

OXFORD

A PRACTICAL  
INTRODUCTION TO

# PUBLIC MANAGEMENT

**Content editor** Enaleen Draai

**Contributing editors** Enslin J. van Rooyen and Kishore Raga



# A PRACTICAL INTRODUCTION TO PUBLIC MANAGEMENT

*A Practical Introduction to Public Management* has an accessible and practice-based approach, while also embedding knowledge of relevant theories and principles that underpin the operational elements of the public sector profession. The book supports students' grounding in the subject area both theoretically and practically, with the right balance across those elements.

**Key topic areas are covered in three dedicated parts:**

- the theory of public management;
- the foundations of the discipline, and
- key skill areas.

**Covering the role and function of core public management across local, provincial and national spheres, the book addresses topics such as:**

- public resource management
- human resource management
- public decision-making and service delivery
- project and programme management
- administrative law and interpretation of statutes
- research skills.

**This book also supports lecturers and provides integrated practical references from relevant experiences in government office. Each chapter includes the following pedagogical features:**

- definitions of key concepts
- discussion boxes which encourage critical consideration
- problem-solving case studies which build applied understanding throughout
- self-assessment questions which encourage a unique perspective of public management.

*A Practical Introduction to Public Management* actively builds skills and a knowledge base and a 'real-life' understanding, to prepare the student for employment in the public sector.

**Content editor**

Enaleen Draai

**Contributing editors**

Enslin J. van Rooyen and  
Kishore Raga

Chris Thornhill

Natasja Holtzhausen

Isioma Ile

Barry Hanyane

M A W Prinsloo

Liesel Lues

Dane Ally

Silvan Kahn

Mpedi Steve Madue

Lindiwe Kwele



**OXFORD**  
UNIVERSITY PRESS

[www.oxford.co.za](http://www.oxford.co.za)

PROUD SHAREHOLDER



THE MANDELA RHODES  
FOUNDATION

To access additional  
resources visit:

**Learningzone**

[oxford.co.za/learningzone](http://oxford.co.za/learningzone)

PHOTOCOPYING is illegal

ISBN 978 0 19 907690 1



9 780199 076901

SOUTHERN AFRICA



A PRACTICAL INTRODUCTION TO

# PUBLIC MANAGEMENT

Draai  
Van  
Rooyen  
Raga



OXFORD

# A PRACTICAL INTRODUCTION TO **PUBLIC MANAGEMENT**

**Content editor** Enaleen Draai

**Contributing editors** Enslin J. van Rooyen and Kishore Raga

Chris Thornhill ▪ Natasja Holtzhausen ▪ Isioma Ile ▪ Barry Hanyane ▪ M A W Prinsloo

Liesel Lues ▪ Dane Ally ▪ Silvan Kahn ▪ Mpedi Steve Madue ▪ Lindiwe Kwele



**OXFORD**  
UNIVERSITY PRESS  
SOUTHERN AFRICA

Oxford University Press is a department of the University of Oxford.  
It furthers the University's objective of excellence in research, scholarship,  
and education by publishing worldwide. Oxford is a registered trade mark of  
Oxford University Press in the UK and in certain other countries

Published in South Africa by  
Oxford University Press Southern Africa (Pty) Limited

Vasco Boulevard, Goodwood, N1 City, P O Box 12119, Cape Town,  
South Africa

© Oxford University Press Southern Africa (Pty) Ltd 2016

The moral rights of the author have been asserted

First published 2016

All rights reserved. No part of this publication may be reproduced, stored in  
a retrieval system, or transmitted, in any form or by any means, without the  
prior permission in writing of Oxford University Press Southern Africa (Pty) Ltd,  
or as expressly permitted by law, by licence, or under terms agreed  
with the appropriate reprographic rights organisation, DALRO, The Dramatic, Artistic  
and Literary Rights Organisation at [dalro@dalro.co.za](mailto:dalro@dalro.co.za). Enquiries concerning  
reproduction outside the scope of the above should be sent to the Rights Department,  
Oxford University Press Southern Africa (Pty) Ltd, at the above address.

You must not circulate this work in any other form  
and you must impose this same condition on any acquirer.

**A Practical Introduction to Public Management**

ISBN 978 0 19 907690 1

First impression 2017

Typeset in Utopia Std 9.5 pt on 12 pt  
Printed on 70gsm bond

**Acknowledgements**

Publisher / Commissioning editor: Janine Loedolff

Editor: Tanya Paulse / Melissa De Grill

Designer: Gisela Strydom

Cover designer: Gisela Strydom

Illustrators: Craig Farham

Typesetter: Swift Prosys Pvt Ltd

Reproduction by: Name Surname

Cover reproduction by: Name Surname

Printed and bound by: Castle Graphics south (Pty) Ltd.

