education. Integrated measures of the two components should be considered. This implies that conducting training programmes on management techniques in terms of the discussion to be advanced in **chapter 5** and ignoring the educational component of Public Administration could inhibit efforts to obtain efficient and effective employees in the public sector.

The African National Congress (1994: 60) envisages the development of an integrated system of education and training to address the development of knowledge and skills. This requirement could be satisfied by the integration of both education and training components. The educational component could in this case be provided through Public Administration while the training component could be provided through Public Management. According to Vil-Nkomo (1997: 10), a country like South Africa, which is faced with major policy changes and initiatives needs to confront its development with an approach which goes beyond training. Both education and training need to be emphasized in order to advance South Africa's public sector, although there is no agreement or set standard on the relative weightings which should be accorded to education and to training. Furthermore, the African National Congress (1995:10) stipulates that separation of education and training could contribute significantly, for example, to Public Management learners being under-educated, under-skilled and under-prepared for full participation in social, economic and civic life. The separation of education and training could be perpetuated if dichotomous teaching continues to be implemented. The legacy of separating education and training is addressed by the development of a national qualification framework in terms of which a much closer integration of education and training is desirable. The Department of Education in its Green Paper on Further Education and Training (1986: 6) states that one of the deficiencies of South Africa's Further Education and Training is the separation of education and training. Advanced training and education reflects rigid separation of academic and vocational education. This separation of education and training suggests rigid separation and disintegration of public management and public

administration and such separation narrows the teaching scope. A teaching approach which integrates Public Management and Public Administration is indeed required to integrate education and training. The scientific management era had a number of effects on public administration and in particular on economic and political development. The result of this development was that “efficiency” unfolded as an adjunct norm to counter neutrality. It laid the foundation for future consideration between the principles of orthodox administration and the enduring political traditions of substantive and procedural democracy (Morrow,1980: 36).

## **2.6. Objection to dichotomy**

According to Riggs (1968:33), Political Science is capable of contributing a scientific understanding of Public Administration and the training of professional administrators. He argues that there is no discipline that can make the notable contribution which is needed to solve the identity crisis of Public Administration, other than Political Science. Political Science should lay the foundation for the professional study of Public Administration. Not only would it be fatal for the theory of Public Administration to remove itself from Political Science, but it would also be equally fatal for Political Science to permit Public Administration to be withdrawn from the discipline. Caiden (1971:38) argues that politics and administration cannot be separated, and that administration cannot be taken away from politics. Public officials are directly responsible to the political leadership. The sphere of administrative activities is governed by political principles, promises and expediency rather than academic theory



and scientific principles. The realm of public administration, the legislative aspects governing its operation, the distribution of functions among political institutions, the extent of public employment and policies governing financial and personnel administration are matters of heated political debate and compromises that are forever subjected to change as political fortunes shift.

Much of the work done with the assistance of Public Administration begins with Political Science concepts (Pfiffner and Presthus, 1967:11-12). According to Starling (1993: 35), administrative matters can seldom be separated from politics. Political Science, the biological parent and the mother discipline of Public Administration, has a profound effect on the character of the field. Public Administration was born in the house of Political Science and its very early establishment occurred in its back yard (Henry, 1995:34-35). The proposition that politics and administration are inseparable is an ambiguous one, true in some senses but untrue in others. However, the perspective of Craythorne (1993:12) is that because public administration exists within the total jurisdiction of a state, it must also move within a political dimension.

According to Miewald (1978:33), politics and administration cannot be divided into watertight compartments. The two functions are interrelated resulting, in continuous interactions between the political office-bearers and the appointed officials. A clear distinction between “pure” politics and “pure” administration is impossible. This is the case in modern society where public affairs tend to become so complex that decisions affecting the life of the community cannot be taken by politicians alone. They have to



rely to an increasing extent on the expert advice supplied by appointed officials. An appointed official has information and expertise at his/her disposal, placing him/her in a favorable position to exert influence on the politicians (Hanekom and Thornhill, 1983:156).

## 2.7 Synthesis

The teaching of Public Management at Technikon Southern Africa is not linked to Political Science. There is no study of Political Science within or outside the Programme Group: Public Management and Development. However, there is no doubt that the national, provincial and local political policies of the present government impact on the teaching of the discipline Public Management. It is not only a question of whether Public Management should be studied in conjunction with Political Science, but the question is based on the influences that the current South African political debates exert on the study.

As partners in distance teaching through Collaboration for Open Learning Institutes in Southern Africa (COLISA), the University of South Africa offers Political Science as an independent subject and it is an interactive discipline with Public Administration. Learners can optionally study Public Administration without Political Science, although it is advisable that Public Administration learners should include Political Science in their first year level of study. It can be argued that the dichotomy question is merely historical, and that Public Administration is a fully developed field of study which can

further develop separately from Political Science, although the two disciplines could be studied together. Nigro and Nigro (1980:7) argue that while links between Public Administration and Political Science exist, it remains clear that Public Administration is inter-discipline in the sense that it could be studied with other disciplines like Business Management. A rigid separation between administration and politics is fictional. Public Administration is a discipline related to Political Science and cannot be properly understood out of context. The teaching of Public Administration should take into account the broader political issues (Gladden, 1970:73). The political ideology of a particular country will always have a strong bearing on the teaching of Public Administration. This further implies that Public Administration is greatly influenced by political theories. It is related to Political Science because of the influence of from the political environment, but has an area of study that requires a specific focus.

Hanekom and Thornhill (1983:47) echo the debate by expressing their view that the rigid and dogmatic separation between politics and administration is historical. It is correct to identify the study of Public Administration as something that cannot be divorced from politics. Specific administrative functions, functional activities and auxiliary activities are identified as the subject matter of Public Administration as indicated in **chapter 4**. Technikon Southern Africa has changed its focus from Public Administration to Public Management. It is for this reason that specific concepts pertaining to the study of Public Management will be investigated in the subsequent chapters. The relevance of the specific administrative functions which are identified as components of the subject matter of Public Administration will also be questioned.

## 2.8 Conclusion

It is concluded that “The Study of Administration”, an article written by Wilson in 1887, serves as the foundation for the teaching of Public Administration. It should, however, be mentioned that Wilson introduced the “Study of Administration” in relation to the public sector. This means that the study of Public Administration developed on the basis of the need to study “Administration”. It should be realised that Wilson emphasized the word “study” and not “teaching” of Administration in his article. However, to ensure that the study takes place, support could be provided in the form of teaching.

Other developmental stages in the teaching of Public Administration as outlined above indicate that Public Administration had a long history of development. Such developments are of importance to the past, the present and the future. It could be feasible to predict the future of the teaching of Public Administration or describe the present teaching of Public Management at Technikon Southern Africa with relevant contextual understanding based on how previous developments unfolded. Each stage in the development of the discipline has contributed to its establishment as a discipline with a scientific base.

The politics/administration dichotomy stage of the development of the study of Public Administration delineated the boundaries between politics and administration. It is argued that the teaching of Public Management and Public Administration (**in an integrated sense**) should indeed be distinguished from politics, although the political

ingredients of the state should be integrated in the Public Management and Public Administration teaching system and not necessarily on its structural fabrics. The teaching of Public Management and Public Administration that excludes the political ingredients of the state from its systems could become irrelevant to the needs of society. It should be noted that politics and administration are inter-connected both in theory and in practice.

The scientific development stage outlined its intended achievements with regard to the question of training. It can be deduced that the scientific stage of the development of Public Administration differed from the original stage in “The Study of Administration” and the politics/administration dichotomy stage, although it has contributed equally to the entire development process. An aggregate conclusive analysis of these development stages of the teaching of Public Administration reflects that Wilson’s introduction to “The Study of Administration” represents the educational component, while Taylor’s scientific management represents the training component as argued in this chapter. An integrated teaching approach should be designed and developed on the premise of both Wilson’s study of administration and Taylor’s scientific management approach. Education and training are complementary. It is argued that Public Administration could provide knowledge while Public Management could provide skills. Both knowledge and skills should be integrated in the teaching. In the spirit of this discussion, an integrated approach to the teaching of Public Administration and Public Management could empower learners with both skills and knowledge. This means that a dichotomous and one-sided approach focussed on either Public Management or on Public Administration



would not provide both skills and knowledge. This suggests that the teaching of Public Management as the discipline is defined presently at technikons should include both Public Management and Public Administration to reflect the integration of both training and education.

# CHAPTER 3

## THEORY AND PRACTICE OF TECHNIKON TEACHING

### 3.1 Introduction

The following discussion concerns the theory and practice of technikon teaching with reference to the teaching of Public Management. The theory and practice of technikon teaching is evident in the characteristics that distinguish technikon from university teaching. The qualification structure of technikon teaching is established to determine learners' progress within the rules and regulations governing such progression. The qualifications of the lecturing staff will be investigated to evaluate their academic competencies in relation to the contributions they could make in assisting learners to progress through the various levels of study to achieve their required educational qualifications.

### 3.2 Background

It is important to note that the Higher Education Act, 1997 (101 of 1997) repeals the entire University Act, 1955 (Act 61 of 1995) and the Technikon Act, 1993(Act 125 of 1993) as well as the Tertiary Education Act, 1988 (Act 66 of 1988). However, section 72(1)

stipulates that any technikon which was established or is deemed to have been established in terms of the Technikon Act, 1993 (Act 125 of 1993) and that existed immediately prior to the commencement of this Act, is deemed to be a technikon established in terms of the Higher Education Act, 1997 (101 of 1997). According to section 72 (2) of the Higher Education Act, 1993 (Act 101 of 1997), any university or technikon established or incorporated by a private act of Parliament continues to exist in terms of such private act and is deemed to be a university established in terms of that Act. This means that the existing technikons in South Africa are still lawful under the Higher Education Act, 1997. Section 71 of the Higher Education Act, 1997 (Act 101 of 1997) provides for the transitional and other arrangements by stipulating that the existing statutes and rules of a public higher education institution in force at the commencement of this Act continues to apply to the extent that such statutes and rules are consistent with this Act. This implies that rules and regulations governing technikons and universities are still applicable in relation to Higher Education Act, 1997 ( Act 101 of 1997).

### **3.3 Origin of technikons**

Nelson (1996/1997:27) observes that in South Africa, technikons originated in 1958 when the “T” courses for the national diploma for technicians in engineering as well as other diplomas in the field of study of engineering were offered by the then Colleges for Advanced Technical Education (CATE). The colleges for advanced technical education (CATE) also offered the secondary level “N” courses for artisan training. The colleges gradually changed their objectives and course contents to satisfy the changing needs of

industry. The “T” courses reached a higher level of education than those offered by technikons in 1981. The “N” courses were only offered by technical colleges. The name “Colleges for Advanced Technical Education” was not widely accepted and was changed to what is known today as “Technikons”. This was legislated by the Advanced Technical Education Amendment Act, 1979 (Act 43 of 1979). The Act amended the Technikons Act, 1967 (Act 40 of 1967). The equivalents of Technikons in South Africa are Polytechnics in the United Kingdom and Institutes of Technology in the United States of America (Nelson, 1996/97 : 27).

The term “**technikon**” is derived from the Greek noun technikos with the feminine form being technike and the neutral technikon. In this case, technikon is a noun that can be used for anything related to techniques or technology as an art in any form. It is customary to use the adjective as a noun (Pittendrigh, 1985:279). The New Lexicon Webster’s Dictionary of the English Language (1992:HP-16) explains that nouns can be formed by two other nouns and are written as one word either by repeated usage or because as one word they better express a single thought or idea. The noun “technikon” expresses a single thought or idea. According to Goodey (1987:86), the Greek term techne refers to artistry, skill or dexterity. The suffix kon changes the adjective into a noun.

The Technikon Republic of South Africa (since 1993 known as Technikon Southern Africa) was established as an autonomous tertiary education institution in 1980 under the House of Assembly as the only distance education technikon in terms of the Technikons



Act, 1967 (Act 40 of 1967) (Technikon Southern Africa, 1996:11). It functioned as the external study facility of the Technikon Witwatersrand. It came into existence as a result of the report of a committee appointed by the then Minister of National Education to investigate the need for, and desirability of a technikon providing distance education (South African Institute of Distance Education, 1985:8). The change in name coincided with the political and economic changes that took place in South Africa at the time. It was transformed from a predominantly white Afrikaans-speaking educational institution to an educational institution that serves society (Technikon Southern Africa, 1996:12).

### **3.4 Characteristics of technikon teaching**

According to Technikon Southern Africa (1995:1-2), the following are some of the characteristics of technikon teaching that are widely acknowledged:

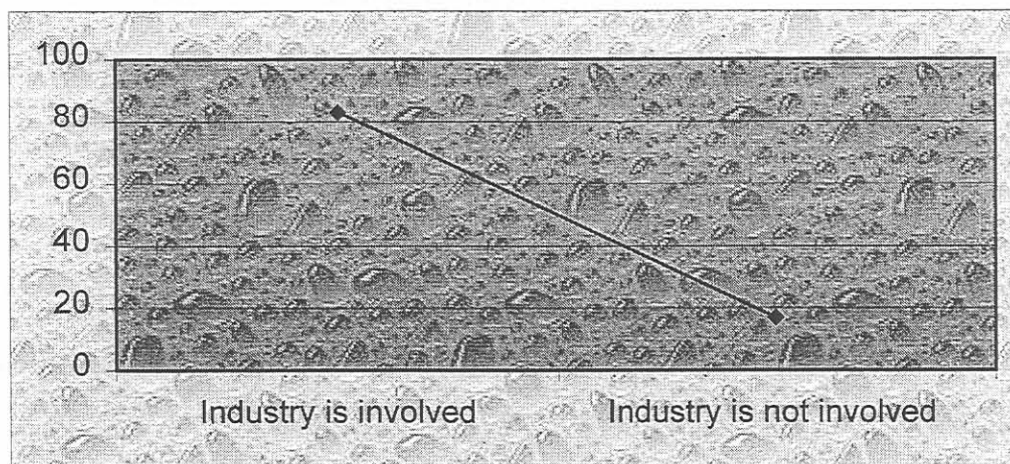
- co-operative education;
- experiential learning and
- career orientation.

These characteristics are discussed in the following paragraphs. The effects of these characteristics in the envisaged integrated teaching of Public Management and Public Administration at technikons will be analysed with specific reference to Technikon Southern Africa.

### 3.4.1 Co-operative education

Buitendacht (1995:1) writes that co-operative education lies at the heart of technikon teaching. It refers to the co-operation between a specific industry and technikons to develop study programmes that are directly related to the need(s) of the employer. Accordingly, a specific industry identifies specific training needs. The industry presents the need to technikons in the form of a competency profile. Together with industry's experts, technikons develop learning programmes focussed on the needs that have been identified (Buitendacht, 1995:1). This means that technikons do not develop study materials on their own without inputs from the industry. In the case of Public Management and Public Administration it is expected that the public sector should be approached to obtain inputs. The following graph reflects the situation regarding the involvement of industry:

**Figure 3.4.1.1 Industry involvement**



The graph above reflects **eighty-three percent** of the interviewed lecturers who confirmed that industry was involved in compiling study materials, while **seventeen percent** reported that there was no industry involvement. The National Advisory Committee on Public Management is specifically involved when such study materials are compiled as stated above. Lecturers who reported no industry involvement while compiling study materials were a minority of **seventeen percent**. Industry involvement would facilitate the exposure of management techniques from the practical point of view and not only from the theoretical point of view.

