

QUESTION 1

1.1 Describe the requirements that public managers can use for effective delegation. Substantiate your answer with relevant practical examples. (10) (LU 8)

for effective delegation?

- Public managers need to plan delegation of powers very carefully to avoid inappropriate division of work, which may mean that the work is being done by the wrong people; this implies that powers might be delegated to inappropriate people.
 - E.g. you can't delegate the responsibilities for litigation matters to a person with no legal training. In addition you may always delegate to the same person not taking into account the persons own duties and result in that person being overworked while a colleague equally skilled in not being delegated to.
- Public managers should guard against keeping the pleasant jobs for themselves and delegating to their subordinates the unpleasant, "difficult" jobs or tasks that require much effort. It is necessary to maintain a balance between pleasant and less pleasant duties when delegating.
 - E.G. manager may find handling certain reports to be arduous and unpleasant and delegates these to their subordinates to prepare.
- Adequate and appropriate powers need to be delegated to subordinates, together with delegating the task, so that they will be able to perform the task properly.
 - E.g. Where a task may require the subordinate to approach other directorates and departments they will need to be given the authority to be able to do so without having to request the manager to contact the department etc.
- Managers should explain the task delegated to subordinates and should pass on all information that they may need to do the job.
 - E.g. A manager shouldn't tell a subordinate to prepare a presentation for a management meeting and not supply the subordinate with the relevant information they which to include in the presentation
- Managers should guard against being too prescriptive about how to do the task that has been delegated. They should encourage subordinates to take the initiative.
 - E.g. Managers should allow staff to go about the task delegated in their own way as long as the result is forthcoming and accurate. They should not micro-manage the process.
- When delegating, managers should take into account the workload that subordinates will be able to handle; they should not overload them.
 - Managers should not delegate all there tasks to subordinates thereby lightening there work load and the subordinate is unable to perform the task in the specified time frame as there are too many tasks to perform
- Once a task has been delegated to subordinates, managers should continue giving support wherever necessary and should not withdraw completely from the task.
 - E.g. when a subordinate is not sure of the task or a specific detail they should be able to ask the manager for assistance or clarity without being ridiculed.

- Managers should continually monitor and evaluate the progress of a task that has been delegated. Where a manager is not sure how often to monitor and evaluate a task, he or she should discuss the matter with subordinates in order to avoid future misunderstandings.
 - E.g. Managers should set clear guidelines as to when a task needs to be completed by when delegating.
- Information on mistakes that subordinates have made should not be withheld from them for any reason, but should be brought to their attention at the earliest opportunity to avoid repetition of mistakes.
 - E.g. the management can meet with the subordinates on a regular basis to assess the subordinates progress and address issues in performance etc. that may occur as well as solutions.
- Managers should not neglect giving recognition for a job well done. Even if there have been some mistakes in doing the job, managers should at least thank their subordinates for their
 - E.g. acknowledging subordinates accomplishments when doing performance assessments.

1.2 Define the concept “coordination” and discuss any five (5) factors which may hamper successful coordination. (15) (LU 8) [25]

Coordination may be described as an organisational action that inevitably follows the division of labour i.e. work that was initially allocated to two or more organisational units (individuals or divisions) must later be combined into a logical unit (coordinated).

The aim of coordination is therefore to combine individual and/or group activities in an orderly manner in order to realise an objective.

factors which hamper coordination

- **Low morale** among workers and **lack of incentives** may cause employees to regard cooperation with others as being too much trouble or unnecessary.
- **Relationships** between individuals, divisions or departments may be poor.
- Individuals or divisions may place excessive emphasis on the **importance of their own tasks** and may insist on completing their own tasks, regarding the tasks of others as less important.
- The tasks of individuals or divisions may not be **properly integrated** (unified) as a result of poor planning and/or organisation.
- **Communication on the importance of cooperation** may be inadequate.
- Individuals or divisions may be **incapable or unwilling to introduce new equipment and/or methods and procedures** that may be necessary for effective coordination.

QUESTION 2

2.1 Explain the concept “control” and name the four (4) steps in the control process. (10) (LU 9)

All activities of the public sector must be directed at realising policy objectives, this necessitates proper and stringent controls over such activities.

The aim of control in the public sector is to make it possible for members of the community to determine what action has been taken to promote and protect their interests.

Control in the public sector is therefore aimed at ensuring public accountability for utilising financial resources.

The voting public should be able to establish whether the purposes for which the available resources have been used have contributed to government objectives.

Public managers play an important role in control.