[Any other dedications/photos/other permissions/website links]

The authors and publisher gratefully acknowledge permission to reproduce copyright material in this book.  
Every effort has been made to trace copyright holders, but if any copyright infringements have been made,  
the publisher would be grateful for information that would enable any omissions or errors to be corrected in  
subsequent impressions.

Links to third party websites are provided by Oxford in good faith and for information only.  
Oxford disclaims any responsibility for the materials contained in any third party website referenced in this work.

A PRACTICAL  
INTRODUCTION TO **PUBLIC**  
**MANAGEMENT**



# PREFACE

The objective of academic teaching of Public administration and Management is to develop competent future public managers. The purpose of this book is to provide the student with the knowledge of the philosophical principles and normative theories of how government should execute its daily functions to ensure good governance at all spheres. After studying the contents of this book, the students should be able to scientifically assess the principles of Public administration in South Africa and internationally. They should also be in a position to advise policy and legislation formulators of the positive and negative aspects of the current government system as well as recommend feasible changes.

This book is aimed at first-year students of Public administration and Management at Technical Vocational Education and Training colleges, and universities. An early background knowledge of the principles and theories of how government functions in all facets is crucial for the student to build on progressively for further studies in the discipline. The structure of government known as Public administration and Management is considered the 'heart' where all its activities are undertaken.

To assist the students in their studies, the beginning of each chapter outlines the goal and learning objectives. The key concepts of each chapter are clearly identified and explained at the beginning. At the end of each chapter, a set of self-evaluation questions is posed to determine whether the student has understood the content. These features will facilitate teaching and learning. This book is suitable for distance learning as well as e-learning.

I wish to extend my sincere appreciation to co-editors, Enaleen Draai and Kishore Raga, for their general contribution, comments and recommendations as well as their invaluable participation towards the compilation of this textbook. I also wish to extend a warm word of gratitude to fellow colleagues who played a major role in providing sound recommendations and guidance towards the final publication of this book. Without their invaluable assistance this effort would not have been possible.

*Enslin van Rooyen*



# ABOUT THE AUTHORS

## **Enaleen Draai**

Associate Professor in the Department of Public management and Leadership at Nelson Mandela Metropolitan University. Specialities include extensive training within the South African public services in public-sector policy management, with particular emphasis on issues of policy monitoring and evaluation. Her research interest is in public policy management as related to skills development, service quality management, public service professionalism and reputation management as well as trust and the creation of public value.

## **Enslin van Rooyen**

Professor and Dean at the Management College of Southern Africa (MANCOSA). He is a member of various professional and academic organisations and serves on different advisory bodies. He has published widely and offers consultation to, and teaches locally and abroad at, public and private sector organisations. His particular interests lie in organisational processes, including strategic and strategy management, project management and administrative systems and process design.

## **Kishore Raga**

Director of the School of Governmental and Social Sciences at the Nelson Mandela Metropolitan University.

## **Chris Thornhill**

Emeritus Professor in the School of Public management and Administration at the University of Pretoria.

## **Isioma (Issy) Ile**

Professor in the School of Government at the University of the Western Cape. She is a well-established researcher and academic with special interests in public policy implementation, monitoring and evaluation and governance on the African continent.

## **Silvan Kahn**

Professor of Public administration and Management at the University of South Africa. Interests are public human resource management, gender studies, change management and organisational culture.

## **Natasja Holtzhausen**

Associate Professor in the School of Public management and Administration at the University of Pretoria. Her specialist research areas include whistle blower protection, ethics, corruption, student graduateness and employability.

### **Mpedi (Steve) Madue**

Professor and Chair of Department: Public management and Administration at North-West University. Specialties include public policy, public financial management, legislative oversight and accountability, strategic planning and management.

### **Dane Ally**

Associate Professor of Law in the Department of Law, in the Faculty of Humanities, at Tshwane University of Technology.

### **Liezel Lues**

Associate Professor in Public administration and Management at the University of the Free State. Her interest and research outputs focus on human resource management and leadership within the public sector.

### **M. A. W. Prinsloo**

Senior Lecturer in the Department of Public management at Tshwane University of Technology.

