


Professionalisation of Local Public Administration Management

Louis Adrian Scheepers

8820526

The logo of the University of the Western Cape, featuring a classical building with columns and a pediment, with the text 'UNIVERSITY of the WESTERN CAPE' overlaid.

A research report submitted in partial fulfilment of the requirements for
the degree of Master of Public Administration in the School of
Government, Faculty of Economic and Management Sciences,

University of the Western Cape

May 2004

Supervisor

Professor John Bardill

DEDICATION

This work is dedicated to the memory of my comrades, colleagues and above all friends, the late Yolán Du Preez and Shiraj Ebrahim.



DECLARATION

I declare that *Professionalisation of Local Public Administration Management* is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Louis Adrian Scheepers

May 2004



UNIVERSITY *of the*
WESTERN CAPE

ACKNOWLEDGMENTS

I owe a great debt of gratitude to the many that have helped to shape this work, whether directly or indirectly. Thank you to you all from the bottom of my heart.

A special word of thanks also to my supervisor, Professor John Bardill. Your input is much appreciated.



LIST OF ABBREVIATIONS

AMA	-	American Medical Association
AICP	-	American Institute of Certified Planners
CPD	-	Continuing Professional Development
IDP	-	Integrated Development Plan
ILGM	-	Institute for Local Government Management
IMFO	-	Institute for Municipal Finance Officials
IMASA	-	Institute for Municipal Administration of Southern Africa
IMP	-	Institute for Municipal Personnel Practitioners of South Africa
IMESA	-	Institute for Municipal Engineers of South Africa
IORB	-	Institute of Environment and Recreation Management (Africa)
ITC	-	Institute of Town Clerks
ITESSA	-	Institute of Topographical and Engineering Surveyors of South Africa
LGMA	-	Local Government Managers Australia
LGWSETA	-	Local Government and Water Sector Education and Training Authority
NSB	-	National Standards Body
PAFTECH	-	Provincial Advisory Forum Technical Group
SALGA	-	South African Local Government Association
SAQA	-	South African Qualifications Authority
SGB	-	Standards Generating Body
SGB: PAM	-	Standards Generating Body for Public Administration and

Management

- NQF - National Qualifications Framework
- TSA - Technikon South Africa
- Unisa - University of South Africa



ABSTRACT

With the promulgation of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996), a new constitutional and institutional framework was created whereby the republic was transformed from a segregated, pseudo-democratic and fragmented society into a non-discriminatory, democratic and developmental society. The role and place of the local sphere of government as well as its functions, duties and powers are now clearly defined in the above-mentioned constitution.

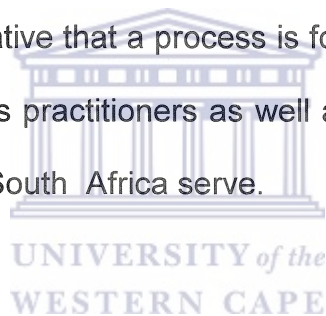
In addressing the historical imbalances caused by the separatist approach in decision and policy making processes, the people practising as local public administration managers play an important role. Both the individual local public administration management practitioners and the occupation itself must develop to ensure that the clients of local government, namely the communities served by local governments, can reap the benefits of the implementation of best practices, stricter control over ethical conduct of practitioners, and people trained in the sustainable utilisation of resources and the science of public administration.

The occupation of local public administration management does not qualify at this point in time to be afforded professional status, if the traditional or functional¹ interpretation of professionalism is followed. The only criteria for appointment of persons to management positions in local government are contained in section 56(b) of the

¹ See the authors referred to in Chapter 3 of this research report.

Municipal Systems Act². The criteria is limited to persons appointed as municipal managers and managers reporting directly to municipal managers, and only states that persons appointed into the above positions must have the relevant skills and expertise to perform the duties associated with the post. There are therefore no academic and experiential requirements for persons to enter the occupation. The result of this is that persons without the necessary ability and competency may be appointed to manage budgets that are in some instances bigger than those of national and provincial departments, and in some even bigger than entire provincial administrations.

There is therefore a need to put in place measures that will ensure the professionalisation of local public administration managers. In the search for professional status it is imperative that a process is followed that will result in benefit both for the occupation and its practitioners as well as for the communities that the various local governments in South Africa serve.



Professionalisation has as underlying tenets both “positive” and “negative” connotations. In a positive sense, professionalisation means imposition of a minimum performance standard, adherence to accepted codes of conduct and ethics and recourse for clients if a professional manager does not adhere to the above. In a negative sense, concepts such as exclusivity, gate keeping and elitism are common to professionalism.