Control is

- the management task that is aimed at ensuring that stated objectives are pursued and realised.
- public managers will identify departures by comparing results with predetermined standards and will issue directives for remedial measures to ensure that the anticipated results are achieved.
- used to determine whether objectives have been realised by checking whether the available resources have been used as prudently as possible, whether officials have identified alternative solutions and whether such solutions were considered in order to perform operations effectively.
- control may have a positive or a negative effect on government activities.
- Control is positive when it is seen as a means for assessing whether anticipated results have been achieved and for taking remedial action when departures are identified. E.g. when a supervisor finds a subordinate is not able to perform duties satisfactorily and sends them for training to improve their skill set.
- In a negative sense, control may be regarded as an external means of forcing officials into certain actions. E.g. when a manager instructs a subordinate to perform a duty that is unethical or fraudulent by intimidation or coercion, such as threatening disciplinary action should a subordinate refuse to obey the supervisor.
- Control should be used, not as a set of dictatorial devices to manage employees, but as an approach that helps those responsible for implementation of a plan to stay on the right track.
- control should be regarded as consisting not of checking the individual actions of every public employee, but of steps through which an account is rendered for actions or inactions to determine whether parliament’s directives are adhered to.

The process of control consists of the following steps:

a) developing performance standards

- performance standards are set as early as possible in the planning process, during the formulation of the mission statement, goals and objectives.

- A standard provides the yardstick for measuring performance and is usually expressed in qualitative or quantitative units, such as monetary units and units of quality, production and time.
- The most common performance standards with which public managers need to be familiar include
 - production standards
 - set by establishing how many items of work can be completed by the average experienced worker in a given period of time
 - service delivery standards
 - A typical performance standard for service delivery may be to deliver services effectively by using resources efficiently
 - personnel development standards.
 - may relate to developing training programmes for staff members.

b) observation, measurement and reporting of performance

- PM's= observe performance and assess (through measurement) whether such performance complies with the standard set.
- PM's may use various methods to measure performance.
- Auditing, reporting and inspections may be carried out to determine whether standards have been achieved.
- As soon as measurement has been completed, reports on performance have to be prepared and submitted to top management for evaluation.
- Only exceptional performance (in other words, performance below and considerably above the standard) should be submitted to top management, while less exceptional cases should be submitted to middle management.

c) performance assessment

- Performance may be above, below or at the set standards.
- It is the task of the public manager to assess the significance of departures (positive or negative) and to determine the causes.
- Performance that does not meet the standard should be brought to the attention of those involved and should be remedied where necessary.

d) remedial action

- the final step to be carried out by PM's in the process of control.
- There are two main types of remedial action
 - immediate remedies
 - e.g. applied where an order for a large quantity of office furniture has fallen behind schedule and all necessary steps have to be taken immediately to catch up.
 - fundamental remedies.
 - involve removal of the cause itself.
 - requires in-depth investigation, therefore requiring more time.
 - E.g. cause for the delay of furniture may have been that untrained staff in the supplies division were unable to keep up.
 - A fundamental remedy by the public manager may involve training of existing staff to do the job more efficiently or appointing new staff.

2.2 Explain why managers should be skilled in exercising control. (15) [25] (LU 9)

Public managers should guard against arbitrary control.

They are expected to be skilled so that the control they exercise will ensure that clearly identified objectives are realised.

Below are areas they should be skilled in:-

Control to promote responsibility

- Control aimed at promoting responsibility takes place mostly at operational level, where officials are held responsible for specific activities.
- public managers ensure that subordinate officials fulfil their responsibilities and make those decisions for which they have the authority.
- Officials at operational level sometimes tend to avoid responsibility, leaving management to carry the burden.
- Public managers can exercise control to eliminate this practice by guiding their subordinates to make decisions independently and to assume responsibility.
- To achieve this, public managers may emphasise participative management, delegate tasks with more responsibility to officials, and encourage officials to develop the self-confidence to assume more responsibility.

Control to promote regularity

- Regularity = combating and eliminating irregular expenditure, dishonest actions, poor book-keeping practices, unauthorised spending and any transactions that are contrary to the will and wishes of the executive political functionaries.
- Control used to promote regularity by ensuring that financial transactions are accurately recorded and that financial statements are a true reflection of all accounting activities.
- An effective internal system of control will contribute significantly to preventing theft of money and supplies.
- Consistent compliance with directives for collecting, safeguarding and spending public moneys will allow public managers to account to a higher authority for their management of public funds.
- Control aimed solely at promoting regularity may have a negative effect because it will focus the attention on irregularities only.
- Excessive emphasis on abiding by the rules and regulations may stifle any attempts at reform, rationalisation and improvement of work methods and procedures.
- Merely abiding by the rules and regulations is not enough to ensure effective public administration.
- it is necessary to check that expenditure has been recorded accurately, that the necessary authorisation for such expenditure was obtained, and that there is adequate documentary proof that goods have been delivered and received, investigations into irregularities cannot ensure that the actions that were taken will offer maximum benefit to the community.
- control to promote regularity is not enough to ensure effective public accountability.
- To achieve this, control also needs to promote effectiveness, efficiency and economy.