### **Barry Hanyane**

Associate Professor in the Department of Public Management and Governance at the North-West University (Potchefstroom campus). He specialises in research methodology in Public Administration, Political Economy, Local Government, and Service Delivery. He is a regular commentator in the electronic media space (both radio and television).

### **Lindiwe Kwele**

Deputy City Manager: Strategy Development and Implementation at the City of Tshwane Metropolitan Municipality.

# CONTENTS

<b>PREFACE .....</b>	<b>X</b>
<b>ABOUT THE AUTHORS .....</b>	<b>XI</b>
<b>PART I: THE THEORY OF PUBLIC MANAGEMENT .....</b>	<b>1</b>
<b>CHAPTER 1: Management theories: A precondition for practice .....</b>	<b>2</b>
Introduction .....	2
1.1 Origins of public management .....	3
1.2 Origins of the study of Public administration .....	3
1.3 Further developments in the study of Public administration and Public management .....	5
1.4 Public administration and management: Recent developments.....	7
1.4.1 Public administration .....	7
1.4.2 Management.....	8
1.4.3 New Public Management.....	9
1.4.4 Governance in public administration .....	10
1.5 Theories of public administration and public management.....	10
1.6 Theories of management and administration .....	13
1.6.1 Classical theories.....	14
1.6.2 Contemporary theories.....	19
1.7 A theory of public management.....	24
Conclusion .....	25
<b>PART II: FOUNDATIONS OF PUBLIC MANAGEMENT .....</b>	<b>29</b>
<b>CHAPTER 2: Public resource management .....</b>	<b>30</b>
Introduction .....	30
2.1 What is public resource management?.....	31
2.1.1 Public resources and public resource management.....	31
2.1.2 Public administration, public management and public resource management.....	31
2.1.3 Public resource management and systems theory.....	32
2.1.4 Environments of public resource management.....	33
2.1.5 Values .....	35
2.2 Principles of, and relationship between, public-management functions and resource management .....	37
2.2.1 Policymaking in public HR management.....	37
2.2.2 Human resource planning.....	38
2.2.3 Organising and public HR management .....	39
2.2.4 Control and evaluation in public HR.....	40
2.3 Public human resource management.....	41
2.3.1 Workers' participation.....	42

# CONTENTS

2.3.2	Collective bargaining .....	43
2.3.3	Career development .....	45
2.3.4	Management development .....	46
2.4	<b>Public financial resource management .....</b>	<b>47</b>
2.4.1	Goals and functions of financial management .....	47
2.4.2	Government revenue .....	48
2.4.3	Government expenditure .....	48
2.4.4	Public managers as financial managers .....	49
2.4.5	Financial information in the public sector .....	51
2.4.6	Definition of an annual budget .....	51
	<b>Conclusion .....</b>	<b>57</b>
	<b>CHAPTER 3: Public-sector office management and administration .....</b>	<b>60</b>
	<b>Introduction .....</b>	<b>60</b>
3.1	<b>Administrative duties .....</b>	<b>61</b>
3.1.1	Supervisory duties .....	61
3.1.2	The office manager's role in the section .....	62
3.2	<b>The functional office environment .....</b>	<b>63</b>
3.2.1	Layout of the office .....	63
3.2.2	The general office environment .....	65
3.2.3	Provision of appropriate office equipment and furniture .....	65
3.2.4	Creating a professional front-office environment .....	66
3.2.5	Duties of the front-office administrator .....	68
3.2.6	Communication in organisations .....	71
3.2.7	Customer-service ethics .....	73
3.2.8	Customer-service orientation, principles and skills .....	73
3.3	<b>Management of records .....</b>	<b>75</b>
3.3.1	Effective records management .....	76
3.3.2	Records management: The regulatory regime .....	76
3.3.3	Records life cycle .....	77
3.3.4	Functions of records management .....	78
3.3.5	Developing an effective record-management programme .....	78
3.4	<b>Meetings .....</b>	<b>80</b>
3.4.1	Procedural aspects .....	81
3.4.2	Purpose of meetings .....	81
3.4.3	Kinds of meetings .....	82
3.4.4	Approaches to meetings .....	82
3.4.5	Phases and structure of meetings .....	83
3.5	<b>Public financial management: Operational finance .....</b>	<b>86</b>
3.5.1	Administering a claim .....	87
3.5.2	Principles of petty-cash administration .....	87
3.5.3	Receipt of money .....	87
3.5.4	Expenditure .....	88
3.5.5	Financial reporting .....	88
	<b>Conclusion .....</b>	<b>89</b>