² Local Government: Municipal Systems Act (Act 32 of 2000)

The fact that professional status means that only certain persons with a particular competency profile are allowed to be appointed into specific positions results in the exclusion of those that do not fit this competency profile. This is however not a new approach in the quest for professional management. All other professions function in this fashion, and play their specific roles in society based on this exclusivity. A new concept, namely *competency based exclusivity*, is introduced in the research report. Competency based exclusivity holds that exclusivity based on the specific competency that people have to exhibit in order to be allowed to perform certain functions in society is an acceptable way of ensuring that work in a specific occupation is done to a high standard that satisfies both the practitioners as well as their clients. In other words, those that do not fit the competency profile are excluded from practising in the occupation. This form of exclusivity is especially important in the occupation of local public administration management, where practitioners have to advise their councils and manage resources in an environment of unlimited and ever increasing needs and wants and limited resources.



TABLE OF CONTENT

DEDICATION	i
DECLARATION	ii
ACKNOWLEDGMENTS	iii
LIST OF ABBREVIATIONS	iv
ABSTRACT	vi

CHAPTER 1

RESEARCH PROPOSAL AND RESEARCH DESIGN

1.1	INTRODUCTION	1
1.2	MOTIVATION FOR THE RESEARCH	4
1.3	HYPOTHESIS	5
1.4	STATEMENT OF THE PROBLEM	6
1.5	OBJECTIVES OF THE RESEARCH REPORT	7
1.6	RESEARCH DESIGN & METHODOLOGY	8
1.7	SIGNIFICANCE OF THE RESEARCH REPORT	11
1.8	SURVEY OF RELATED LITERATURE	12
1.9	STRUCTURE OF THE REPORT	14

CHAPTER 2

PUBLIC ADMINISTRATION: A THEORETICAL DISCUSSION

2.1	INTRODUCTION	16
2.2	DEFINING EXPRESSIONS AND WORDS	17
2.2.1	Public Administration	18
2.2.2	Local Public Administration Management	24
2.3	THE EVOLUTION OF LOCAL GOVERNMENT	28

CHAPTER 3

PROFESSIONALISM AND PROFESSIONALISATION

3.1	INTRODUCTION	33
3.2	DEFINING PROFESSIONALISM	34
3.3	REQUIREMENTS FOR PROFESSIONAL STATUS	38
3.3.1	L'Esprit Des Corps	40
3.3.2	A Body of Knowledge	42
3.3.3	A Social Ideal	44
3.3.4	A Code of Ethics	45
3.3.5	A Formal Organisation	47
3.3.6	A Forum That Recognises Outstanding Leaders	48
3.4	PROFESSIONALISATION: A PROCESS	49
3.4.1	Certification and Accreditation	50
3.4.2	Statutory Protection	57
3.5	THE PROFESSIONAL LOCAL PUBLIC ADMINISTRATION MANAGER IN AN ENVIRONMENT OF ACTIVE COMMUNITY PARTICIPATION	58

CHAPTER 4

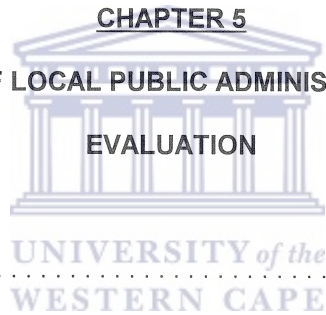
COMPETENCY PROFILES OF LOCAL PUBLIC ADMINISTRATION MANAGERS

4.1	INTRODUCTION	61
4.2	THE NATURE OF COMPETENCY PROFILES	62
4.3	INCLUSIVENESS OR EXCLUSIVENESS: A CASE FOR COMPETENCY BASED EXCLUSIVITY	64
4.4	LOCAL GOVERNMENTS: MULTI-PURPOSE INSTITUTIONS	68
4.5	ENTRY LEVEL COMPETENCY PROFILE	70
4.5.1	Formal Qualifications	71
4.5.2	Experience	72

4.5.3	Key Competency Areas	72
4.5.3.1	Communication	73
4.5.3.2	Planning	74
4.5.3.3	Policy Formulation & Implementation	75
4.5.3.4	Financial Management	76
4.5.3.5	Human Resources Management	76
4.5.3.6	Social & Economic Development	77
4.5.4	Entry-Level Competency Profile	77
4.6	MAINTAINING A COMPETENCY PROFILE	83
4.7	EMPIRICAL DATA ON THE LEVEL OF EDUCATION AND EXPERIENCE OF LOCAL PUBLIC ADMINISTRATION MANAGERS IN THE WESTERN CAPE	88

CHAPTER 5
**PROFESSIONALISATION OF LOCAL PUBLIC ADMINISTRATION MANAGEMENT: AN
EVALUATION**

5.1	SUMMARY	93
5.2	RECOMMENDATIONS	97
5.2.1	Create National Legislation to Establish the Profession of Local Public Administration Management	97
5.2.2	Create and Empower Bodies to Control and Develop the Profession	99
5.2.2.1	Council for Local Public Administration Management	99
5.2.2.2	Institute for Local Public Administration Management	101
5.2.3	Create a Hierarchy of Registration in Local Public Administration Management ..	102
5.2.3.1	Associate Local Public Administration Manager	103
5.2.3.2	Professional Local Public Administration Manager	103
5.2.3.3	Fellow of Local Public Administration Management	104
5.3	CONCLUSION	104



