



# African Journal of Public Affairs

Volume 4 number 3 • December 2011

## **Africa's leading mind in Public Sector Education**

### **Top leading African School in: Leadership, Governance and Public Policy**

**The School of Public Management and Administration at the University of Pretoria (UP), one of South Africa's foremost research institutions of higher learning, has established itself as a leader in public affairs education in South Africa and further a field into Africa.**

**The School forms part of the highly esteemed Faculty of Economic and Management Sciences at UP and offers programmes that are locally relevant, while also being globally competitive. Full-time and part-time courses are available.**

#### **Undergraduate Programmes**

- BAdmin with specialisation in Public Administration (block release)
- BAdmin (full-time)

#### **Graduate Programmes**

- BAdmin (Hons) Public Management, Public Administration
- Master of Public Administration (MPA) (block release)
- MPhil in Public Policy (research-based)
- M Admin (research-based)
- PhD in Public Administration (research-based with compulsory seminars)
- PhD in Public Management (research-based with compulsory seminars)
- D Admin (research-based)

Become a leading mind in Public Administration, Public Sector Leadership, Sustainable Governance and Financial Management and Administration:  
Contact Prof JO Kuye, Director School of Public Management and Administration:  
Tel: 012 420 3334/3342/4070 or e-mail [spma@up.ac.za](mailto:spma@up.ac.za) or click on [www.up.ac.za](http://www.up.ac.za)



**100**  
1908 - 2008



UNIVERSITEIT VAN PRETORIA  
UNIVERSITY OF PRETORIA  
YUNIBESITHI YA PRETORIA  
Faculty of Economic and Management  
Sciences

Postal: University of Pretoria Private Bag X20 Pretoria 0002 South Africa  
Street: University of Pretoria Lynnwood Road Hillcrest Pretoria South Africa  
Tel: +27 (0) 420 3111 Fax: +27 (0) 420 4555 [www.up.ac.za](http://www.up.ac.za)

# Important Notice to Authors and Readers

The *African Journal of Public Affairs* is proud to announce that the Journal has been accepted for listing in the **International Bibliography of the Social Sciences** on 27 May 2011. (IBSS Accredited and listed)

J.O. Kuye  
Chief Editor  
*African Journal of Public Affairs*  
(AJPA)



# Table of Contents

**Editorial** ix

## ARTICLES

*C B Kassa*

**The challenges and prospects of civil service reform and good governance in Ethiopia** 1

*D Sing*

**Enhancing insights on the knowledge management competency for South African Senior Public Service Managers** 12  
Conceptual and practice perspectives

*R Cameron and C Milne*

**An analysis of metropolitan governance and institutional issues in South Africa** 28

*G Naidoo*

**Adopting an appropriate leadership approach to improve Public Service Delivery in South Africa** 45

*P A Brynard and A F Netshikhophani*

**Educator training challenges in implementing the National Curriculum Statement Policy** 60

*J O Kuye and J P Cedras*

**Dialogue between the ANC, COSATU and the SACP** 73  
The impact on leadership, governance and public policy in South Africa

*G K Karyeija*

**The impact of culture on performance appraisal reforms in Africa** 85  
The case of Uganda's Civil Service

*D J Fourie and C Whittle*

**Managerial capacity as a prerequisite for fiscal decentralisation** 99

*P A Brynard and M E Musitha*

**The role of traditional authorities in the implementation of Integrated Development Planning Policy (IDP) in Vhembe District Municipality, Limpopo Province** 113

*C Thornhill and M C Matshego*

**Effectiveness in policy administration** 123  
The case of the LRAD programme in the North West Province of South Africa

*D P van der Nest and L J Erasmus*

**Reporting on performance against pre-determined objectives** 135  
The case of South African National Government Departments

*P Pillay and M Subban*

**Role of selected higher educational institutions in inculcating an ethical ethos in local government in South Africa** 152  
A curriculum review perspective

## **PUBLIC SECTOR BAROMETER – A FORUM FOR ELICITING DEBATES AND COMMENTARIES**

*P Sokhela*

**Challenges facing the South African developmental state** 171



# AFRICAN JOURNAL OF PUBLIC AFFAIRS (AJPA)

published on behalf of

## THE AFRICAN CONSORTIUM OF PUBLIC ADMINISTRATION (ACPA)

© 2012

IBSS Accredited

ISSN 1997-7441

### EDITORIAL BOARD

Chief Editor: **J O Kuye**, University of Pretoria, South Africa (kuyej@up.ac.za)  
Managing Editor: **D J Fourie**, University of Pretoria, South Africa (Prof.djfourie@up.ac.za)  
Deputy Editor: **C Thornhill**, University of Pretoria, South Africa (chris.thornhill@up.ac.za)  
Policy Editor: **PA Brynard**, University of Pretoria, South Africa (petrus.brynard@up.ac.za)  
Public Administration: **A Rosenbaum**, Florida International University, USA (rosenbau@fiu.edu)  
Public Administration: **G Mutahaba**, University of Dar-es-Salaam, Tanzania (gelasemutahaba@yahoo.co.uk)