Joint ventures between technikons and public institutions could be required to fulfill co-operative education practices. This requires that the Programme Group: Public Management and Development at Technikon Southern Africa should establish ties with the industry in all three spheres. Co-operative education, as argued in this discussion, acknowledges an integrated teaching of Public Management and Public Administration as discussed in **chapter 5**. It further suggests that such an integrated teaching should indeed incorporate the co-operative education model as outlined above. The teaching of Public Management and Public Administration could be regarded as integrated in the sense that both management techniques and the theoretical framework provided through public administration forms part of the teaching. However, if such an integrated teaching excludes co-operative education, it could again be regarded as non-integrated.

Technikons should consult with public institutions, employers, trade unions and professional institutes on the manner in which the teaching of Public Management and



Administration should be carried out. Unless inputs from individuals and professional bodies are embodied in the teaching and incorporated in the course content and standards, technikons could fail to satisfy the needs of the industry or public sector (Pittendrigh, 1988:313). Industry or the public sector want education and training programmes that emphasise basic skills, teamwork, practical experience and problem solving. Industry or the public sector would want to be consulted on programme design. Both sectors of the economy want to make inputs in the teaching of Public Management and Public Administration (Powers et al. 1988:169). The Certification Council for Technikon Education (1998:5) attests to the fact that the needs of the specific industry or segment should be taken into account when compiling instructional programmes. The Certification Council for Technikon Education therefore encourages consultation with industry or the public sector. The impression created thus far is that the compilation of programmes for Public Management and Public Administration that excludes industry or the public sector could be irrelevant to the needs of the employer(s).

In order to create successful partnerships with industry, both technikons, industry or the public sector in all spheres should decide what they require from each other to build consensus among institutional constituencies regarding goals and internal changes that would be required to satisfy existing needs. It is essential for technikons to determine the needs of a specific industry in the areas of education and training. The development of new programmes should be effected and efforts should be intensified to inform industry or the public sector regarding study programmes technikons intend to offer (Chimura,1986:58). An integrated teaching of Public Management and Public

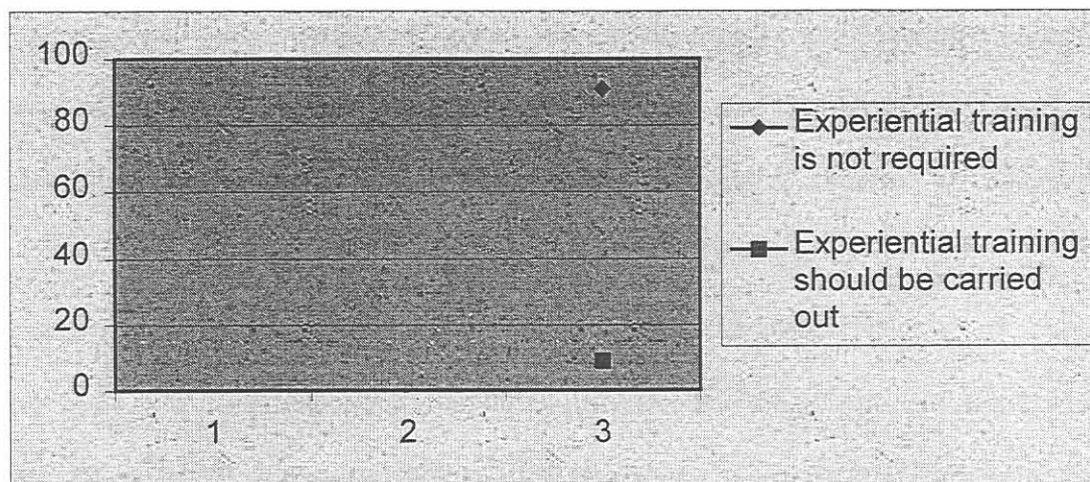


Administration at Technikon Southern Africa should indeed be geared towards the production of graduates that satisfy the needs of the public sector at all levels.

### **3.4.2 Experiential training**

Experiential learning engages learners in a unique relationship between the actual workplace requirements and those of a higher education institution like Technikon Southern Africa. The experiential learning should be a structured and supervised experience for which a public management and administration learner, for example, can earn practical credit (Robert *et al.* 1985:11). Section 14 of the Skills Development Act, 1998 (Act 97 of 1998) stipulates that Sector Education and Training must develop a sector skills plan within the framework of the national skills development strategy. Sector Education and Training should implement its sector skills plan by establishing learnerships and approving work-place skills plans as well as by promoting learnerships by identifying work-places which are suitable for practical work experience. According to Matthews *et al.* (1992: 3), experiential learning is work-based. It is not an education and training model with a fixed syllabus learned within the classroom. In competency terms, experiential learning implies that it is outcomes based.

Figure 3.4.2.1. Experiential training requirement



**Ninety-one percent**, as shown in the depicted line chart, represents the interviewed lecturers who indicated that the subject Public Management does not require learners to attend experiential learning, while **nine percent** indicated that experiential training should be carried out. **Ninety one percent** of those who responded that learners are not required to attend experiential learning further indicated that learners are only required to master theoretical aspects and that an experiential training component is being investigated. It is also argued that the public sector does not provide financial assistance for experiential learning and that there is no mechanism in place for such training. It could be interpreted that such experiential learning will be feasible within the ambit of the Skills Development Act, 1998 (Act 97 of 1998) as referred to above. This could facilitate the integrated teaching of Public Management and Public Administration, particularly regarding training in the usage of specific management techniques.

A formal education and training programme could comprise a theoretical component and an experiential learning component offered by a specific industry or the public sector for the teaching of Public Management and Public Administration. Experiential learning offers learners first hand career experience, as they are able to apply their theoretical knowledge immediately. Learners are exposed to what is required in the work environment and can relate that to the theoretical component of the formal technikon programme (Buitendacht,1995:1). This suggests that integrated teaching of Public Management and Public Administration could close the knowledge gap that often exists between theory of the study materials and the work-place practice. It will be argued in **chapter 5** that supportive technology and techniques are inherent components of Public Management. Learners in Public Management require interaction with the industry or public sector in order to learn how to make use of specific management technique in practice. The implication is that experiential learning becomes necessary to ensure that hands-on training is achieved rather than theorising without having an opportunity to use specific equipment. This implies that the integrated teaching of Public Management and Public Administration should indeed include experiential learning.

In **chapter 2**, it was argued that Taylor's scientific management represents the training component of public management techniques, while Wilson's study of administration represents the educational component comprising Public Administration. The training component of public management techniques could, for example, be attained through experiential learning that could manifest itself through learners' interactions with the industry or public sector in all spheres, taking into account Technikon South Africa's



distance mode of education. The linkage of the theoretical educational component and the practical training component could be beneficial to learners as they could feel confident in being assisted both by institutions like Technikon Southern Africa providing higher education and industry as well as the public sector. Learners could use industrial resources that are of great benefit if technikons are for example poorly resourced (Pretorius and Lemmer, 1998:34).

The Experiential Learning Opportunity Programme (ETOP) was established at Technikon Southern Africa in 1998. The programme aims at advancing experiential learning to ensure that learners gain practical work experience. It also serves as a financial aid programme as the criteria to be eligible for an ETOP grant is that a learner should have documentary proof of financial need (Technikon Southern Africa, 1998/99: 3). This means that a Public Management learner who has financial assistance in the form of a bursary or loan does not qualify for an ETOP grant. In terms of the characteristics of technikon teaching, experiential learning is a “must” for all learners, whether they have financial need or not. For this reason, the present consideration of the financial position of learners in the administration of ETOP should be revisited.

The Certification Council for Technikon Education (SERTEC) (1991:17) requires the following in respect of experiential learning:

- ◆ structured guides must be prepared by technikons in co-operation with employers or employer organisations or professional associations to state clear guidelines in terms



of which experiential learning is to be conducted, and in which the content of the experiential learning must be stated;

- ◆ the technikon must ensure that learners in co-operation with relevant employer(s) document experiential learning received by means of reports or any other method for evaluation by the particular technikon and
- ◆ no certificate may be issued unless the requirements regarding experiential learning as outlined are satisfied.

The effects of these requirements in Public Management and Public Administration (**in an integrated sense**) is that no certificate can be awarded to any learner by Technikon Southern Africa without the record to prove that experiential learning has been conducted. It also means that every certificate awarded to any learner without proof that experiential learning has been carried out could be regarded as invalid in terms of SERTEC requirements. The following model shows an integrated teaching of Public Management and Public Administration that incorporates co-operative education and experiential learning:

Figure 3.4.2.2 An integrated model that incorporates co-operative education and experiential training



### 3.4.3 Career orientation

Teaching of Public Management and Public Administration that integrates management techniques with the theories of Public Administration could promote learner's career orientation. Technikon teaching should prepare learners to be adaptable and remain properly trained for their occupations. Because of this requirement, technikons' instructional programmes should at all times keep pace with developments in the public and private sectors. A programme that does not prepare learners for a specific vocation or brand of vocations should not be offered. A learner who has been educated and trained in Public Management and Public Administration through a co-operative education and experiential learning approach could be of immediate value to the employer(s) by virtue of his/her ability to work productively in the field for which he/she has been prepared(Pittendrigh,1988:313).

According to the Certification Council for Technikon Education (SERTEC) (1998:4), the uniqueness of career orientated education is emphasized by the specific characteristics of career focused instructional programmes. The following characteristics are identified by SERTEC (1984:4) as requirements for career orientated instructional programmes:

- ❖ instructional programmes are at the higher education level. There ought not to be too great of an overlap with what is taught at the secondary education level, even if the specific subject offered by the higher educational institutions was not taken at school;

- ❖ the “formative” level in such education should lead to the tailoring of instruction to meet the possible needs of candidates for positions on middle and higher management levels;
- ❖ the development of an understanding of the technology and/or of the occupation should be emphasised. The student should develop a critical disposition towards problems in the workplace. Instructions must be such that a learner is equipped, through self-study and experience, to remain up to date with practices and related theoretical developments in his/her field of interest;
- ❖ the above-mentioned requirements should be accompanied by the mastering, for example, of public management techniques and skills required. These techniques and skills are acquired by learners as they gain more exposure during experiential learning integrated with the theoretical learning. The evaluation of standards should pay special attention to the laboratory or experiential learning components of instructional programmes;
- ❖ more emphasis should be placed on the understanding of a particular technology than on academic or scientific knowledge. An adequate standard of scientific expertise should be provided for in programmes with a view to the application of technology, rather than for the development of theories;
- ❖ instruction should result in the ability to apply theories immediately. In this sense “immediate” is interpreted as relative to a learner’s activity in experiential learning for integrating practice and theory;
- ❖ instructional programmes are directed towards programmes or vocations and not so much towards particular disciplines. Totally different study disciplines could be



incorporated in an instructional programme should the envisaged work situation require it;

- ❖ the compilation and offering of instructional programmes demand a high level of educational proficiency. The compilation of instructional programmes should be educationally justified. The inputs of non-educators should be taken into account, but the inclusion of and giving effect to these inputs in the instructional programmes are the tasks of educators;
- ❖ education should increase in depth and complexity in accordance with the level of instruction, and contact tuition should be reduced in favour of more self-study at higher levels of instruction;
- ❖ each curriculum for a qualification ranging from a certificate to a degree must be established in order to serve a meaningful purpose in practice and must satisfy a specific need, and
- ❖ the fostering of technological reasoning by learners is also a characteristic of career oriented higher education.

These characteristics suggest that the integrated teaching of Public Management and Public Administration at technikons should satisfy these requirements.

The incorporation of the characteristics of co-operative learning, experiential learning and career orientation in the integrated teaching of Public Management and Public Administration should produce learners who are assets to their employers. For example, when learners make use of study materials compiled by lecturers in close collaboration with the employers, the study materials should comprise the educational component and

the training component of Public Management and Public Administration. This is closely linked to the argument to be raised in **Chapter 5** where the relationship between Public Management and Public Administration is considered. It should be noted that every function consists of the innovative conceptual administrative dimension, and the managerial dimension. It could be argued that the co-operative education model links the conceptual dimension with the managerial dimension. The two represent the educational and training components of Public Management and Public Administration respectively.

The characteristics of technikon teaching could satisfy the objectives of both Wilson's "Study of Administration" and of the training of officials as advocated by Taylor's scientific management, as discussed in **Chapter 2**. It could be argued that fully educated and trained public management and public administration learners whose educational programme incorporates these characteristics in the process of their education and training could effectively serve the needs of the respective employers.

### **3.5 Differences between technikons and universities**

It is necessary to identify the differences between technikons and universities in order to test the hypothesis with regard to the integrated approach that is assumed to be required. The argument raised at the beginning of this chapter regarding technikons governed by the Technikons Act, 1993 (Act 125 of 1993) and universities governed by the University Act, 1995 (Act 61 of 1965) suggest that there are differences between technikons and universities. As indicated, it further suggests that technikons and universities use

different measures in their respective teaching approaches. The characteristics of technikon teaching as discussed above indicate that the teaching approach that should be applied by technikons could be different from the approaches adopted by universities. The following are the differences between technikons and universities in relation to the teaching of Public Management and Public Administration:

**Figure 3.5.1 Differences between technikons and universities on the teaching of Public Management and Public Administration**

Technikons	Universities
<ul style="list-style-type: none"> <li>• Practice-related and commitment to change and building the future</li> </ul>	<ul style="list-style-type: none"> <li>• Traditional commitment to preserving past knowledge</li> </ul>
<ul style="list-style-type: none"> <li>• Short term, specialization, mono-discipline, quantitative</li> </ul>	<ul style="list-style-type: none"> <li>• Long term, multi-discipline as well as qualitative</li> </ul>
<ul style="list-style-type: none"> <li>• Career oriented education with emphasis on application of knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Traditional education with emphasis on fundamental knowledge.</li> </ul>
<ul style="list-style-type: none"> <li>• Pragmatic approach</li> </ul>	<ul style="list-style-type: none"> <li>• Academic and abstract approach</li> </ul>
<ul style="list-style-type: none"> <li>• Problem solving abilities</li> </ul>	<ul style="list-style-type: none"> <li>• Philosophical and reasoning abilities</li> </ul>
<ul style="list-style-type: none"> <li>• Commitment to experimental and industry involvement</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment to research without emphasis on industry involvement</li> </ul>
<ul style="list-style-type: none"> <li>• Needs oriented career ethics</li> </ul>	<ul style="list-style-type: none"> <li>• Generic orientation</li> </ul>

(Technikon Southern Africa, 1996:6)

The left column of this table indicates that the teaching of Public Management is linked to technology, techniques and application skills that could be learnt through practical training through technikon teaching. It can be deduced that the present non-integrated teaching of Public Management at technikons has been based exclusively on technique orientated training. It can be inferred that the separation of technikons from universities perpetuated the separation of Public Management from Public Administration.