<b>CHAPTER 4: Ethical public information services .....</b>	<b>91</b>
Introduction .....	91
4.1 Defining data, information, knowledge, knowledge management and information management.....	92
4.1.1 The legislative framework.....	93
4.2 Characteristics and value of data, information and knowledge.....	96
4.2.1 Quality .....	97
4.2.2 Timeliness .....	97
4.2.3 Completeness.....	97
4.2.4 Relevance.....	98
4.3 Information technology for effective governance .....	98
4.3.1 The need for management information.....	98
4.3.2 Development and management of information systems.....	98
4.3.3 Influence of information-related technology.....	99
4.4 E-government .....	99
4.4.1 E-government and e-governance.....	100
4.4.2 Impact of e-government on service delivery .....	100
4.4.3 Functions of e-government .....	101
4.4.4 E-government for developing countries.....	101
4.5 Government's IT revolution.....	103
4.6 Ethics, values and principles in the public sector.....	105
4.6.1 Values .....	106
4.6.2 Ethical dilemmas.....	107
4.6.3 Code of conduct and code of ethics.....	109
Conclusion .....	111
<b>CHAPTER 5: Introduction to public policy.....</b>	<b>116</b>
Introduction .....	116
5.1 Defining public policy .....	116
5.2 Policymaking and decision making .....	118
5.2.1 Public policymaking.....	118
5.2.2 Decision making in the public sector.....	118
5.3 The nature of public policy .....	119
5.4 Policy levels and types .....	120
5.4.1 Political policy (manifesto).....	120
5.4.2 Government policy .....	121
5.4.3 Executive policy.....	121
5.4.4 Operational policy.....	121
5.5 Categories of public policies.....	122
5.5.1 Substantive and procedural policies.....	122
5.5.2 Distributive policies .....	123
5.5.3 Regulatory policies .....	123
5.5.4 Self-regulatory policies .....	124

# CONTENTS

5.5.5	Redistributive policies .....	124
5.5.6	Material and symbolic policies .....	124
5.6	<b>The public policymaking process .....</b>	<b>124</b>
5.6.1	Policy problems .....	125
5.6.2	Policy agenda .....	125
5.6.3	Formulation of policy proposal .....	127
5.6.4	Policy adoption .....	128
5.7	<b>Factors influencing public policymaking .....</b>	<b>129</b>
5.7.1	Internal factors .....	130
5.7.2	External factors .....	130
5.8	<b>Policy implementation .....</b>	<b>130</b>
5.8.1	Defining policy implementation .....	130
5.8.2	Participants in policy implementation .....	132
5.8.3	Problems in policy implementation .....	133
5.8.4	Requirements for successful policy implementation .....	134
5.9	<b>Policy evaluation .....</b>	<b>135</b>
5.9.1	Aspects of policy evaluation .....	135
5.9.2	Improving policy evaluation .....	136
	<b>Conclusion .....</b>	<b>137</b>
	 <b>CHAPTER 6: Public service delivery .....</b>	 <b>141</b>
	<b>Introduction .....</b>	<b>141</b>
6.1	Institutional arrangements for service delivery .....	142
6.2	Public service delivery .....	143
6.3	Service delivery environment .....	144
6.4	Public participation .....	146
6.4.1	Public participation in ward committees .....	146
6.5	Service delivery and technology .....	148
6.6	Client-centred bureaucracy .....	150
6.7	What is service quality? .....	151
6.7.1	Defining service quality .....	152
6.7.2	Service norms and standards .....	153
6.7.3	Service-quality models .....	155
6.8	What constitutes trust in the public service? .....	158
6.8.1	Professionalism in the public service .....	159
	<b>Conclusion .....</b>	<b>162</b>
	 <b>CHAPTER 7: Practical introduction to key aspects of public administrative law .....</b>	 <b>166</b>
	<b>Introduction .....</b>	<b>166</b>
7.1	Just administrative action .....	167
7.1.1	The important provisions of the PAJA .....	167
7.2	Judicial review based on administrative rights .....	174
7.2.1	Lawful administrative action .....	174



7.2.2	Reasonable administrative action .....	176
7.2.3	Procedural fairness .....	177
7.2.4	Right to be given reasons for an administrative decision .....	179
Conclusion .....		182