Control to promote effectiveness

- Effectiveness refers to the extent to which government objectives have been realised, the degree to which needs are being met and to the quality of service.
- We can therefore state the following:
 - Effectiveness is directed at the standard of service.
 - The extent to which the needs of the community are being met is a crucial requirement for effectiveness.

- There need to be clearly defined objectives that can serve as a measure of the effectiveness of service and the degree to which needs are met.
- Effectiveness is essential
 - to determine whether service of an acceptable standard (quality) is being provided,
 - to determine the extent to which community needs are being met,
 - to determine the extent to which stated objectives are being realised.

Control to promote efficiency

- Efficiency relates to realising an objective with the minimum resources.
- Efficiency means that a certain quantity of goods and services of a particular quality have been supplied at the least possible cost.
- Efficiency therefore always refers to judicious expenditure and prudent use of the means of production in order to achieve the desired outcome.
- PM's note that activities, in terms of input and output, may be carried out efficiently and yet not be effective, because they have not satisfied the particular community's needs.
- services that have been provided and that meet the needs may be effective, but resources may have been spent so recklessly that there is little evidence of efficiency.
- Control to ensure efficiency is important because community needs are unlimited and such needs have to be met by means of limited resources.
- To be able to account to the community, it is essential to exercise control to ensure that resources are being used prudently.
- To evaluate efficiency, to set standards against which performance may be measured.
- PM's may use work study divisions to good advantage for advice on how to increase efficiency in the provision of services.
- Advice on improving work methods and procedures and on optimising utilisation of personnel will enable public managers to increase efficiency through improved service or reduced costs

Control to promote economy

- Economy is aimed at ensuring that money is spent in accordance with approved prescriptions, and that such expenditure will be appropriate and useful.
- Control = to ensure that available resources are used in the interest of the public institution and the community and are not wasted on uneconomical goods and services.
- In view of rapid technological advances, control to ensure economy has become even more important.

QUESTION 3

3.1 Describe the types of community values which public managers should be sensitive towards. (15) (LU 12)

Community values can be regarded as the beliefs of members of a community in respect of a particular issue, and such beliefs may be used selectively as criteria for determining preferences and choices and as justification for intended or actual actions. The Values may be seen as personal convictions about quality, phenomena or events. The Values provide the guidelines and define what is right or wrong, what is fair or unfair and what is good or bad; in other words, they prescribe how things "ought to be".

Public Mangers should be sensitive to the following values.

- Some of the principal values to which public managers should be sensitive are discussed in some detail below.
 - Christian and other religious values
 - legislative compliance and recognition of democratic principles
 - equal rights
 - integrity and honesty
 - restraint and fairness
 - responsibility
 - cultural awareness

Christian and other religious values

- Embracing Christian and other religious values relates to issues such as unwavering faith, love of the truth, justice, exemplary behaviour, honesty and a sober lifestyle.
- In upholding these values, public managers manifest their personal beliefs, which serve as guidelines for performing their public duties.

Legislative compliance/recognition of democratic principles

- Although public managers are not politicians they work in a political environment and their activities are influenced by political considerations.
- public managers should have insight into the conditions that affect the political environment, especially as they are the main providers of information to political functionaries.
- When public officials/managers do not keep abreast of the political situation in a country, this will be reflected in the decisions of political functionaries, which may give rise to unnecessary uncertainty, confusion and even resistance in a community.
- Legislative compliance means that no public official may embark upon a public activity without authorisation from a legislative institution.
- Where public activities have been sanctioned by the legislature, the goods and services delivered have to meet the standards of public accountability.
- when members of the community feel aggrieved by the actions or inaction of officials, they will appeal to their elected representative and may hold such political functionary responsible and accountable for the way in which they have been treated.
- Public managers have the important task of ensuring that political policies are executed in accordance with directives.
- Republic of South Africa is a democratic state, the principles of democracy naturally have to be reflected in the official actions of officials.
- Important principles is the public sector = public officials should be guided by public opinion.
- To ensure recognition by public officials, not only of this principle, but also of other democratic principles, public managers need to ensure that the necessary measures are in place to compel officials to give priority to the interests of the community.