The right column of the table indicates that teaching of Public Administration within the ambit of universities can be classified as having a theoretical, academic and abstract orientated emphasis. Gildenhuys (1988:274) confirms this analysis by stating that universities should provide more fundamental teaching and that they should rely more on general knowledge regarding theoretical issues of Public Administration. However, this study acknowledges that universities and technikons are presently governed by the same Higher Education Act, 1993 (Act 101 of 1997). The dichotomy of rules and regulations governing these institutions is consolidated in an integrated Higher Education Act, 1993 (Act 101 of 1997). The implication of this integration is that learners could be empowered with both theories of public administration and management techniques essential to the performance of their duties after completion of their studies.



### 3.6 Qualification structure

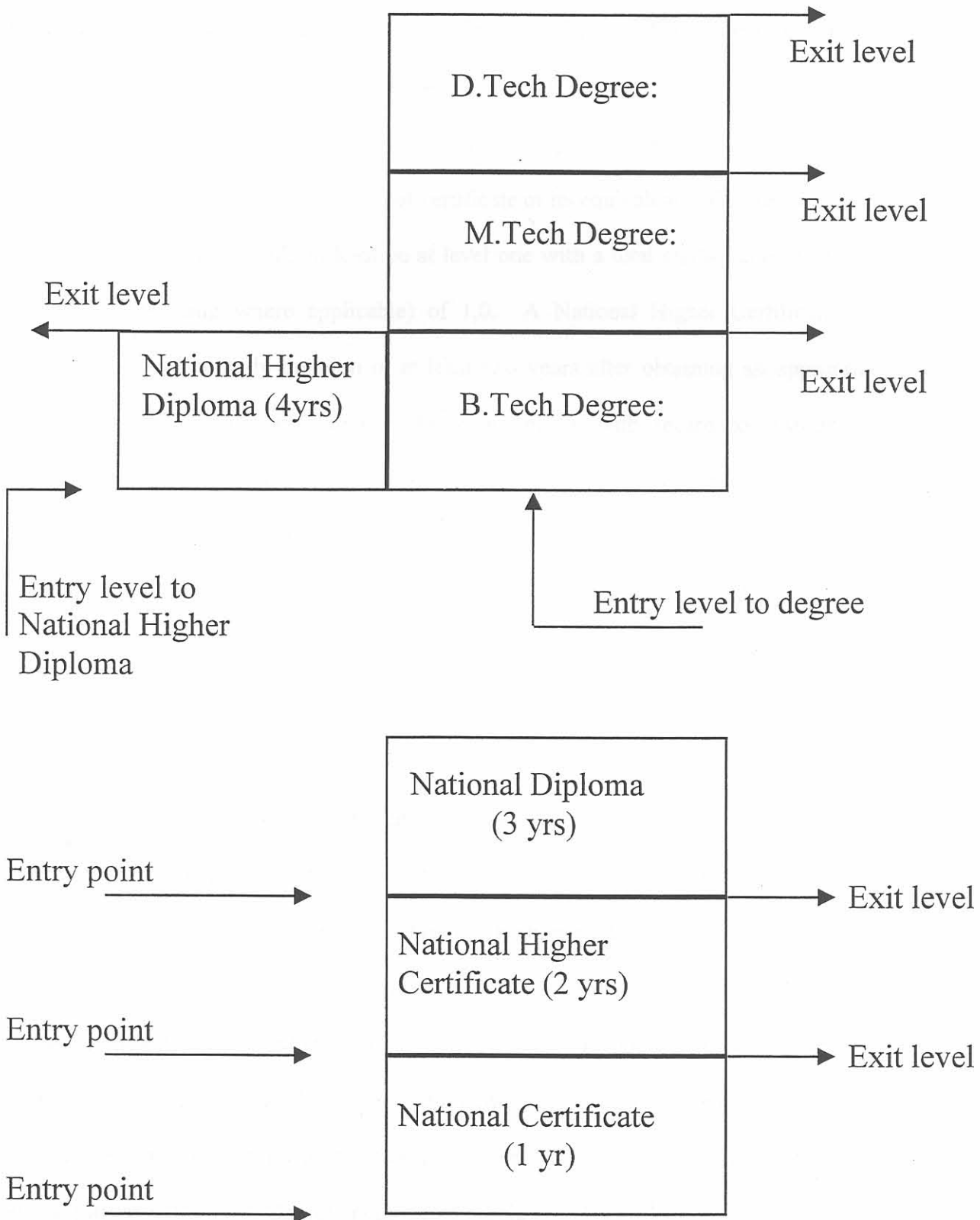
The South African Qualification Act, 1995 (Act 58 of 1995) defines a qualification as a formal recognition of the achievement(s) of the required range of credits and such other requirements at specific level(s) of the National Qualifications Framework as determined by the relevant bodies registered for such purpose by the South African Qualification Authority. According to the bulletin of the South African Qualification Act, 1995 (Act 58 of 1995) of May/June 1997, a qualification shall

- be a planned combination of learning outcomes which has a defined purpose or purposes intended to provide factors with applied competence and serves as a basis for further learning;
- add significant value to learning in terms of enrichment of the person, provision of status, recognition, credentials and licensing, enhancement of marketability and employability, opening up of access to additional education and training;
- provide benefits to society and the economy through enhancing social and economic productivity, providing specifically skilled/professional people, transforming and redressing legacies of inequity;
- comply with the objectives of the National Qualification Framework with regard to the enhancement of learner access, mobility and progression, and provision of quality education and training;
- have both specific and critical cross-field outcomes which promote life-long learning and

- be internationally comparable where applicable.

An integrated teaching of Public Management and Public Administration that includes experiential learning and co-operative education should produce a qualification that complies with the above stipulations. These requirements, as mentioned above, mean that any qualification in Public Management and Public Administration (whether it is on the level of a National Certificate, National Higher Certificate, National Diploma, Masters Degree or Doctorate Degree of Technology) from Technikon Southern Africa should comply with the requirement(s) as listed in the bulletin. A qualification which does not comply with any or all of these requirement(s), or which does not comply with the definition of what a qualification is in terms of the definition provided by the South African Qualification Act 1995(Act 58 of 1995) may be deemed to be invalid. The present qualification structure as promulgated in the Technikons Act, 1993 (Act 125 of 1993) appears on page 78.

Figure 3.6.1 Qualification structure



This structure could change with the effective implementation of the new South African Qualification Framework. A national certificate in Public Management and Public Administration **in an integrated teaching** programme provides a comprehensive qualification after a study duration of at least one year of tertiary education. The admission requirement is at least a senior certificate or its equivalent. The instruction for a National Certificate should at least be at level one with a total credit value (including experiential learning where applicable) of 1,0. A National Higher Certificate is a qualification with a study duration of at least two years after obtaining an appropriate National Certificate or equivalent. The requirements with regard to instructional offerings are the same as the preceding national certificate plus further instructional offerings (including experiential learning where applicable) with a total value of 1,0. At least 0,5 of these credits should be for instructional offerings at level II for which a substructure or prerequisite instructional offering(s) exists(s) at level I (Department of Education, 1987:14-15).

A National Diploma in Public Management and Public Administration **in an integrated teaching** approach requires study of at least three years' tertiary education', or study extending over at least one year after obtaining an appropriate national higher certificate or equivalent. The instructional requirements are the same as those for the national higher certificate, plus further instructional offerings (including experiential learning where applicable) with a total credit of 1.0. However, 0,5 of these credits should be for instruction at level III, for which a substructure or prerequisite instructional offering(s) exist(s) at level II. A Baccalaureus Technologiae (B Tech) degree is a qualification



with a study duration of at least one year after obtaining an appropriate national diploma or equivalent. This comprises instructional offerings with a total credit value of 1,0. At least 0,5 of these credits should be for instructional offerings at the fourth level for which a substructure or prerequisite instructional offering(s) exist(s) at level III. In addition, a maximum of 0,3 credits may be offered for a project instructional offering which shall be deemed to consist of equal parts of **A,B** and **C** type subject content. (Department of Education, 1997: 15-16). The Certification Council for Technikon Education (1998:41) indicates that normal minimum admission requirements for bachelor's degree studies are determined by the Committee of Technikon Principals. The academic boards determine admission to advanced degrees. Technikon Southern Africa (1999:22) stipulates that the admission requirements for BTech degree is a National Diploma in Public Administration or Public Management and Public Administration or Public Management or Municipal Administration.

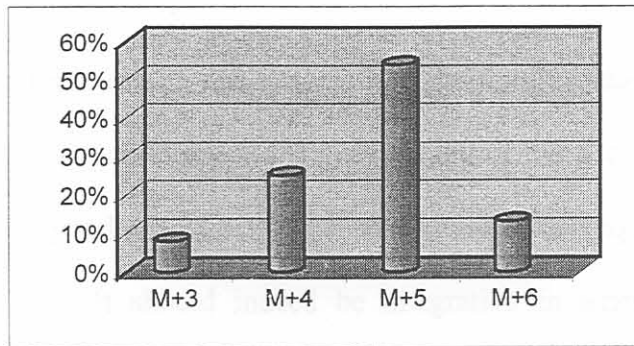
A Masters Degree of Technology in Public Management and Public Administration in **an integrated teaching** programme is an advanced qualification. It involves either instructional offerings and research or research only with a study duration of at least one year after obtaining an appropriate Bachelors' Degree of Technology in Public Management and Administration or an equivalent. Programmes for Masters Degree of Technology in Public Management and Public Administration comprise either an instructional offering and a research project with a paper or thesis provided that the student has already passed the subject "Research Methodology". In writing a thesis, students must prove that they understand a particular problem in the functional area in

which they have done the research and are able to analyse the problem and set it out logically. A Doctorate Degree of Technology in Public Management and Public Administration is an advanced qualification that is based on research with a minimum study duration of at least two years after obtaining an appropriate Masters Degree of Technology in Public Management and Administration or equivalent. It comprises an advanced research project with a dissertation. In a dissertation, students must provide proof of originality and creative thinking and problem solving and make a real contribution to the solving of a particular problem in the industry to which the research applies (Department of Education, 1997: 17-18). It is argued that all these qualifications at all levels will require a teaching approach which integrates Public Management Public and Administration. Furthermore, such an approach requires incorporation of co-operative education and experiential learning.

### **3.7 Qualification of the lecturing staff**

An explosion in the number of university and technikon courses and student numbers has exposed some weaknesses in the teaching of Public Administration. The expansion led to the appointment of inexperienced and inadequately qualified lecturers. Mention is made of lecturers with inadequate knowledge of and experience in the teaching of Public Administration (Gildenhuys, 1987:97). This means that the questions of experience and qualification are brought into the picture as of equal importance. **Eight percent** of the interviewed lecturers have **one to two years** of teaching experience, while **forty-two percent** have **three to five years** of relevant teaching experience. **Thirty-three percent**

Public Administration. **Twenty-five percent** of lecturers have matric plus four years qualifications in Public Administration. **Fifty-four percent** have matric plus five years qualifications while **thirteen percent** have matric plus six years qualifications in the field of Public Administration. **One hundred percent** of the lecturing staff responded that they are qualified to teach both Public Management and Public Administration. **Forty-two percent** indicated that they do not see the differences between Public Management and Public Administration, while **fifty-eight percent** indicated that they could see the differences relating to practices that are applied in the private and public sectors. Given that the teaching of Public Management has been introduced only recently at technikons country wide, it can be inferred that lecturers are more qualified to teach Public Administration than Public Management. This suggests that Gildenhuis' (1987:97) analysis regarding inadequacy of the qualification of the staff is applicable in the present teaching of Public Management at Technikon Southern Africa. Lecturers could, adapt to technological developments and learn more of management techniques that can be practiced in public administration. Lecturers should keep abreast of developments in their fields of study through contact with commerce and industry as well as the entire public sector. The cylinder chart on page 84 provides a graphic depiction.

**Figure 3.7.1. Qualification(s) of the lecturing staff**

The Certification Council for Technikon Qualifications (1998:42) stipulates that lecturing staff are involved in the teaching of Public Management and Public Administration in an integrated approach up to the bachelors' degree must, from 1<sup>st</sup> January 2000, have at least one level of credit higher than the levels for which they offer tuition, as well as appropriate experience. This means that a lecturer who is qualified in the field of Public Management and Public Administration in an integrated teaching approach to the third level may not teach third level students of Public Management and Public Administration. These learners may be offered tuition by the lecturers who are qualified to the 4<sup>th</sup> level, which is likely to be the **twenty-five percent** of the lecturing staff indicated in the chart above. Lecturers who are qualified up to the fifth level (**fifty-four percent** of those in the chart) may offer tuition to the learners who have reached the fourth level of their studies.



### 3.8 Conclusion

The argument presented raised in this chapter supports the integrated teaching of Public Management and Public Administration. Furthermore, it has been argued that such an approach should go beyond the integration of management techniques and the theory of Public Administration. It should indeed be integrative in terms of a co-operative education model and experiential learning. Co-operative education would ensure that the teaching is indeed integrated, as the industry or public sector in the case of Public Management and Public Administration would have an opportunity to make inputs into the instructional programme. Experiential learning would ensure that the teaching is indeed integrated as learners would pursue experiential programmes that would close the gap that exists between the theory and practice of their studies. It has been argued that the advantages of such an integrated approach would be that learners could be career orientated on completion of their studies.

The differences between universities and technikons have been identified. It is concluded that the separation of technikons from universities in terms of the Technikon Act, 1993 (Act 125 of 1993) and the University Act, 1955 (Act 61 of 1995) perpetuated non-integrated teaching of Public Management and of Public Administration. This conclusion is based on observation that the teaching of Public Management has been linked to technikons in terms of its focus on techniques, while Public Administration has been linked to universities with its greater emphasis on the theoretical framework. The

present qualification structure is reflected upon in an integrated sense and linked to the qualifications of the lecturing staff.

# CHAPTER 4

## CONTENT OF PUBLIC ADMINISTRATION

### SYLLABUS

#### 4.1 Introduction

As discussed in **chapter 2**, the teaching of Public Administration developed from Wilson's justification for the study of administration. It is the purpose of this chapter to investigate the syllabus for the teaching of Public Administration at technikons with specific reference to Technikon Southern Africa before an in-depth investigation is conducted into what the teaching of Public Management should entail. The New Lexicon Webster's Dictionary of the English Language (1992:1002) defines the word syllabus as an outline of the content to be covered in a course of lessons. The outline of the content covered in the discipline Public Administration is evaluated in this chapter.