### **PART III: KEY SKILL AREAS**

**187**

#### **CHAPTER 8: Research skills**..... **188**

Introduction .....		188
8.1	Quantitative research techniques .....	189
8.1.1	Experimental research designs .....	190
8.1.2	Quasi-experimental designs .....	190
8.2	Indexes and scales .....	194
8.2.1	Nominal scales .....	195
8.2.2	Ordinal scales .....	195
8.2.3	Interval-ratio scaling .....	196
8.3	Research design and measurement aspects in public administration and management .....	199
8.3.1	Variables and hypothesis formulation .....	200
8.4	Qualitative research methodology and techniques .....	201
8.5	Steps in qualitative research .....	201
8.6	Research ethics .....	204
8.6.1	Principles for research ethics .....	205
8.6.2	Plagiarism .....	205
Conclusion .....		207

#### **CHAPTER 9: Public-sector project management**..... **209**

Introduction .....		209
9.1	Top ten most impressive engineering projects in history .....	211
9.1.1	Moon landing .....	211
9.1.2	Panama Canal .....	212
9.1.3	Burj Dubai .....	212
9.1.4	Millau Viaduct .....	213
9.1.5	Channel Tunnel .....	214
9.1.6	Hoover Dam .....	215
9.1.7	Boston Big Dig .....	215
9.1.8	Transcontinental Railroad .....	216
9.1.9	Great Wall of China .....	217
9.1.10	Pyramids of Giza .....	217
9.2	Contextualising project management .....	218
9.2.1	Defining project management .....	218
9.2.2	The difference between programme and project management .....	219
9.2.3	Project management as a management subset .....	220

# CONTENTS

9.2.4	Project-management technology for service delivery and accountability.....	221
9.2.5	Management by projects.....	221
9.2.6	Assessing organisational maturity for a management-by-projects approach .....	222
9.2.7	Problem-solving techniques .....	224
9.2.8	Managers and leaders in a project context.....	226
9.3	<b>Fundamentals of project management .....</b>	<b>227</b>
9.3.1	Project life cycle.....	227
9.3.2	Project-management process groups.....	228
9.3.3	Project-management knowledge areas .....	229
9.3.4	Work breakdown structure .....	230
9.4	<b>Project scheduling.....</b>	<b>231</b>
9.4.1	Network diagram .....	231
9.4.2	Gantt chart (bar chart).....	233
9.5	<b>The project-management office: Supporting project management and administration .....</b>	<b>233</b>
	<b>Conclusion .....</b>	<b>236</b>
	<b>CHAPTER 10: Public-sector human resource management.....</b>	<b>238</b>
	<b>Introduction .....</b>	<b>238</b>
10.1	<b>Introduction to the development of human resource management:</b>	
	A global perspective .....	239
10.2	<b>Key concepts and terminologies in public-sector HRM.....</b>	<b>240</b>
10.2.1	Strategising and planning for public-sector HR.....	240
10.2.2	Obtaining suitable human resources .....	241
10.2.3	Utilising and developing public-sector employees .....	242
10.2.4	Remuneration for public-sector employees.....	243
10.2.5	Public-sector employee relations.....	243
10.3	<b>Public-sector HRM in South Africa's democratic era .....</b>	<b>244</b>
10.3.1	The major role players in the public-sector HR system in South Africa.....	246
10.3.2	Functions of the public sector.....	247
10.4	<b>Legislation and policies: Directives for public-sector HRM.....</b>	<b>248</b>
10.5	<b>Development of South African public HRM: A synopsis.....</b>	<b>251</b>
10.6	<b>The impact of changing trends on HR management in the public sector.....</b>	<b>252</b>
	<b>Conclusion .....</b>	<b>255</b>
	<b>CHAPTER 11: Strategic management in local government.....</b>	<b>261</b>
	<b>CITY OF Tshwane Metropolitan Municipality</b>	
	<b>Introduction .....</b>	<b>261</b>
11.1	<b>Legislation that assists in the formulation of institutional strategies.....</b>	<b>263</b>
11.2	<b>Strategy development in local government.....</b>	<b>264</b>
11.2.1	Long-term planning: Tshwane Vision 2055 .....	265
11.2.2	Integrated development plan .....	265

11.2.3 Performance management system.....266

11.2.4 Service delivery and budget implementation plans.....267

11.2.5 Supply-chain-management policy .....267

11.2.6 Institutional strategies.....267

11.2.7 Linking strategy to operational plans.....269

11.3 The importance of setting key performance indicators  
and auditing performance .....271

11.4 Ensuring that service delivery is reflected in the mission statement .....274

11.4.1 How we will measure our progress .....275

Conclusion .....275

INDEX .....277