### ADVISORY PANEL

**K Mishra** Osmania University, India  
**Dele Olowu** Netherlands  
**A Saloojee** Ryerson University, Canada  
**DJ Brynard** University of South Africa (UNISA), South Africa  
**O Bouare** AEM, Paris, France  
**H Woodhouse** University of Saskatchewan, Canada  
**I Ile** University of Western Cape, South Africa  
**A Agbaje** University of Ibadan, Nigeria  
**PS Reddy** University of KwaZulu-Natal, South Africa  
**G Larbi** Senior Public Sector Specialist, PREM, Africa Region, World Bank  
**P Sokhela** Department of Public Service and Administration, South Africa  
**V Ayeni** Government and Management Services (int.) London, UK  
**Juraj Nemec** Ekonomicka Fakulta UMB. Banska, Bystrica  
**D Sing** University of KwaZulu-Natal, South Africa  
**J Cedras** South African Qualifications Authority (SAQA) South Africa  
**H Fisher** Cabinet Secretariat, The Presidency, South Africa  
**K Raga** Nelson Mandela Metropolitan University, South Africa  
**C Auriacombe** University of Johannesburg, South Africa  
**G Naidoo** University of South Africa (UNISA), South Africa  
**E Nealer** North-West University, South Africa  
**R Cameron** University of Cape Town, South Africa  
**S Banfa** University of Jos, Nigeria

### ADMINISTRATIVE ASSISTANTS

**Mr O Madumo** University of Pretoria (onkgopotse.madumo@up.ac.za) Tel 27 12 420 4070  
**Ms T Molelekeng** University of Pretoria (thuli.molelekeng@up.ac.za) Tel 27 12 420 4143  
**Ms R Botha** University of Pretoria (rena.botha@up.ac.za) Tel 27 12 420 4020

### PUBLISHER

P O Box 1399  
Faerie Glen  
South Africa  
0043  
Tel: +27 12 420 3334/3606/3472  
Fax: +27 12 362 5265

# MANUSCRIPT SPECIFICATIONS

1. The preferred length of articles is about 5000 words.
2. Articles are to be submitted ready for the press: finally edited, stylistically polished and carefully proofread. Readability, fluency of style and clarity of exposition are essential.
3. The article should represent an original contribution to the current knowledge in the subject field AND/OR provide a comprehensive review of the current body of knowledge.
4. The article should contain a relevant and suitable summary (abstract) in English of between 150 and 200 words. The manuscript must be typed in 12 pt Times New Roman with 1,5 line spacing.
5. The Chief Editor reserves the right to make language alterations as he/she sees fit to accommodate the style and presentation of articles to the house style. Where major changes are necessary, the text may be returned to the author for correction or approval. Copyright is transferred to **AJPA** on acceptance for publication.
6. Relevant **key words** should be provided.
  - **Introduction:** a short, concise synopsis of the current knowledge in the field must be provided. The introduction should also serve to provide a rationale for the rest of the article.
  - **Methodology/research process:** an adequate, clear description of the methodology employed and/or the research process followed should be provided.
  - **Discussion:** a comprehensive discussion of the major/primary findings should be provided. The discussion must be relevant in the context of the research methodology/process described in point 6. Furthermore, it should be adequate in terms of the depth and scope.
  - **Conclusion:** conclusions drawn in the article should be appropriate and justifiable in the light of the research process/methodology.
  - **Bibliography:** the list of references must contain sources that are recent and relevant to the research described.
7. Source references in the text should be in the Harvard style, using the authors surname only, e.g.: (Kamanga 1986:234-45).
8. Only genuine footnotes should be used, i.e. notes containing relevant elucidation of the text. Footnotes should be kept to a minimum. Numbered footnotes should appear at the bottom of the page. The position of the note should be indicated in the text in superscript Arabic figures without brackets
9. A complete bibliography in the Harvard style must be provided, giving all relevant details. All sources must be listed alphabetically by authors surnames, in the following format:
  - Kamanga, H. J. 1977. Leadership, Governance and Public Policy in Africa. *AJPA* 27(3):17-36.
  - Ero-Phillips (ed) 1986. Local government policy in South Africa. 2nd ed. Pretoria: KUKURUKU.
10. Abbreviations and acronyms should be avoided (except where an acronym, e.g. is current parlance).