Equal rights

- Every member of a community is entitled to equal rights, = every member of a community has the right to receive the same treatment in same circumstances as any other member.
- Every member of the public is entitled to the same benefits from government activities.

- E.g. where the same rates structure applies throughout a municipality, it would not be equitable if some areas or wards receive services of a higher quality than others.
- Residents in the areas receiving a higher-quality service would be getting value for their money, while the rest of the community would not.
- government activities do not benefit all people equally and it is difficult to enforce equal rights in practice, but public managers should nevertheless guard against denying equal rights as a matter of course in performing their duties.
- Their point of departure should always be that no individual or group should enjoy a privileged position at the expense of others as a result of government action.

Integrity and honesty

- Public managers should have no hidden agenda in performing their duties.
- They should carry out their activities in such a way that neither they nor their colleagues receive preferential treatment.
- They should uphold these values so faithfully that there can be no doubt in the minds of their subordinates and members of the public that they are following the guidelines for performing their duties.
- If they should fail to uphold these values, they may eventually find themselves in the unenviable position of having their activities constantly questioned, which will undermine the trust of subordinates in the authority of public managers.

Restraint and fairness

- In performing their duties, public managers should
- guard against unethical behaviour.
- avoid unfair and unreasonable actions
- should exercise their own rights and freedom in a way that will not be harmful to the rights and freedom of others.

Responsibility

- refers to their approach to their activities as functionaries in positions of leadership (not so much to the public liability or accountability of public managers)
- Managers in public institutions should have a sense of responsibility for ensuring optimum service in the best interests of the community.
- public managers often liaise with members of the community, it is important for them to act responsibly, with personal pride and dignity.
- Irresponsible behaviour will not only damage their image as public managers, but may also be harmful to members of the community in some way or another.
- A sense of responsibility among public managers also entails showing respect for order and discipline, a sense of fairness and the absence of prejudice.

Cultural awareness

- The scope of a public manager's activities creates opportunities for him or her to foster awareness of his or her own cultural heritage among subordinates, as well as members of the public.
- values are nurtured when people show pride in their own culture.
- If people appreciate their own cultural heritage, they are likely to attach value to other issues in society as well.
- This can facilitate the task of public managers considerably, providing that the public managers also value their own cultural heritage.
- Cultural awareness in South Africa is complicated because of the many different population groups in a community.

- Public managers should not be discouraged because they need not have in-depth knowledge of all the different cultures, as long as they show that they value their own.
- If they set this example, subordinates and members of the public may follow suit.

3.2 Name and discuss any three (3) types of conflict which can occur among individuals, groups and institutions. (10) [25] (LU 15)

a) Conflict in individuals (intrapersonal)

- refers to the presence of equal, contradictory and divergent thoughts within an individual.
- It refers to conflicting thoughts, feelings and activities experienced by an individual worker within the context of an institution.
- intrapersonal conflict occurs when an individual worker has to decide whether he or she should accept or reject an instruction from the manager, whether he or she should continue performing an activity, or when he or she has to make a career decision in an individual capacity.
- The typical consequences of intrapersonal conflict for individual workers are uncertainty, anxiety, depression and stress, and public managers should be aware of this.

b) Conflict between individuals (interpersonal)

- refers to the presence of disputes and irreconcilable differences between individual workers in the same work environment.
- Individuals may harbour negative feelings towards one another
- when they approach a particular task in different ways, this can lead to negative emotions such as anger, mistrust, fear and rejection.

c) Conflict between individuals and groups

- refers to pressure by groups at work on individual workers to conform.
- work groups may lay down certain norms for conduct, which conflict with the norms of individual workers.
- Groups at work are capable of exerting enormous pressure on individual workers who perform above or below a particular norm.

d) Conflict between groups in the same institution

- refers to a situation where all divisions within an institution compete for scarce resources).
- conflict may arise when more than one division feels that it is entitled to certain funds from the National Treasury for performing its functions.

e) Conflict between institutions

- between public institutions at different levels of government
- there may be rivalry for delivering certain services or performing certain functions.
- both local government and state departments at national level may argue that they need to provide a particular service (such as health services).

f) Conflict between different categories of operations

- Workers involved in functional operations focused mainly at specialised and professional activities (such as health services) have different objectives, approaches, techniques and methods from those workers involved in administrative and ancillary functions, who provide support and advisory services to the functional divisions.