It is essential to lay the foundation for investigating the differences and similarities between Public Administration and Public Management. The outlined process could facilitate this study. The following discussion focuses on the identification and evaluation of the teaching content of Public Administration. Such an evaluation could facilitate the definition of the terms "administration" and "management" in the subsequent chapter. The syllabus content is evaluated as presented in Technikon Southern Africa's previous study guides for Public Administration at different levels. The study guides have been used

vis-a-vis the then prescribed and recommended books, with the assumption that Technikon Southern Africa has the ownership of such study guides and not that of the prescribed and the recommended books. Concluding remarks will be provided at the end of the chapter

#### 4.2 The term evaluation

This chapter evaluates the content of the Public Administration syllabus. Evaluation is a process by which the effects and effectiveness of, for example, for an example of the teaching of Public Administration can be determined. The terms “evaluation” and “assessment” are sometimes used synonymously. However, evaluation often refers to the determination of the effects and effectiveness of something “bigger”, and assessment refers to something “smaller”. In the evaluation of learners’ progress, assessment is an important aspect to consider. Assessment is therefore an element of evaluation (Sieborger and Macintosh, 1998:5). In **chapter 6** the term “learner’s assessment” is used because such assessment is carried out on a smaller scale, relating to how learners’ performance is assessed at Technikon Southern Africa. In this chapter, the term “evaluation” is used because such an evaluation is made on a larger scale, i.e. focussed on the content of the subject.

The discussions of Public Administration presented by Charlesworth (1968:1) are complicated by challenges, because different meanings may be given to or understood by the specific phrase. Sometimes in seeking to be clear and precise, the usage of “self-conscious enterprise of study”, or “the object of intention” can be used to clarify the



meanings. Specific terms are used to refer to “both”; “and”. Furthermore, one meaning might have a disconcerting way of flowing into the other. The semantic problem is not incidental or extraneous to the subject, but involved with it.

### **4.3 Public Administration at Technikon Southern Africa**

While the beginning of the “Study of Administration” in the United States was outlined in **chapter 1** with specific reference to Wilson, the teaching of Public Administration in South Africa is reported by Coetzee (1988:98) to have been first provided by the Transvaal University College. The institution was a college of the University of South Africa until it became the University of Pretoria on 10 October 1930. According to Meyer and Brown (1989:5), the teaching of Public Administration is firmly established in universities and technikons and is directed towards educating learners to empower them with professional knowledge. The establishment of Technikon Southern Africa in 1980 is highlighted in **chapter 3**. The teaching of Public Administration at Technikon Southern Africa is reported by Jacobs (1991:1) to have begun between 1980 and 1982. In that period, the teaching was conducted within the School of Public Administration and Communication.

### **4.4 Classifications of knowledge**

The following classification of knowledge by Cloete *et al.* (1997:60) is used to evaluate and determine the nature and the scope of the past teaching of the discipline Public

Administration at technikons, with specific reference to Technikon Southern Africa. Cloete (1997:60) classifies knowledge as either academic or problem solving. This implies that the approach to teaching Public Management and Public Administration (**in an integrated sense**) that integrates academic and problem solving knowledge is desirable. An exclusive academic teaching of Public Administration without the problem-solving component could be disintegrative and ineffective in its application. The impression should not be created that academic knowledge is better than problem solving knowledge or vice versa. The true reflection is that the two typologies of knowledge are complementary if integrated measures are applied in the teaching approach. In the same way it is argued in **chapter 5** that Public Management and Administration should be integrated in the teaching approach. The contents of the aspects that constitute the teaching of Public Administration (before Public Administration was replaced by Public Management) is classified in the following two categories:

**Figure 4.4.1 Discipline and problem solving knowledge**

DISCIPLINE KNOWLEDGE MODE 1	PROBLEM SOLVING KNOWLEDGE MODE 2
<p><b>Academic</b></p> <p>Knowledge is formal and coded according to the canonical rules and procedures of academic disciplines. <i>Delimitation of the field of study of Public Administration and the definition of terms. Differences</i></p>	<p><b>Trans-inter-discipline</b></p> <p>Knowledge is problem oriented and attempts to solve problems by drawing on multiple disciplines, which interact in the real world contexts of use and application, yielding solutions and new knowledge</p>

<p><i>and similarities of public and private administration as well as the environments that influence public administration.</i></p>	<p>which are not easily reducible to any of the academic disciplines. <i>Relationship(s) between Public Administration and Political Science, Economics, History, Sociology, Industrial Psychology and other disciplines not mentioned in the list. Guidelines of Public Administration emanating from body politic and legality as well as community values such as fairness, reasonableness, christian doctrine and probity.</i></p>
<p><b>Homogeneous production sites</b></p> <p>The development of discipline knowledge has traditionally been associated with universities and other institutions of higher education. These institutions often exist in “ivory tower” isolation from real world problems</p>	<p><b>Heterogeneous trans-institutional production sites</b></p> <p>Knowledge is produced in multiple sites by problem solving teams with members emanating from various institutions, from higher education institutions, enterprises, state institutions, NGO’s or think-tanks. Formal partnership and joint ventures are forged between these actors to generate new knowledge and exploit its commercial potential</p>

<b>Insular knowledge</b>	<b>Useful knowledge</b>
<p>The only reference points for discipline knowledge are academic peers and the canonical rules and procedures internal to the academic discipline. <i>Political origin of the political dispensation, and forms of state institutions.</i></p>	<p>Many of the problems addressed by trans-discipline and trans-institutional knowledge. This is socially accountable knowledge. <i>Administrative functions of policy making, organising, financing, staffing, work procedures and control. Government hierarchy with regard to central, provincial and local government. This could include functional and auxiliary activities.</i></p>

(Cloete et al. 1997:60)

From this classification of knowledge, it can be deduced that the teaching approach of Public Administration was based on the integration of discipline and problem solving knowledge. It is indicated in **chapter 2** in relation to Webber (1975:39) that knowledge without skills is dangerous, and skill without knowledge means stagnation and inability to pass on learning. The academic discipline knowledge of Public Administration as indicated in this chapter could serve as the theoretical framework of problem solving knowledge.



#### **4.4.1. Academic and problem solving knowledge**

In terms of the classification of knowledge, the delimitation of the field of study, the definition of terms, the differences and similarities between public and private administration as outlined in the study guides of Public Administration level I, are classified as the academic knowledge of the teaching of Public Administration. This includes the environment that influences public administration (Technikon Southern Africa, 1994:2-24). The Collins English Dictionary (1992: 3 and 141) defines the term “academic” as something that is of a theoretical nature. The “Study of Administration” as discussed in **chapter 2** can be interpreted as having been of an academic in nature. According to Hanekom and Thornhill (1983:69), theory increases knowledge and understanding of, for example, how government institutions are to be administered. The increase in knowledge is usually through the discovery of facts and general principles. Understanding is increased by expanding explanations into systemic generalisations or into theories that can be used to bring about reforms. However, the integrated teaching of academic and problem solving knowledge of Public Management and Public Administration could serve as the foundation upon which problem solving skills can be developed.

#### **4.4.2 Trans-inter-discipline problem solving knowledge**

The relationship(s) between Public Administration and other disciplines as indicated in the relevant study guides published by Technikon Southern Africa are hereby classified as

inter-discipline problem solving knowledge of Public Administration. It should be emphasised that it is problem solving knowledge and not problem solving skill (**the relationship between knowledge and skill was explained in chapter 1**). It entails a multi-discipline input and problem solving knowledge. Whether offered within a department of Political Science, a separate school of Public Affairs or Public Management, or a combined school of Business and Public Administration, Public Administration as a field of study is inter-discipline. It draws from several other academic disciplines. Such has been the case from the earliest days of the discipline (Barton and Chappell, 1985: 258). The fact that Public Administration is explained as inter-discipline, implies that it could be taught in conjunction with Public Management.

Learners are expected to have extensive knowledge of the theory of operations, and even of the theory (**not necessarily the techniques**), supporting a particular system. Therefore, a syllabus of Public Administration may include subjects not directly related to the subjects in which learners intend to major. This enables learners, on completion of their studies, to draw from a wide range of theories and philosophies when faced with a new problem which has to be solved or a situation which has to be dealt with. In this way, the teaching of Public Administration can enrich its problem solving knowledge. Sufficient attention should be devoted to related subjects that could enhance an official's knowledge of the total environment within which he/she operates (Gildenhuis, 1987: 274).

The hypothesis in **chapter 1** states that "**Technikons in South Africa, and particularly Technikon Southern Africa, requires an integrated teaching approach of Public**

**Management and Public Administration to equip learners with knowledge and skills required to operate effectively.** Taking into account the argument presented in **chapter 3** and to be raised in **chapter 5** that Public Management should integrate with Public Administration, it can be inferred that the multi-discipline approach as discussed here could add value to such an integrated teaching approach. It can also be inferred from the description provided above that the integrated teaching was, in the case of Public Administration, based on the inter-discipline approach. Such an inter-discipline approach integrates expertise from other disciplines into the discipline of Public Administration. This implies that the teaching of Public Administration that excludes other disciplines could be incomplete, and thus inadequate to prepare learners to address the challenges of the work situation.

The teaching of Public Administration is inter-discipline in nature because of the manner in which it integrates knowledge from other disciplines. Psychology shares the motivational insights that were first generated by the Hawthorne experiments and continued as the explanation of complex behavior. Both the politics/administration dichotomy discussed in **chapter 2** and the policy emphasis draw on the law and on political science. According to Barton and Chappel (1985:259), Economics has often been interested in productivity and how decisions are made. Sociology has undertaken much of the explanation of organisational behaviour. The argument presented in this chapter tends to suggest that the inter-discipline nature of Public Administration could imply that the present teaching of Public Management at technikons should integrate Public Administration in its inter-discipline context. The inter-discipline approach



towards the teaching of Public Administration has led to criticism from inside and outside the discipline. The critics argue that Public Administration is not a real discipline, as it lacks a paradigm or a commonly agreed upon body of knowledge (Barton and Chappell, 1985: 259). However, a broad understanding of the teaching of Public Administration could develop an inter-discipline approach to the teaching, to include views from a broad spectrum of other disciplines.

The teaching of Public Administration requires the interaction of normative goals, e.g. the substantive aspects of technology through management technique (**to be discussed in chapter 5**). It is desirable for a public administrator to have a sound background in the scope, methods and contributions of other social sciences. The basic purpose of other social sciences is to develop problem-focussed knowledge (Adebayo and Baker, 1974:42).

The integrated inter-discipline teaching of Public Management and Public Administration could provide public management and public administration learners with multi-skills. Multi-skilling according, to Wood (1993:1) is the broadening of learners' skills beyond the bounds of the knowledge of their discipline and current jobs. The dimensions include horizontal multi-skilling, vertical multi-skilling and cross-skilling. Horizontal multi-skilling could provide Public Administration learners with diverse skills. This is not only the performance of a wide range of tasks, but also an extension of the learners' skills base. Vertical multi-skilling could provide Public Management and Public Administration learners with additional skills at a higher level of complexity. This means that vertical skills could empower learners with in-depth understanding of work-related aspects.



Cross-skilling is the same as horizontal multi-skilling in the sense that it provides skills at a similar level of complexity. However, skills in this regard are extended beyond the boundaries of traditional occupations (Wood, 1993:1). This implies that the vertical and cross interaction of Public Management and Public Administration with other social sciences could add value and enrich the field of study. There can be no doubt that such multi-skilling can be acquired from an integrated teaching approach. Learners of Public Management and Public Administration who are multi-skilled in all three dimensions due to the integrated approach can be expected to be more productive in the work environment.

The normative guidelines for Public Administration adapted by Technikon Southern Africa (1994:35-88) from Cloete (1995: 78-83), such as fairness, reasonableness, probity, thoroughness, religious considerations, effectiveness and efficiency constitute inter-discipline knowledge which is problem solving orientated, as it attempts to address problems in their applications. This includes those guidelines from body politic and legality (Technikon Southern Africa, 1994: 35-88). These aspects are classified as inter-discipline, as Cloete (1995: 63) states that all officials (*irrespective of their branches of learning*) in the public sector are required to observe them in the performance of their duties. Although the guidelines are reported to be from Public Administration, they could form part of the entire approach that is inter-discipline in its integration of views from across the broad spectrum. They fit into the problem solving orientation as their intentions are to address complex problems and challenges in society. However, it should be noted that these guidelines and ethical questions in the public sector are merely theories that

need to be applied in practice to ensure their effectiveness. The code of ethics appealing to the moral integrity of an individual or a group will have no value if there is no internal commitment to act in a justifiable manner. This involves more than laws (values and norms) written on a piece of paper. An internal set of norms and values is cultivated from childhood by the dedication and committed actions of parents, and of the community within which an individual grows up (National Party, 1998: 5).

It is not only individuals and groups, but also a number of relevant factors from the cultural, organisational and external environments that determine ethical behavior. Cultural influences on ethical behavior are reflected by the impact of family, friends, neighbors, education, religion, and the media (Luthans, 1995:16). Administrators should take a leading role in resolving the ethical issues of justice and welfare. They should apply the full range of practical (applied-ethical) reasoning and discourse by applying practical wisdom that transcends the technical rationality traditionally required of public administrators (Kass and Bayard, 1990: 13 and 16.). This implies that knowledge of these guidelines and ethical issues without practical application becomes more theoretical than practical problem solving orientated. This further means that theory should produce a code of good ethics. The resultant situation will be that the theories of Public Administration integrated with Public Management techniques will equip learners with the required knowledge and skills to operate effectively.

#### 4.4.3 Heterogeneous trans-institutional production sites

One of the characteristics of technikon teaching mentioned in **chapter 3** is that of co-operative education. It is suggested, with reference to Buitendacht (1995: 1), that co-operative education refers to co-operation between industry and technikons with regard to the development of study materials. Knowledge of Public Management which is presented in the form of study guides compiled in collaboration with industry is heterogeneous trans-institutional problem solving. As indicated in **chapter 3, eighty-three** of the lecturers interviewed indicated that the industry is involved in the compilation of guides. This implies that heterogeneous trans-institutional production sites of knowledge are considered when study guides are compiled. Such knowledge is produced in multiple sites by problem solving teams whose membership includes various stakeholders. The broad involvement of the various stakeholders in the production of study materials could promote integrated teaching of the discipline Public Management and Public Administration. The unilateral compilation of study guides by an education providing institution like Technikon Southern Africa could therefore discourage holistic teaching, to the detriment of learners. Formal partnership and joint ventures that are forged between the various actors or stakeholders could generate useful knowledge and exploit its commercial potential. Such knowledge should be transferred to the learners who are linked to technikons (Cloete, *et al.*(1997:60).

#### 4.4.4 Homogeneous production sites of knowledge

Homogeneous production sites of discipline-academic knowledge generate knowledge produced without the collaboration of the various stakeholders (Cloete, et al. 1997:60). Such homogeneous production sites of knowledge could represent an undesirable model that promotes non-integrative approaches to the teaching of Public Management. The required approach to the teaching of Public Management should be integrative in nature and scope. **Seventeen percent** of the lecturers interviewed indicated that they do not involve industry in the compilation of study guides. As a results, their study guides contain or reflect homogeneous production sites of knowledge. This further implies that the teaching approach that incorporates into these study guides could be viewed as non-integrated in terms of the discussion advanced in **chapter 3**.