11. Italics should not be over-used for emphasis. Latin phrases such as *per se* must be italicised. Words in languages other than that of the manuscript should be given in quotation marks.
12. Statistical and other tables should be labelled. Tables, as well as mathematical or similar symbols and expressions should be kept to a minimum.
13. Diagrams, sketches and graphs must be submitted in print-ready high resolution JPEG format as separate files (i.e. not copied into Word). Each diagram must have a short explanatory label.
14. If applicable, full details of the origin of the article must be provided (e.g. a paper delivered at a congress).
15. Refereeing is always anonymous.
16. Articles will only be refereed if accompanied by a declaration that the text has not been published or submitted for publication elsewhere.
17. The author of a published article will receive one free copy of the relevant issue of the journal.
18. Page fees of R200 per page are payable by authors.

**Note: Plagiarism is a serious offence and could result in actions against the author.**



# Editorial

World wide states are under extreme pressure to democratise; provide services faster and more efficiently and effectively; accommodate the different communities more judiciously; demonstrate that economic concerns are not favoured to the detriment of the unemployed; and prove that the indigent are considered as integrated parts of total society. These demands require political leadership and in particular the true performance of the governing duty i.e. steering or providing direction to the public and the private sectors to achieve the economic, social and the physical goals enabling every member of society to live in harmony, safety and free of discomfort.

The rapid changes experienced by African states are even more pronounced. They have to instil a value system resulting from a democratically elected government on the one hand and the right to demand accountability for government action without resorting to violence and the destruction of state assets on the other hand. The recent emphasis on effective government and high quality service delivery require public servants in all three spheres of government to be committed to efficiency and to developing an ethos of diligence and service orientation amongst all public officials.

Political office bearers have a particularly important duty to fulfil. They have to gain and maintain the trust of society that elections are free and fair; that majority rule entails more than assuming power. It also means that minorities, e.g. the elderly, the indigent; the youth; the homeless and the unemployed are receiving attention in policies and are included in efforts to accommodate them in the developmental state doctrine.

In this issue of the *African Journal of Public Affairs* articles have been selected to illustrate the complexity of government and administration in Africa in general and in South Africa in particular. The contributions by **Kassa** and **Karyeija** address the challenges facing Ethiopia and Uganda in their efforts to reform and restructure their civil services. **Sing** investigates the need to promote knowledge management in the public service; **Naidoo** adds to this broad topic by considering the need for an appropriate leadership style to meet the needs of the contemporary state. **Kuye** and **Cedras** investigate the complex political environment within which the governing alliance in South Africa has to formulate public policies and, at the same time, create a delicate balance between public policies and the political manifesto of the African National Congress which is also the ruling political party. **Thornhill** and **Matshego** uses one policy area, viz the Land Redistribution and Agricultural Development Programme as a case in point to illustrate the complexities encountered in implementing policy. In a similar vein **Brynard** and **Musitha** consider the role of traditional leaders in the integrated development planning processes to determine the effectiveness of participation in municipal government. **Pillay** and **Subban** attend to the curricula for Public Administration and Public Management teaching at selected universities as factors to promote a more effective and efficient public service. The public administrative requirement of public accountability is cogently discussed by **Van der Nest** in his article on reporting by departments on performance against pre-determined objectives. **Brynard** and **Neshikhopane** focus on educator training for the implementation of the National Curriculum Statement Policy. **Cameron** and **Milne** report on their investigation into the metropolitan government of six

metros in South Africa to establish their experiences in using different types of executive structures in the management of their administrative affairs. **Fourie** and **Whittle** take issue with the financial capacity of municipalities to give effect to policies although they lack sustainable resources.

In the Public Sector Barometer series, Sokhela addresses the issue of the democratisation of the state and society. He identifies the challenges posed by the National Planning Commission's plan and poses the question as to how we could sustainably build the capabilities of the public service to deliver on the mandate of a developmental state.

On a final note, and as we wind down to charge our academic and practitioner batteries, we wish you all a happy and a festive season until 2012. I also wish to thank all the authors who have featured in the series of volumes of the ***African Journal of Public Affairs (AJPA)***.

To the Editorial Board and the collective Advisory Panel, I say, a great many thanks for your dedication. To the editorial assistants, I say thank you for the meticulous energies you have put into the success of the Journal. To our peer reviewers, your contributions are well noted and we hope that together, we will make an indelible mark on the continent of Africa and globally.

AJPA is proud of your support and the rigour of the intellectual debates you have provided in making the journal proudly **IBSS** accredited.

**J.O. Kuye**  
**Chief Editor**