- Although differences promote effective work performance, they also increase the potential for conflict.
- complaints from ranks of functional workers about workers in the administrative and support functions (and these issues may lead to conflict):
 - Administrative workers and support function workers exceed their authority by being too prescriptive.
 - The advice of administrative and ancillary workers is too theoretical.
 - Administrative and ancillary workers have a restricted perspective of the institution as a whole because they concentrate only on their specialist fields of operation (such as human resources).
 - Administrative and ancillary workers, in turn, have raised the following complaints about workers in the functional divisions:
 - functional divisions do not make adequate use of services of administrative and ancillary divisions.
 - functional divisions resist new methods, techniques and procedures introduced by administrative and ancillary divisions.
 - functional divisions do not give enough credit to workers in the administrative and ancillary divisions for the services they provide.

QUESTION 4

Explain the planning process by referring to steps within the planning process. [25] (LU 5)

- Steps of the planning process are:-
- a) making a policy on the particular matter being planned**
 - Public managers perform their management functions in a political environment, so the planning function is also linked to the political system of a particular country.
 - public managers involved in planning need to realise that this function may be integrated into the political process in that final plans need to be submitted to political functionaries for approval, in view of legal implications.
 - Certain actions that are being planned may be contrary to current policies and political views; therefore, it is essential to obtain the opinions of as many of the role-players in the policy-making process as possible (at both administrative and political levels) before commencing with a plan of action.
- b) assessing needs in the environment**
 - Planning actually begins when public managers consider the needs of society.
 - It is the task of public managers to determine the needs in the environment and Planning and programming for effective execution of government policies to use these needs as opportunities for the public institution and as guidelines for further action.
- c) formulating an objective**
 - The mission and goals of the public institution influence the objectives that are formulated and should be taken into account by public managers who are setting objectives for the various functional components of their organisations.
 - e.g. The mission of a state department that deals with agricultural issues may be to deliver efficient and effective services to promote optimum utilisation of agricultural resources and product marketing for the benefit of society as a whole.
 - A typical goal for such a mission would be to deliver economic, marketing and regulatory services in the field of agriculture.
 - For a particular goal such as delivering marketing services, a specific objective may be formulated, for example to direct the marketing of agricultural products and to coordinate policy in respect of local trade in agricultural products.
- d) making predictions and evaluating existing resources for carrying out plans**
 - Predictions are based on changes taking place in the environment and are intended to identify critical factors that may affect government activities.
 - Public managers can make assumptions on what the future may hold and make provision for these events in the plans that are to be carried out.
 - E.g predicting that tension in the social environment may increase the number of psychiatric patients, they need to plan to make health services available according to the anticipated need.
 - Planning of government services should be focused largely on administrative implications because the availability of human resources (personnel provision and utilisation) and money (financing) always seems to be a problem.
 - Having made predictions, public managers should plan to have people and money available in the future.

e) identifying alternative plans of action

- public managers need to consider alternative plans of action to meet the needs that have been identified.
- consider the costs that will be incurred and the benefits to be achieved for all alternatives.
- each manager who is involved in the plan will have to play a role in setting out the contribution to be made by his or her division iro alternative plans
- this step makes public managers responsible for submitting proposals to political office bearers on how to carry out political policy by way of executive programmes over a period of one year or more (programmed planning).

f) deciding on a plan

- deciding on a specific plan is the responsibility of
 - political authorities (Cabinet, parliament or municipal council)
 - management (top management, middle management and junior management)
- these role-players are charged with the effective management and administration of government institutions.
- before a plan can be selected, junior and middle managers need to submit their alternative plans to top management so that they can consider the relevant implications (political as well as administrative), after which the plans are submitted for approval (i.e. selection) by the political authorities.
- the political authorities ratify the selected plan, public managers can proceed with implementation.
- Not all plans need to be submitted to the political authorities for approval.
- Legal provisions and prescriptions usually indicate which plans require such approval and which do not.
- E.g Cabinet's present approach is to allow public managers greater management autonomy, which implies that approval of plans will increasingly be left in the hands of public managers.

g) implementing the plan

- Once plan is approved political authorities instruct PM's to implement plan.
- In preparing work programmes, the functions of those involved in carrying out the plan are set out in detail.
- Implementation of the plan linked to the budget, because expenses are incurred in each public action.
- This means that public managers have to implement the plans and work programmes in accordance with the substantial provisions of the budget.

h) evaluating the plan

- The planning phase does not end once the plan has been implemented.
- The plans success needs to be assessed by public managers
- specific standards for executing the plan need to be set and public managers need to assess whether such standards have been met.

NOTE

It is important that you apply all your answers to the public sector.

TOTAL: [100]