#### 4.4.5 Insular knowledge

The Collins English Dictionary (1992:260) defines the term “insular” as something that is not open to new ideas or something that is narrow-minded in the sense that it is of limited or restricted range. The origin of the political dispensation is classified as insular knowledge of the teaching of Public Administration. It is insular knowledge in the teaching of Public Administration as it is deemed to be no longer open to new ideas. It is not open to new ideas because the political factors that led to the political dispensation in South Africa will remain historical political factors. The preamble of the Constitution of the Republic of South Africa, 1996. (Act 106 of 1996) states that “We, the people of



South Africa, recognise the injustices of our past”. The political factors of the “past” should therefore be remembered and taken into account. The present political environment could be shaped taking into account the past.

The forms of government such as democracy, democratic socialism, socialism, communism, anarchy, confederation, aristocracy, dictatorship, consociation, authoritarianism, federation, fascism, oligarchy and feudalism were mentioned in a study guide of Technikon Southern Africa (Technikon Southern Africa, 1994: 8-10). The inclusion of all these forms of government broadens knowledge of learners as the teaching considers the various forms of government. Teaching that provides exposure to one form of government reflects a narrow approach.

#### **4.4.6 Useful knowledge**

The “generic” administrative functions of policy-making, organising, financing, personnel, work procedures and control are classified as problem solving knowledge in the teaching of Public Administration. The word “generic” is derived from the Latin word “genus” from which the French word “genre”(group, class or family”) is derived. These functions are generic in the sense that the administrative functions applied in one department could also be applied in another department. The common phenomena are emphasized rather than the distinguishing characteristics specific to the functions of a department. The scope and areas of operation of one department may differ from those of another department. Other departments may handle specific activities according to

the purpose of their establishment. The functional uniqueness is less a concern in this case than administrative activities that are common to all the departments. This implies that when government in all spheres, state corporations or any other public institution is closely scrutinized, it should be realised that the same generic administrative functions are utilized to initiate and sustain their respective functional activities (Botes at al.1992:183). According to Waldo (1948: 165), the administrative functions do not necessarily explain all the phenomena in all the departments satisfactorily.

It is realised that the higher percentage of the teaching of Public Administration at the second level of study was primarily focused on the generic administrative functions. A particular emphasis was on finance and personnel, with a smaller component of stores administration and labour relations. The syllabus on personnel covered the aspects of provision, training and development. Finance dealt with the question of financial processes, procedures and systems. Stores administration dealt with the classification of store items, how state purchases are made and the question of state tender boards. Labour relations dealt with the question of legislation and rules in respect of labour relations, dismissal of personnel as well as personnel associations and trade unions. (Technikon Southern Africa, 1995: 1-182). The content was, however, dominated by the application of the generic administrative functions. It can be deduced that, in general terms, the content was mainly academic and abstract. The Oxford Advanced Learners Dictionary (1986:4 and 5) was quoted earlier, defining the word “academic” as teaching concerned primarily with theory and logic, without significant practical application, and the word “abstract” as something separated from what is real or concrete. This indicates

that more emphasis was placed on the theory of Public Administration than on management techniques accompanied by skills. The inclusion of Labour Relations and Stores Administration on level II of the teaching of Public Administration at the Technikon Southern Africa can be justified by the definition of Public Administration as consisting of generic administrative functions, auxiliary and line functions. The exclusion of labour relations and stores administration in the definition implies that these sub-areas of study could be covered in the teaching of Public Administration under the phrase “consists of”. The Concise English Dictionary (1990:73) defines “consist of” as a phrase which means that something is comprised of or is made up of.

The syllabus of Public Administration level III at Technikon Southern Africa consisted only of the generic administrative functions. A particular emphasis on this level was on organising, control and accountability as well as policy making. Although the definition of Public Administration includes the auxiliary and line functions with generic administrative functions, the teaching of Public Administration at this level formerly excluded the auxiliary and line functions components. The exclusion of the line and auxiliary functions at level III of Public Administration was aimed at clarifying and maintaining the application of administrative function.

In Cloete's (1981:4) English translation of his *Inleiding tot die Publieke Administrasie: Introduction to Public Administration*: the term “public administration” was used to refer to the administrative functions. The generic administrative functions in this definition of Cloete therefore narrowed the scope of the teaching of Public Administration. The



administrative functions according to Gildenhuis (1988:188) are insufficient for reaching conclusive explanations regarding the total extent of the activities a public administrator has to perform. Public Administration requires a far more intricate and subtle approach than mere administrative phenomena. With the study of only the administrative functions in public institutions, all the activities in public institutions cannot be analysed comprehensively. There is a conceptual as well as a managerial component to the activities of officials in supervisory posts. The conceptual functions are performed mainly by personnel occupying supervisory positions. The managerial functions are also performed by officials who are charged with ensuring that decisions are implemented effectively and efficiently, but concern the utilisation of resources in particular.

As indicated in the problem statement, *The New Public Administration Initiative* (NPAI) and the Mount Grace meeting (1991:11), reject the generic administrative model in favour of a search for alternatives that could be relevant to the needs of society in a changing environment. It was argued that the generic administrative functions reduce complex societal phenomena to a point where such societal complexities are ignored.

#### **4.5 Revision of the Public Administration instructional programme**

Following the evaluation of the syllabus for Public Administration at Technikon Southern Africa as presented above, the processes followed to convert the Public Administration instructional programme to Public Management is discussed. Technikon Southern Africa and other technikons indicated in **chapter I** engaged in the process of revising the



syllabus for Public Administration during 1995. As indicated earlier, Technikon Southern Africa was the convener for the entire process leading to the revision of the Public Administration instructional programme. The National Steering Committee was put in place to analyse the inputs from all technikons and the stakeholders involved (Background document for the revision of instructional programme:1995:2).

Technikon Southern Africa's background document (1995: 2) for the revision of instructional programmes further acknowledges that the public service is dynamic and continuously undergoes rapid changes. The political changes immediately after the 1994 general election changed the course of governance, particularly with regard to the role of the executive state departments. In order to meet the new and vast requirements of the public service, all technikons and their broad spectrum of stakeholders realised that current instructional programme compilation is inadequate to satisfy the requirements of the new public service. The political changes influenced the decision to revise the syllabus to specify the contents of syllabi to which would satisfy needs of the "new" public service. The Commonwealth Secretariat (1996:bv1/12v1) reports that in the public service, the key question is not whether change will happen, but how it will take place. The Commonwealth Secretariat (1996:bv1/12v1) outlines approaches for managing change based on the following premises:

- ❖ change can be disruptive;
- ❖ change can be managed successfully;
- ❖ tried and tested approaches exist for successful change management and
- ❖ when change is not managed, the results could be poor.

Therefore, the capacity to manage requires adaptability and a change in the administrative culture to accommodate the needs for effectiveness and efficiency in each and every action, implying managerial responsiveness.

All the technikons are reported to have conducted extensive workshops with public servants as well as non-governmental organisations and trade unions to determine how the challenges of the new political dispensation could be addressed. Co-operative education as discussed in **chapter 3** regarding co-operation between education providing institutions and the industry was fulfilled. When taking into account the inputs from different technikons and stakeholders, the National Steering Committee came to the conclusion that the then National Diploma: Public Administration and the National Diploma : Municipal Administration required consolidation. The consolidation led to the newly curriculated B Tech Degree in Public Management. The M Tech and D Tech Degrees in Technology in Public Management were introduced, with all the above technikons participating in the curriculating processes and expressing their interests to offer newly developed programmes to meet the requirements of the future (Background document for the revision of instructional programme, 1995: 2).

The re-curriculation as indicated in **chapter 1**, under **figure 1.2.1** is focused more on Public Management than on Public Administration. Report 151 (97/01) on formal technikon instructional programmes proposed that B Tech, M Tech and D Tech degrees could be offered by technikons. It is for this reason that the B Tech degree in Public Management replaced the National Higher Diploma in Public Administration (Department of Education, 1997: 640, 837 and 867). It should be mentioned that the revision of an existing Public Administration instructional programme was preceded by the political changes that could affect the public service. However, the introduction of B Tech degrees had effects in addition to those stipulated in the above-mentioned report 151(97/01). The introduction of technikon degree programmes that led to the revision of the course content of the National Higher Diploma to create a B Tech degree had effects as well.

#### 4.6 Conclusion

The discussions advanced in this chapter regarding the evaluation of the syllabus of Public Administration is the thrust of the study. The arguments put forward could facilitate the testing of the hypothetical statement regarding the requirement for an integrated approach to the teaching of Public Management as indicated in **chapter 1**. The classification of knowledge is discussed to clarify the knowledge category of the content of Public Administration. The fact that specific aspects of the syllabus have been classified as “academic knowledge” and/or problem-solving knowledge does not mean that one specific category of knowledge is comparatively better than another. For

the purpose of this study, the interpretation should be that the two categories of knowledge are complementary in their interactions. It also shows that the teaching of Public Administration integrated both academic and problem solving knowledge. An integrated approach to the teaching of Public Administration is assumed to be more effective than the non-integrated teaching approach that separates academic knowledge from problem solving knowledge.

It has been argued that the teaching of Public Administration was dominated by generic administrative functions. Such domination was at all levels of the teaching, from the first to the third level, i.e. from entry to exit level. As indicated in this chapter, Cloete restricted the scope of the teaching of public administration mainly to the administrative functions. The conceptual dimension of the generic functions and phenomena represent the philosophical part of the study and the managerial dimension represents the technique component.

The inter-discipline nature of the teaching of Public Administration endorses the requirement for integrated teaching. Such an inter-discipline approach broadens the nature and the scope of the teaching of Public Administration with its integrative approach by incorporating views from other disciplines. This means that in the teaching of Public Management, an integrated approach is required to incorporate the expertise from other related disciplines.



It was argued that a comprehensive study could empower learners with a range of multi skills and cross-skilling. The implication is that non-integrated teaching could restrict multi-skilling if the scope is not broad. Although this evaluation is conducted in respect of the teaching of Public Administration, it could be added that in the teaching of Public Management, measures should be incorporated to integrate the two components as well to multi-skill the learners.

It was argued in **chapter 1**, that the domination of the generic functions impoverished the teaching of Public Administration. The replacement of Public Administration with Public Management should bring analytical and predictive techniques. It is indicated in this chapter that the replacement of Public Administration with Public Management was based on a revision of the existing syllabus for Public Administration. **Figure 1.2.1** on **page 3 of chapter 1** attests such a complete replacement. The revision was preceded by the legislative measures regarding the permission to permit technikons to offer bachelor of technology degrees. Furthermore, it was argued that the revision was mainly initiated by the political changes that affected Public Administration in South Africa. This means that the teaching of Public Management at Technikon Southern Africa could be viewed to have developed from the teaching of Public Administration. Therefore, it is essential to research the new dimension of the teaching of Public Management in the subsequent chapter.

# 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**

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

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

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

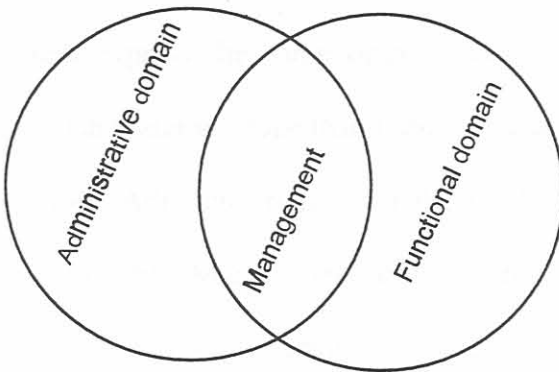
change have been identified, it is imperative that decision-makers become acquainted with the various aspects of the situation for which a decision is required. (Heinze, 1982:8). The problem statement presented in **chapter 1** therefore outlines challenges to be investigated. It has been indicated that 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.

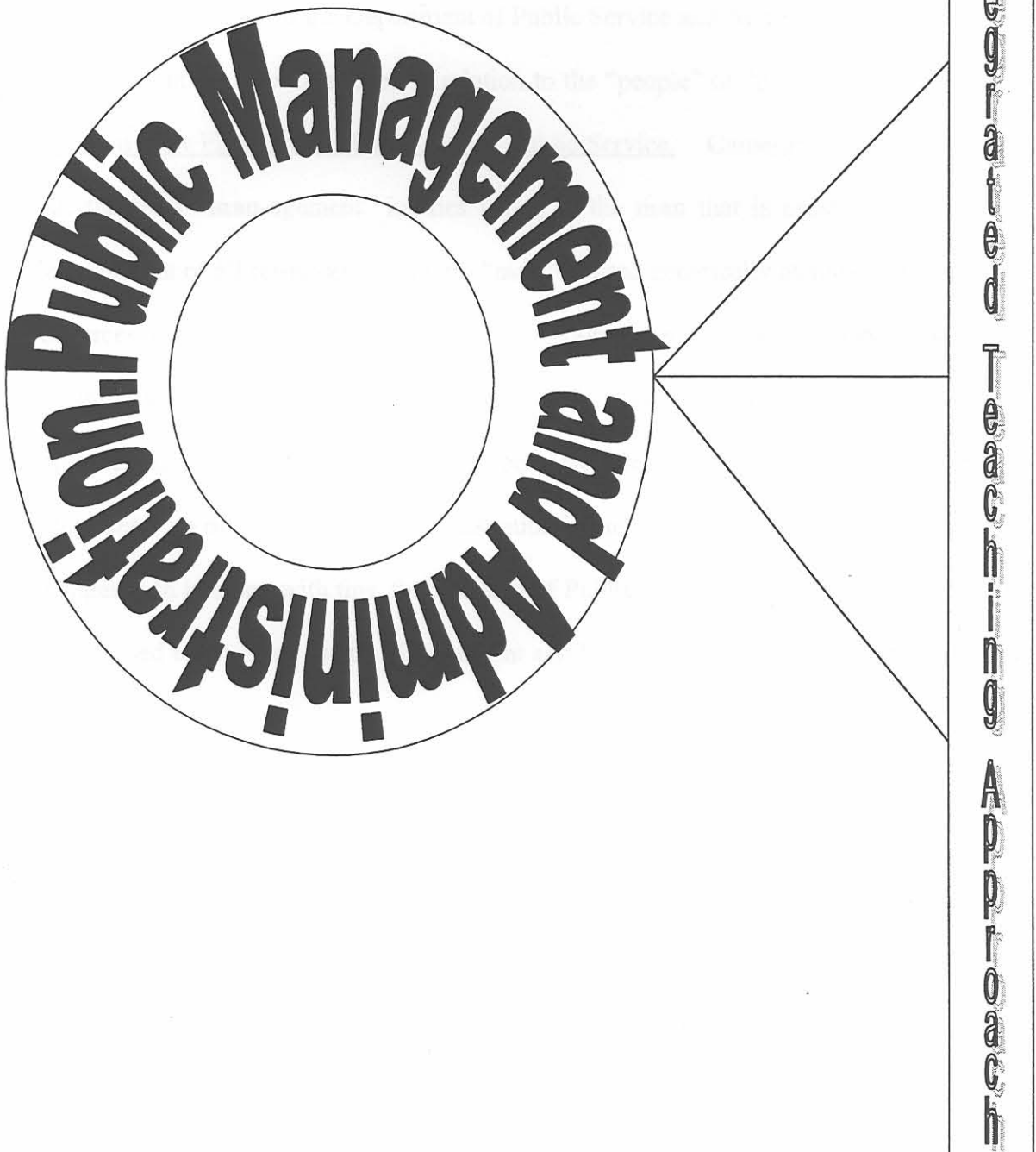
### **5.3.3.3 Implementation and enrichment**

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

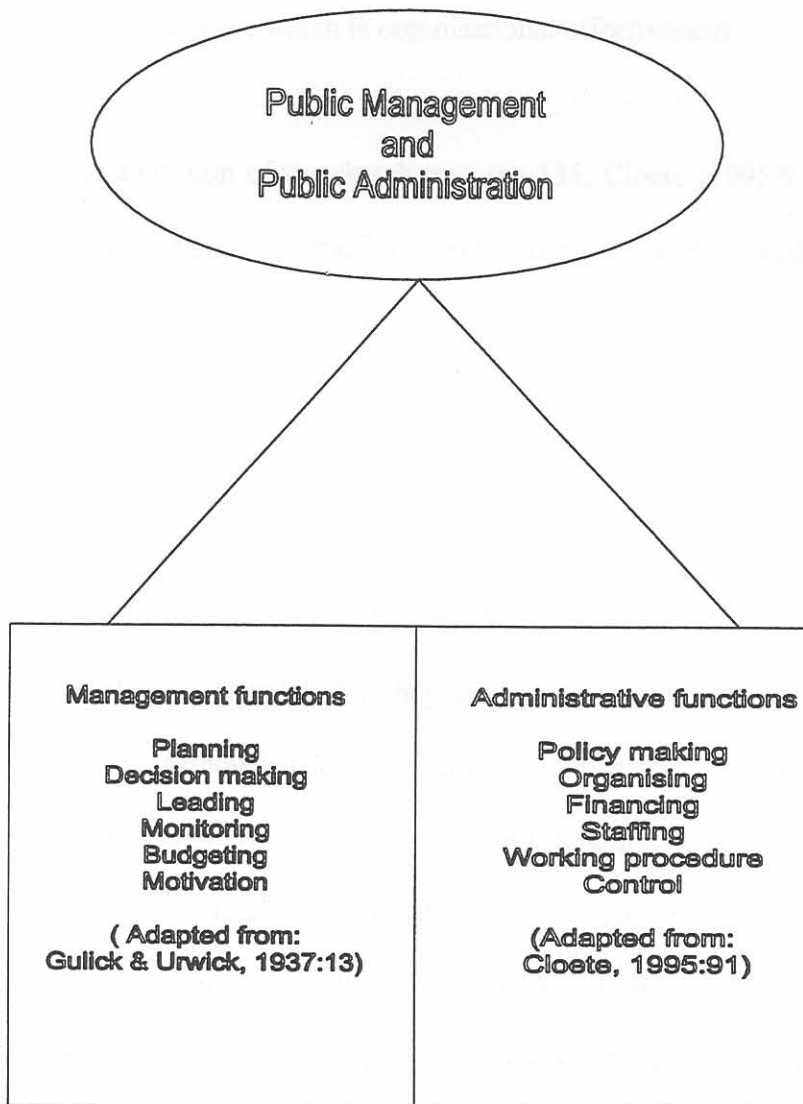


In this model, the teaching of Public Management is integrated with Public Administration. Reference could be made to **chapter 10** of the Constitution of the Republic of South Africa, 1996 (Act no 108 of 1996) that entrenches the practice of public Administration. In addition, the ministry responsible 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.

## CHAPTER 6

# DISTANCE EDUCATION AND TRAINING

### 6.1 Introduction

The present teaching of Public Management at Technikon Southern Africa is conducted by means of the distance mode of instruction. In an integrated teaching of Public Management and Public Administration, the teaching could still be conducted through a distance mode of instruction. As indicated in **chapter I**, it is for this reason that the study is conducted with specific reference to Technikon Southern Africa. Other technikons that are listed in **chapter I** conduct their teaching by means of contact instruction. The mission statement denotes that Technikon Southern Africa offers market-related **distance education** and service to its clients in its unique application of cost-effective distance teaching technology, co-operative tertiary career education, application research and community service in sub-Saharan Africa and beyond (Technikon Southern Africa, 1995: 22).

The cost effectiveness of distance education will be reflected within this chapter as the discussion continues. Co-operative and career orientated education and training by technikon teaching were discussed in **chapter 3**. The question of technology was outlined in **chapter 5** in relation to the definition of what public management consists of. Although it is not the central theme of the thesis to investigate the effectiveness of the



distance method of teaching, it is necessary to bring this into the discussion since the present teaching of Public Management at Technikon Southern Africa cannot be divorced from its method of instruction. It is important to indicate the feasibility of the envisaged integrated teaching of Public Management and Public Administration through a distance mode of instruction, as distinct from the classroom method of instruction used by other technikons identified in **chapter I**. In this chapter, the phrase *integrated teaching of Public Management and Public Administration* will be used to outline the envisaged integrated approach as advocated in the study. The phrase *teaching of Public Management* will be used to refer to the present non-integrated teaching approach at Technikon Southern Africa.

Investigations will be conducted to determine how part-time tutors are appointed for the present teaching of Public Management in relation to a teaching approach that integrates this with the discipline Public Administration. The role part-time tutors should play in facilitating learning will be clarified. The characteristics of distance teaching will be indicated and its application discussed in relation to the envisaged integrated teaching approach. The question of learners' assessment will be discussed to indicate how learners' performances are measured.

## 6.2 Distance teaching

Muhammad (1992:1) defines distance teaching as a method of instruction in which a significant proportion of the teaching is conducted by lecturers removed in space and/or

time from learners. According to Holmberg (1988:73 and 75), distance education may be defined as the category of instructional methods in which the teaching function is executed away from the presence of learners. Communication between lecturers and learners is facilitated by print, electronic, mechanical or other devices. Teaching in this environment is delivered at a time or place different from that at which it is produced. The teaching materials must be contained, transported, stored and delivered to learners. However, Holmberg *et al.*(1988:1) defines distance teaching as a form of study not led by lecturers present in classrooms but supported by tutors and an institution at a distance from the learners. For this reason, in accordance with this definition, the Programme Group: Public Management and Development planned for the following number of part time tutors to teach the present Public Management for the academic year 1998 in the regional and branch offices of the Technikon Southern Africa.

**Figure 6.2.1 Tutor appointment**

<b>WESTERN CAPE</b> 3 TUTORS	<b>EASTERN CAPE</b> 3 TUTORS	<b>NORTHERN CAPE</b> 1 TUTOR
<b>NORTHERN PROVINCE</b> 5 TUTORS	<b>NORTH WEST</b> 1 TUTOR	<b>MPUMALANGA</b> 4 TUTORS
<b>FREE STATE</b> 5 TUTORS	<b>GAUTENG</b> 16 TUTORS	<b>KWAZULU NATAL</b> 18 TUTORS

In a teaching approach which integrates Public Management and Public Administration, the role of tutors could increase in scope. Tutors would then be required to be familiar

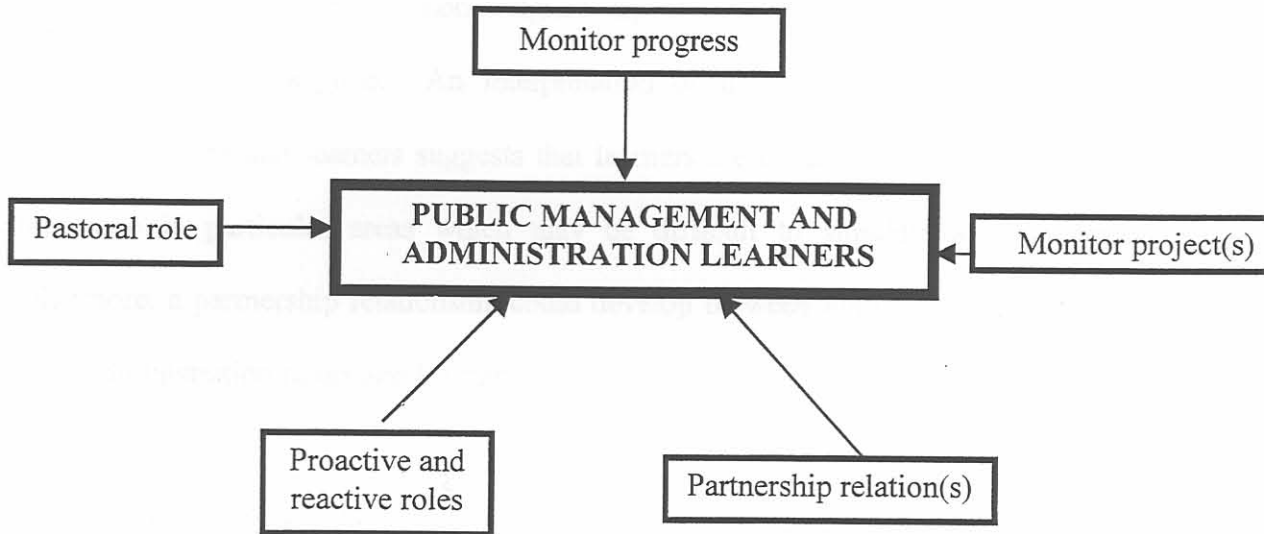
with both management techniques and the theories underlying the present public administration in a new dispensation.

### 6.3 The role(s) of tutors

Although learners of Public Management and Public Administration should study more independently through distance teaching, they require the support of tutors to facilitate the learning process. Tutors are assigned the responsibility of providing positive conditions and measures to facilitate learning. As the tutors are not on the same premises as their learners, the latter have to contend with non-contiguous communication to interact with tutors. Correspondence in writing, by computer, telefax and oral conversation by phone or audio-cassettes are used for communication. The face to face interaction between Public Management learners and the tutors as an inherent component of distance education is dependent on the possibility, opportunity and inclination of learners to take part in discussions (Holmberg, 1995: 105, 112-113). Although audio recordings are not utilised in the teaching of Public Management at Technikon Southern Africa, the learners can, if they have access, telefax or e-mail questions or comments to tutors and lecturers. It was mentioned in **chapter 3** that education and training should not be separated. Considering this requirement, face to face support by tutors is essential. Telephonic tutoring may be insufficient for Public Administration education and training in Public Management. It is during face to face teaching that tutors can, in an integrated teaching approach, contextualise the application of Public Management

with Public Administration. The sketch below reflects the possible role of tutors in an integrated teaching of Public Management and Public Administration.

**Figure 6.3.1 The role(s) of tutors**



(Clarke,1995:35)

Following the discussion in **chapter 2** which suggests that the study of administration placed learners at the centre of the study in terms of their needs, the above sketch demonstrates the feasibility of such a model of study. This sketch represents a learner centred model that requires support by and from tutors. It is the learners in the centre who should determine the kind of the support systems required and how such systems of support could be carried out. This means that the integrated teaching of Public Management and Public Administration should be learner orientated and not teacher or lecturer orientated, and that tutors should fulfill the supportive role.

Tutors appointed to teach Public Management and Public Administration could monitor learner's progress according to the sketch. They should take note of the personal



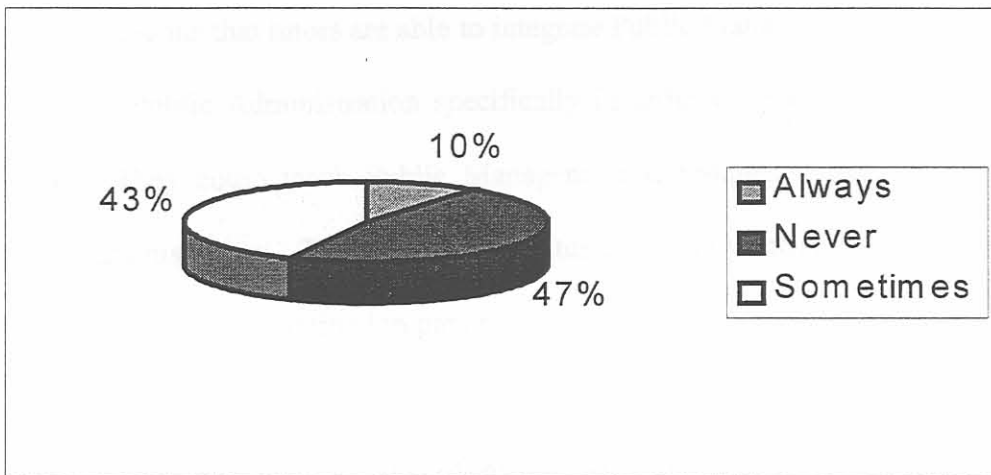
interests of each learner by affording him/her an opportunity to raise issues with them, and to deal with them personally. Tutors facilitate the learning process regarding the writing of assignments in terms of the prescribed standards. Learners are also afforded an opportunity to inquire into non-assigned aspects of the syllabus to extend their knowledge of the discipline. An interpretation of the study-teaching relationship between the tutors and learners suggests that learners are coached to demonstrate their competence in particular areas which may be difficult to simulate at a distance. Furthermore, a partnership relationship could develop between Public Management and Public Administration tutors and learners.

By playing a proactive role, a specific tutor may telephonically initiate contact with learners. A reactive tutor waits for the learners to initiate a telephonic conversation to commence a discussion on a topic. The pastoral role of a tutor is essential in the sense that the tutor becomes involved even in personal issues that could hinder the study of learners (Clarke, 1995:35-36 and 42). In an integrated teaching of Public Management and Public Administration, tutors could work both proactively and reactively to equip learners with the required knowledge and skills to operate effectively.

Telephonic assistance is beneficial in the teaching of Public Management and Public Administration at Technikon Southern Africa. Tutors were expected to be available for ten hours per month for telephonic tutoring during the 1999 academic year. The allocation of hours could differ from one year to another, as influenced by budgetary factors. Learners could in terms of this telephonic availability, contact the tutors during

the specified hour/s for subject specific inquiry (Bayat, 1997: 7). The following pie chart demonstrates how often learners make use of telephonic tutoring at Technikon Southern Africa

**Figure 6.3.2. Learner's usage of telephonic tutoring**



**Forty-seven percent** of tutors who were interviewed indicated that learners never telephone them for subject-specific inquiries, while **ten percent** of them indicated that learners always telephone them. **Forty-three percent** of them indicated that learners sometimes telephone them for subject specific inquiries. According to Vermeer (1993: 5), telephone tuition offers a means of establishing greater contact with learners. However, learners could choose not to telephone a part-time tutor because they may feel that they are able to study independently without the assistance of a part-time tutor. They may feel that it is better not to telephone tutors as they might think that their calls may not be welcomed and also to avoid bothering them. It is therefore possible that learners who do not telephone tutors are coping in their studies as independent learners.

Bayat (1987:7) observes that tutors could handle generic information with regard to study skills relating to Public Management and Public Administration through study groups, assignment writing, use of study materials and examination preparation. The functions performed by tutors are managed by tutor managers appointed in the regional and branch offices in collaboration with the Programme Group : Public Management and Development. The tutors are expected to conduct group discussion classes. It is in the group discussions that tutors are able to integrate Public Management techniques with the theories of Public Administration specifically in order to satisfy training needs of the learners. They could teach Public Management techniques within the framework of Public Administration. The role of the lecturers at the Central Campus is to compile tutorial letters, to set examination papers and to conduct research.

Regarding the attendance status of group discussions, **eight percent** of the tutors interviewed indicated that learners always attend group discussion classes. **Sixty percent** of them indicated that they (learners) never attend. **Thirty-two percent** indicated that learners attend the group discussion occasionally. From these statistics, it can be inferred that the tutor system designed and implemented by Technikon Southern Africa is not effective as this stage. It is possible that the **eight percent** of tutors who indicated that learners always attend group discussions are part of the **ten percent** of those tutors who indicated that learners always telephone them while they are available telephonically. In addition, **sixty percent** of those who indicated that learners never attend group discussions could correlate with the **forty-seven percent** of tutors who indicated that learners never telephone them while they are telephonically available.

**Thirty-two percent** of those who indicated that they sometimes attend the group discussions could be correlated to the **forty-three percent** of tutors who indicated that they occasionally telephone them. The experience of Sponder (1991:74) with regard to the importance of tutors in distance education is that learners rely heavily on tutors to provide quick and accurate information pertaining to various aspects of specific subjects.

In **chapter 5**, it was argued that **A and B** as well as **C type** subject content should be integrated in the teaching of Public Management and Public Administration. The acceptance of this approach implies that the scope of the contributions of tutors could expand. At the present moment, it is evident that tutors are only teaching the **A and B** type subject content without the **C-type subject content**.

#### **6.4 Differences between distance and face to face teaching**

It is important to indicate how integrated distance teaching of Public Management and Public Administration at Technikon Southern Africa differs from face to face teaching at other technikons. Differences that have been identified are listed in the table below:



**Figure 6.4.1 An outline of the differences between distance and face to face teaching**

FACE TO FACE TEACHING	DISTANCE TEACHING
<p>Contact classes are held regularly in a building. Everyone is present in the same place, at the same time when the teaching takes place.</p>	<p>Distance teaching takes place where learners choose to study at their own pace according to the requirements of a specific course. The teaching is not time bound as is the case with face to face classroom instruction.</p>
<p>If learners are absent from regular class meetings, they miss out on explanations that are not contained in the study materials.</p>	<p>Learners don't miss out on work covered because they set up their own study group. Also, materials to be learnt are available for study whenever they want to study. A student's absenteeism therefore does not exclude him/her from studying as required.</p>
<p>Lecturers explain to the students in the classroom and the latter may take notes to supplement the lecture notes.</p>	<p>Learners have self-instructional materials. They study in their own time and are supported by the tutors. The integrated teaching at Technikon Southern Africa is therefore not dependent on lecturer's direct explanation.</p>

<p>Learners may work together in small groups to undertake tasks set by the lecturer</p>	<p>Learners can set up study groups to work together with other distance learners following the same course on their own initiative without the lecturers' direct involvement. This implies that they can set up their own study groups to promote learning.</p>
<p>Lecturers and learners use textbooks or Study guides</p>	<p>Learners have specially designed materials which makes it easier to study individually. These materials may include print, audio and videotapes.</p>
<p>The lecturer decides what the learners have to prepare for the next session and which part of the textbook study notes should be studied. In this way, the teacher paces the learning process.</p>	<p>A distance learner has study guides which cover the entire course, accompanied by prescribed and recommended literature. Information pertaining to due dates of assignments and group discussions is supplied to each student. Learners are therefore able to pace their own learning.</p>
<p>Learners meet their lecturers and other learners regularly</p>	<p>Distance learners are separated from their teachers and do not meet other learners regularly.</p>

(University of South Africa, 1996: 17-18)

It can be inferred that from the above explanation of the differences between distance and face to face teaching that there are substantial differences in the methods and implications. These differences, however, do not imply that distance education and training is more effective than a face to face method of teaching, or vice versa. It does indicate that a learner has more options available regarding study time and opportunities in the distance method.

## 6.5 Characteristics of distance teaching

An integrated distance teaching approach to Public Management and Public Administration at Technikon Southern Africa should ensure that the following characteristics that are identified by Smith and Kelly (1987:15-19) are satisfied:

- easy access to learning;
- self directed learning;
- intimate interface with employment;
- quality control;
- cost effectiveness, and
- usage of various media

These characteristics are discussed in the following paragraphs.

### 6.5.1 Easy access to learning

Distance teaching of Public Management and Public Administration could widen access to learning because of the flexibility it offers and the relief it provides from constraints of time and location. It could be a feasible option to learners for whom campus based learning is difficult due to circumstances, such as being part of the labour market. There is a range of barriers to campus based learning like geographical isolation, family commitments and the requirement for employment which are absent or lower in the case of distance learning. This implies that distance teaching at Technikon Southern Africa could be more convenient to learners who have family commitments, as it is not restricted to face to face campus based learning used by other technikons. It is important to lower the physical barriers to learning as far as it is practicable. The barriers may affect individuals differently for reasons which have nothing to do with learning (Smith and Kelly, 1987: 15). The Education Africa Forum (1998:123) reports that access to higher education has historically been confined mainly to young people, typically men from the middle classes, immediately after completion of their secondary schooling. Such a model is inconvenient, as it is presently envisaged that access should be available to all people irrespective of age, gender, ethnic background, physical disability or any other defining characteristic. This means that learners should be able to access Technikon Southern Africa learning programmes irrespective of their geographical location and family commitments. At other technikons, referred to in **chapter I**, that are using a face to face, campus based method of instruction, geographical location and family commitments are important considerations.



The Business Marketing and Intelligence (1986: 131) observes that the strength of teaching Public Management and Public Administration through distance lies in the ability to reach large numbers of learners in widely scattered areas, including the rural areas. According to Holmberg (1995: 8), in distance teaching instruction is available to students anywhere. Mugridge and Kaufman (1986: 86) write that through flexible scheduling and administration requirements, distance educational institutions like Technikon Southern Africa are accessible to a wide range of learners. Distance learning complements conventional face to face learning in terms of appealing to the learners who could not or prefer not to be served by conventional institutions. The South African Institute of Distance Education (1995: 198) reports that Technikon Southern Africa also offers “access” courses to bring disadvantaged applicants up to entry level. This includes preliminary courses that prepare learners for technikon teaching. Although the argument of easy access to learning is not only limited to Public Management and Administration, in the integrated teaching of Public Management and Public Administration, access will continue to be important.

### **6.5.2 Self directed learning**

Distance teaching is based on the concept of self-directed learning. It is the process whereby an individual learner could, without a teacher learn directly. Self-directed learning manifests itself independently through media based interaction. In order to use books as self-instructional materials and learn from them without the help of lecturers, the learner must be sufficiently motivated (Sergio, 1990:9). Because of the separation

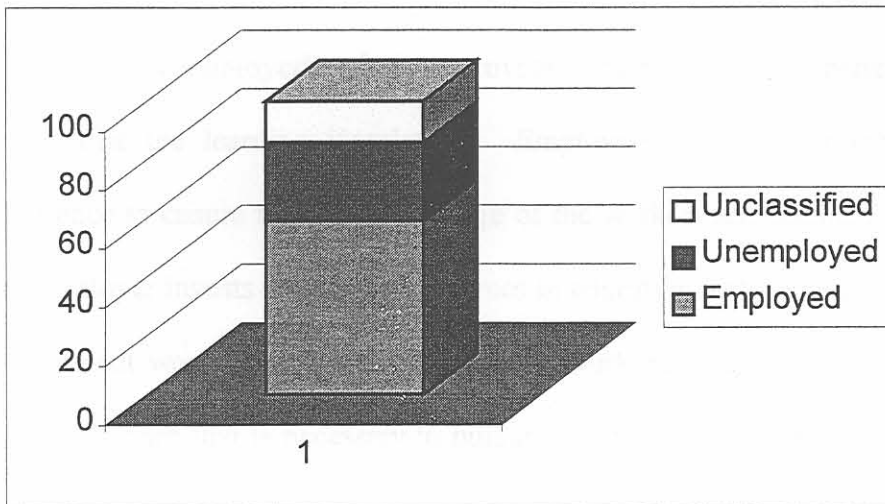
from the teachers, distance learners should approximate to the ideal of the autonomous learner. The circumstances created by “distance”, such as the absence of a lecturer in a classroom, create an environment that encourages self-directed learning (Smith and Kelly, 1987:16). Harry et al. (1993: 15) write that learners determine the “what”, “when” and “how” of their learning. The learner assumes more responsibility for his/her own learning than is possible in face to face campus based teaching. This implies that a learner is not forced to follow the lead of the teacher. Muhammad (1992:12) comments that distance teaching should be flexible in terms of both the methods and techniques used, and in meeting the needs of the individual learner. Accordingly, it is a more individualised method of learning. In the integrated teaching of Public Management and Public Administration, a learner will be self-directed without the continuous active involvement of the lecturing staff or tutors.

### **6.5.3 Interface with employment**

Integrated distance teaching of Public Management and Public Administration at Technikon Southern Africa could be accessed by learners who are part of the labour market. There is less disjunction between the context of work and the context of study, and learners studying the same subject can relate to one another while studying. Distance teaching shares this characteristic with part time campus based learning. A learner cannot be campus-based if he/she is not within easy reach of a campus (Smith and Kelly, 1997: 16). The learner can work during the day and attend to studies in the evening and vice-versa (Muhammad, 1992:12). The following graph shows the

employment, unemployed and unclassified status of learners studying Public Management at Technikon Southern Africa.

**Figure 6.5.3.1 Learner's employment status**



The information system of the Technikon Southern Africa (1999: 12) indicates that **fifty-nine percent** of learners studying Public Management are employed while **twenty-seven percent** are not employed. **Fourteen percent** are not classified as either employed or unemployed, as there is no information about their employment status. It is possible that learners who are presently unemployed might find employment before completion of their studies.

Integrated distance teaching of Public Management and Public Administration could, according to Holmberg (1986:16), offer learners an opportunity to study while working, this could promote motivation and interest in the career field. It could facilitate professional upward mobility as knowledge and skills improve. A learner could also be



assigned more complex tasks by employers who become involved in the learning process of learners. In the case of Public Management and Public Administration learners, the national, provincial and local government institutions could serve as the potential employers. Education must provide knowledge and competency needed to perform effectively within employment. These competencies consist of knowledge, skills and attitudes. The employer's role is to provide meaningful work experience for learners to ensure that the learning is relevant. Employers ought to provide on-going work experience to ensure that the knowledge of the workers and learners is kept up to date. The employer invests significant resources in education and training in order to maintain a competent work force. Furthermore, the work environment should support learners with experience that is necessary to pursue education and training. An employer is a primary partner in offering distance education effectively and efficiently (Institute for International Cooperation of the German Adult Education, 1997: 105). Learners in an integrated teaching approach could benefit by learning and working simultaneously. Experiential learning and the relationship between the employer(s) and education providing institutions such as Technikon Southern Africa was discussed in **chapter 3**. It is this relationship that prepares learners to be productive and to be of value in the work environment on completion of studies.

#### **6.5.4 Specially designed study materials**

In distance education, the study materials are as varied in their content and the sophistication of their design and the range offered by the institution that produces them.



They are structured in a form suitable for distance learning. This means that in the envisaged integrated teaching of Public Management and Public Administration, study materials should be written in a conversational rather than a literary or scholarly tone. The study materials should be designed in such a way that they serve the same purposes as the normal discussions that occur between an instructor in the classroom and a learner (Kearsley and Moore, 1996: 109-110). As discussed in **chapter 3**, the industry should provide inputs when the study materials is compiled to ensure that co-operative education as a characteristic of technikon teaching is satisfied. The inputs of the industry in the process of compiling study materials contributes to the customisation of the course materials in the designing stage. Also, the objective is to meet the needs of the employers by ensuring that learners' study programmes satisfy the employer's needs.

According to Smith and Kelly (1997: 16), in distance teaching, course designers should prepare study materials appropriate to the delivery mechanism. The key difference between distance teaching institutions like Technikon Southern Africa and other technikons that adopt a face to face campus based method of instruction is in the delivery of learning content. In distance teaching, the syllabus content is delivered through specially designed study materials rather than by the teacher directly. Because of the necessity for published course materials and effective mechanisms to overcome the difficulties of greater degrees of separation of educators and learners, distance learning places considerable demands on effective planning of course design and development, learner support and assessment (South African Institute of Distance Education, 53-54). Opportunities to improve course materials are greater, since the materials can be

subjected to criticism in the form of feedback from the learners and from industry (Smith and Kelly, 1997: 17).

There should be self-assessment questions at the end of every chapter or unit in distance education. Self-assessment questions enable learners to test their knowledge after completion of a specific chapter or unit to ensure that they understand its contents.. There should be expected outcomes in every interaction between learners and learning materials. The setting of objectives in compiling course materials makes learning more manageable. Self-assessment questions provide support to learners in a well-managed conventional class. They enable learners to check their progress towards the objectives. Although often neglected, self-assessment questions are vital parts of specially designed course materials (Lewis, 1987: 8 and 29). The integrated teaching of Public Management and Public Administration should therefore be delivered through study materials that are specially designed for distance education.

#### **6.5.5 Cost effectiveness**

The cost structure of distance learning as compared with campus based learning is characterised by higher fixed and lower variable costs. However, selling distance learning on the basis that it is cheap is a two-edged sword. Once the system is established and continues to be managed on a low-cost basis, the quality of materials and the extent of the learner support can be affected negatively. However, where the number of learners is high, there are economies of scale, as the high initial costs of preparing

distance learning materials can be spread across a large number of learners (Smith and Kelly, 1997:18). This implies that the more learners take the course, the lower is the average cost of the course. According to Garrison and Shale (1990:140), the cost of distance learning depends on the circumstances and the requirements of a particular situation. It encompasses a range of possible techniques as it shows a readiness to use alternative techniques of delivery. The cost depends on what mix of techniques is chosen, on the nature and distribution of the population to be served and on the number of the learners in the system. The availability of the support system that is provided has cost implications.

Kearsley and Moore (1996: 74) state that a determination of whether a particular course is cost effective should be based on several considerations, including the costs of distance delivery as compared to traditional delivery. Potential savings due to lower travel expenses or hiring of fewer teachers and possible increased enrolments could also determine whether a particular course is cost effective or not. In this regard, it cost an amount of R 600.00 per course for the learners of Public Management on levels I, II and III in the academic year 1999 to study through the Technikon Southern Africa (Technikon Southern Africa, 1999: 49). This amount covers the study materials that include the writing pads, envelopes, assignment covers, follow-up tutorial letters and the address stickers (Technikon Southern Africa,1999:28). According to Van Schalkwyk (1991:129), transport and accommodation do not affect distance learning.

#### 6.5.6 Usage of various media

Distance teaching is different from pure correspondence teaching in that correspondence is associated exclusively with the written word, whereas audio recordings and often radio, television and telephone communication used in distance teaching supplement the written word. The usage of various media not used in correspondence teaching is an advantage of distance teaching (Holmberg, 1986:1). Muhammad (1992:57) writes that the advantage of distance learning is that a combination of mass media can be utilised. The various mass media are the components of distance teaching. In the present exclusive teaching of Public Management, telephonic assistance is used in addition to the written word. However, no audio recordings are used.

#### 6.5.7 Success rate

There is scepticism regarding the value of distance teaching based on the success rate of learners. The success rate affected by, inter alia, whether there is learner support and provision for effective study. There may be poor distance teaching systems and poor conventional systems as well as extremely resourceful systems for both distance and conventional learning. A poorly resourced distance teaching programme could contribute to lowering learners' success rate (Perry and Rumble, 1982:28). There could be a higher drop-out rate in distance than in face to face or conventional learning. The Information Technology Department of the Technikon Southern Africa revealed on the 8th of September 1997 that the registration figure for a particular Public Management



subject was **17 350** on the 5th of September. The cancellation figure after enrolment for this specific subject was **1 587**, which constitutes a cancellation rate of **9.12%** percentage. This problem could be attributed partly to the question of the inefficient distribution of courseware as acknowledged by the office of the Principal and the Vice Chancellor in a letter addressed to all the students of the Technikon on the 25th June 1997. The success rate, is however, determined by the number of students passing the subjects and not by the statistics regarding the drop-out after registration.

The information system of Technikon Southern Africa reveals that during the October/November examination for 1999, **fifty-eight percent** of the students who wrote the Public Management level I examination passed the subject. Only **seventeen percent** passed Public Management level II. **Fifty-three percent** passed Public Management level III. **Fifty-one percent** passed Public Management level four. On average, the success rate of learners in Public Management at Technikon Southern Africa is poor.

#### **6.5.8 Distance as a characteristic**

The learners studying through a distance mode experience challenges related to “distance”, particularly where there is no learner support. Distance teaching can be beneficial to learners if adequate learner support is provided (Perry and Rumble,1987: 28). This implies that distance teaching institutions should develop support systems for the learners. Technikon Southern Africa learner support is in the form of the tutorship system. The number of tutors appointed in 1996 was mentioned in the beginning of this

chapter. The “distance” could be an advantage and not a challenge or a barrier to the **fifty-eight percent** of learners who are studying and working at the same time. Muhammad (1992:11) acknowledges that while distance could be an issue, it is not a barrier to learning, as it holds a promise of reaching prospective learners who could not otherwise be reached by the conventional mode of delivery. The success rate statistics quoted above attest that “distance” in distance education is not a barrier.

## **6.6 Learner’s assessment**

Assessment is the measurement of the extent to which learning has taken place. To assess means to measure “something”. Usually, in relation to learning, what is measured is what has been learnt, what can be remembered, what is understood or what can be applied from what has been learnt in a different context. Assessment can be conducted through tasks, exercises, tests and examinations set and marked by the lecturers or tutors (Sieborger and Macintosh, 1998:5). In the present teaching of Public Management, the performances of learners are primarily assessed by means of assignments and examinations. Learners submit a specific number of assignments which, if successfully completed, qualifies them to write an examination. Those who qualify to continue are assessed by means of examination. The Programme Group: Public Management and Development (1997:25) comments that assignments do not necessarily prepare learners for examinations, as assignments do not cover the whole syllabus. The envisaged modularisation of courses at Technikon Southern Africa to be implemented from the year **2001** will accommodate other methods of assessment such as class tests, technology

based assessment, and a practical form of assessment based on the experiential learning discussed in **chapter 3**. The feasibility of implementing a method such as class tests is being debated within the parameters of the distance mode of instruction.

Every act of assessment gives messages to learners about what they have learnt, what they do not comprehend and what they require to become. There are unintended consequences of assessment, learners may, for example, learn to adopt a superficial approach to study in some circumstances and may adopt a strategic or intensive approach in others (Knight, 1995: 37). In an integrated teaching of Public Management and Public Administration, for example, assessment criteria are derived from the outcomes and a specific criterion used should relate to a specific outcome that is achieved by learners. The criteria could also indicate in broad terms the observable processes and products of learning which serve as culminating demonstrations of the learner's achievements. Accordingly, the assessment criteria should form a logical set of statements of what the achievements should be. The criteria for assessment should be broadly stated (Department of Education, 1997: 116). This means that in marking assignments, feedback should be provided to reassure learners that they are making progress. The Programme Group: Public Management and Development, for example, views feedback as form of contact between tutors and learners. The receipt of marks is important to the learners, but an explanation of why marks are awarded in a specific manner facilitates the learning process (Clarke, 1995: 37).



Rowntree (1987: 1 unit 6) emphasises that when marking a student's assignments, part-time tutors for Public Management and Public Administration should for example be aware of the importance of providing comments, identifying mistakes and misperceptions as well as assigning a proper grade or a mark. Marking of an assignment is both an assessment method and another form of teaching in a distance learning institution. Rowntree (1987: 129-131) further raises concerns pertaining to examination as a method of assessment in that examinations are written in the presence of a non-collaborative person with the policing role of an "invigilator". Learners are given a limited period of time to write the examination. The traditional three-hour examination tests the ability of the learners to write at abnormal speed and under unusual stress. Learners are not allowed to consult each other and other sources of information. An integrated teaching of Public Management and Administration should be aware of these challenges and attempt to devise ways and means to address them.

## **6.7 Conclusion**

It has been argued that distance teaching is a mode of instruction and not a teaching approach. An integrated teaching of Public Management and Public Administration is more of a teaching approach than a mode of instruction. It is the teaching approach that could be carried out within the ambit of a distance mode of instruction. The appointment of part-time tutors to teach Public Management is outlined. In the envisaged integrated teaching of Public Management and Public Administration, part-time tutors could still be required to facilitate learning, although their role would need to



be redefined. The re-definition of the role of tutors could imply that more could be expected from them.

The characteristics of distance teaching are discussed in relation to the present teaching of Public Management. However, the envisaged integrated teaching of Public Management and Public Administration could still be carried out within the framework of the identified characteristics. An integrated teaching approach does not necessarily change the characteristics of the distance mode of instruction, rather it expands the teaching approach within the parameters of distance teaching.

## CHAPTER 7

### CONCLUSION AND RECOMMENDATION

This conclusion is differs from the conclusions at the end of each chapter, in the sense that it is the last part of the study concluding the most important arguments put forward in the thesis. It is in this chapter that the testing of the hypothesis will be conducted and a recommendation given. A recommendation is based on important aspects that are worthy of acceptance and as a suggestion that something is suitable for a particular purpose. The recommendation given in this study is in accordance with the results of the research. As recommendations are, in a sense suggestions, such a recommendation could be considered for implementation purposes in the present teaching of Public Management

The procedural aspects in **chapter I** reflect how the study has been carried out. It is important to indicate that such considerations were not only made for the purpose of compiling a scientific document, but for directive purposes. The problem delimitation directed the study with respect to the problem that has been investigated. The significance of the topic and the problem delimitation were discussed to indicate that the teaching of the discipline Public Management needs reconsideration.

On aggregate, an analysis of the development stages (**as discussed in chapter 2**) of the discipline Public Administration concluded that Wilson's study of Administration

represents the educational component of the teaching programme, while Taylor's scientific management represents the training component. An integrated teaching approach should be designed and developed on the premise of both Wilson's study of Administration and Taylor's Scientific Management Movement. Education and training are complementary. An integrated teaching approach that combines Public Management and Public Administration should be more effective. It was indicated that Public Administration could provide knowledge while Public Management could provide skills, and that knowledge and skills should be integrated for holistic reasons in the teaching approach. In the spirit of this discussion, an integrated teaching approach towards Public Management and Public Administration could equip learners with both skills and knowledge. This means that a non-integrated teaching approach focussing on either Public Management or Public Administration would provide only one of the constituent parts. This suggests that the teaching of Public Management at technikons, and at Technikon Southern Africa in particular, should reflect the integration of both components.

The argument raised in **chapter 3** indicated that an inclusive teaching of Public Management and Public Administration is indeed required. It should indeed make provision for a co-operative education model including experiential learning. Co-operative education would ensure that industry and/or the public sector would have an opportunity to make inputs into the instructional programme. Experiential learning would also ensure that learners would receive experiential training that would close the gap that exists between the theory and practice of their studies.

The differences between universities and technikons were identified. It was argued that the separation of technikons from universities in terms of the Technikon Act, 1993 (Act 125 of 1993) and the University Act, 1955 (Act 61 of 1995), perpetuated fragmented teaching that separated the teaching of the skills from the teaching of theories. It has been argued that Public Management was offered by technikons in keeping with their focus on techniques, while Public Administration was offered mainly by universities in line with their more theoretical approach. Such a division is not sustainable in terms of new legislative measures that integrate technikons and universities under the same Higher Education Act, 1997 (101 of 1997).

In **chapter 4**, a classification of knowledge was presented. It was indicated that an integrated teaching approach should equip learners with both the academic and problem solving aspects. The teaching of Public Management that equips learners with either academic or problem solving knowledge, could be regarded as non-integrative. It is essential that academic problem solving knowledge as well as problem solving skills should be the outcome of the teaching of Public Management and Public Administration. The inter-discipline nature of Public Administration implies that it incorporates expertise from related disciplines. This inter-discipline approach would add value to the present teaching of Public Management at Technikon Southern Africa, as it would include expertise from related areas. For this reason, the teaching of Public Management and Public Administration in an inter-discipline context is desirable.



It was further indicated in **chapter 5** that the teaching of Public Administration mainly focuses on the framework of public institutions, while Public Management teaches the utilisation of techniques. An integrated teaching approach should incorporate both. Such a teaching approach could broadly equip learners, after the completion of their studies, with both skills and knowledge of Public Management and Public Administration. For this reason, it would be more appropriate to refer to the subject being taught as Public Management and Public Administration.

Public Management and Public Administration deliberations were linked to the discussion of the politics-administration dichotomy as advanced in **chapter 2**. It was argued that for study purposes politics should be separated from administration. It was, however, indicated that in the teaching of the subject, the political ingredients of the state should be integrated to understand the administrative system of a country.

The general policy for technikon instructional programme advocated by the Department of Education prescribes **A,B and C-type** subject content classification. The **A and B subject** content is more technologically focussed, while the **C-type subject** content is a more theoretical framework. It was argued that both the **A and B type subject** content should constitute a minimum of **sixty percent** to a maximum of **eighty percent**, while the **C-type subject** content should constitute a minimum of **twenty percent**. It was also argued that the teaching of Public Management focussing on management techniques could be classified under the **A and B subject content**, while the teaching of Public Administration could be classified under the **C-type subject content**. It is important to

note that an integrated approach in the teaching of Public Management and Public Administration that incorporates **A,B** and **C subject** content would be more relevant for learners.

The main categories of the managerial and administrative skills that range between conceptual, human relational and technical have been discussed. It was concluded that the teaching of Public Management and Public Administration would ensure that learners are equipped with the required theoretical knowledge and skills after completion of their studies. The appointment of part-time tutors to teach Public Management and Public Administration has been discussed in **chapter 6**. Such appointments are considered imperative to give effect to the integrated approach. A definition of the role of tutors could contribute to improved teaching by combining practically orientated training with the educational teaching. The characteristics of distance teaching were discussed in relation to the present teaching of Public Management. The envisaged integrated teaching of Public Management and Public Administration could be achieved while respecting the particular characteristics of each area. An integrated teaching approach does not require a change to the distance mode of instruction, but rather expands teaching within the parameters of distance teaching.

An integrated teaching of Public Management and Public Administration will empower learners to operate effectively and efficiently in the public sector. The hypothesis has therefore been tested and the results found to be positive. It is recommended that the teaching of Public Management at technikons should, in theory and in practice, be re-

designed to such an extent that it can be referred to as Public Management and Public Administration.

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ANNEXURE

scholarship investigation into the teaching of Public Management  
with specific reference to Tshikwatamba Southern Africa

The information you provide through this questionnaire is confidential and for the use of the study only.

answer in the appropriate box.

LECTURING STAFF

What is your job designation:

Junior Lecturer

Senior

Deputy Chief Lecturer

ANNEXURE A

1-2 years

3-5 years

6-10 years

10 years

Are you currently in the field of Public Management?

Yes

No



**A scholastic investigation into the teaching of Public Management at technikons  
with specific reference to Technikon Southern Africa**

The information gathered through this questionnaire, is confidential, and will be used for the purposes of the study only.

**INSTRUCTIONS:**

Please circle your answer in the appropriate box.

**PART A: LECTURING STAFF**

1. What is your job designate?

Junior Lecturer

Lecturer

Senior Lecturer

Deputy Chief Lecturer

Chief Lecturer

Executive Director

2. How many years of academic experience do you have?

1 – 2 years

3 – 5 years

6 – 10 years

More than 10 years

3. Are you qualified in the field of Public Administration?

Yes

No

4. Are you qualified in the field of Public Management?

Yes  1

No  2

5. Do you, in your view, find any difference between *Public Administration* and *Public Management*?

Yes  1

No  2

It is the same  3

6. If your answer to 5 is yes, explain the difference \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

7. How many years of relevant industry experience do you have?

No industry experience  1

1 – 2 years  2

3 – 5 years  3

6 – 10 years  4

More than 10 years  5

8. Are you directly involved in compiling study guides?

Yes  1

No  2

9. If your answer to 8 is yes, is industry involved in the study guides compilation?

Yes  1

No  2

10. Does your subject require learners to have experiential training as part of a pass requirement?

Yes  1

No  2

11. If your answer to 10 is no, briefly explain why: \_\_\_\_\_

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**PART B: PART-TIME TUTORS**

12. What is your highest qualification?

Three year Diploma

Junior degree

Higher Diploma/ B-Tech degree

Honours degree

Masters degree

Doctoral degree

13. How many years of academic experience do you have?

1 – 2 years

3 – 5 years

6 – 10 years

More than 10 years

14. Are you qualified in the field of Public Administration?

Yes

No

15. Are you qualified in the field of Public Management?

Yes

No



16. Do you in your view, find any difference between *Public Administration* and *Public Management*?

Yes  1

No  2

Don't find  3

17. If your answer to 16 is yes, explain the differences \_\_\_\_\_

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18. How many years of relevant industry experience do you have?

No industry experience  1

1 – 2 years  2

3 – 5 years  3

6 – 10 years  4

More than 10 years  5

19. How often do learners make use of your telephonic availability?

Always  1

Never  2

Sometimes  3

20. How often do learners attend your contact sessions?

Always

1

Never

2

Sometimes

3

**May I take this opportunity and thank you for both your time and openness in completing this questionnaire.**

**THANK YOU.**