BIBLIOGRAPHY	106
ANNEXURE A: LETTER ACCOMPANYING QUESTIONNAIRE	112
ANNEXURE B: QUESTIONNAIRE	113



UNIVERSITY *of the*
WESTERN CAPE

CHAPTER 1

RESEARCH PROPOSAL AND RESEARCH DESIGN

“I HOLD”, said Bacon, “every man a debtor to his profession, from the which as men do of course seek to receive countenance and profit, so ought they of duty to endeavour themselves, by way of amends, to be a help and an ornament thereunto.”³

1.1 INTRODUCTION



South Africa shares with most developing countries the reality of unlimited and increasing needs and limited resources with which to address them. The local sphere of government should be seen as a critical link in the chain of delivering public goods and services to the people of South Africa. Local government can indeed be termed the delivery arm of the system of governance in South Africa. Many policies, conceived at national and provincial levels, are in fact executed at local level, either fully or in partnership with the other spheres of government or the private sector. It is for this reason that the activities of people involved in local public administration management is important in addressing the dichotomy of unlimited needs and limited resources. The continuous development of both the practitioners of local public administration

³ Francis Bacon, quoted in Carr-Saunders AM & Wilson PA *The Professions* 1964:1.

management as well as the occupation itself is therefore of importance for the ability of the overall structure of government to be successful in its attempt to deliver more and better public goods and services to as many beneficiaries as possible.

Local government is the sphere of government that is most directly involved in rendering services to communities and individuals. It is also at this sphere of government where the basic needs of people are addressed. Services like water, sanitation, waste removal and electricity have a direct influence on the quality of life that people live. In order for the occupation of local public administration management to contribute meaningfully towards rendering services of a high level, both in quantity and quality, it is important to lay down a number of preconditions. In this research report it will be argued that for local public administration management to become a profession in the full sense, it will be necessary, amongst other things:



- a) To draw well-qualified graduates from tertiary institutions;
- b) To develop practitioners in the occupation on a continual basis;
- c) To develop minimum performance standards and requisite competencies;
- d) To develop standards of ethical conduct acceptable to the community at large, and the occupation as a whole; and
- e) To continuously develop knowledge in the science of public administration as it is found in the local sphere of government.

The value of professional status cannot be over-emphasised, as it is only through adding value and prestige to an occupation that such an occupation becomes a

desirable option for people with high levels of training and experience. If it is to become a profession, the communities that local government managers serve as well as the people who practice in the field of local public administration management will reap all the benefits that such professional status will bring. Professional status could also help to provide communities with redress if those practitioners fall foul of an accepted code of conduct and ethics.

Local public administration management has become a specialised occupation for which a high degree and level of skill is required. Unlike in the past, where people with very little or even no specific skills were recruited into local government service at a young age⁴, people recruited into local public administration management at present must have some form of professional and intellectual skills and competencies. Contemporary local government renders a complex set of goods and services to communities with more diverse circumstances and needs than in the past. Managing local governments requires a new understanding of and competency in running multi-sectoral organisations in the public sector. Practitioners of local public administration management should thus have a theoretical and philosophical grounding in public administration and management.

In this research report the development of local public administration management from an occupation to a profession will be examined. Its present location, *en route* to professional status, will be determined and evaluated. Professionalisation in its broader sense, as well as how it relates to the occupation under discussion will be explored. The

⁴ Carr-Saunders AM & Wilson PA *The Professions* 1964:246.

concept of professionalism will also be examined. This will all be done within the assumption that local public administration management is a part of public administration, and thus the general debates and scientific rules applicable to public administration will be relevant to this research report. Steps will be proposed to hasten the development of local public administration management from an occupation to a profession. The tension that is inherent in the embedded exclusivity that is part of professionalisation versus the need for democratic control over public activity will be explored and ways examined in which this tension can be resolved.

1.2 MOTIVATION FOR RESEARCH

The sphere of local government in South Africa is in a continuous process of transformation from a racially based, pseudo-democratic system, to one that is developmental, non-racial and democratic. In this process it is important to clearly determine the role and function of all role players, i.e. politicians, communities and trade unions. The practitioners of the occupation of local public administration management are key role players in local government transformation. Defining and refining the role of this occupation in present day South Africa serves as the motivation for the research report.

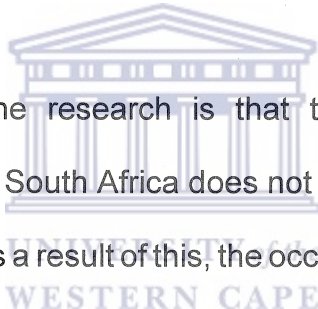
More specifically the research report is motivated by the need:

- a) To identify a path of development that will enable practitioners of local public administration management to contribute more to the development of the

- communities that they serve;
- b) To enable resources to be used in a sustainable manner through the application of scientific methods; and
 - c) To make local public administration management a desirable and sought after career for people with the requisite training and experience.

The research will be carried out by examining the requirements for designation as a profession. New requirements for maintaining a competency profile will also be proposed.

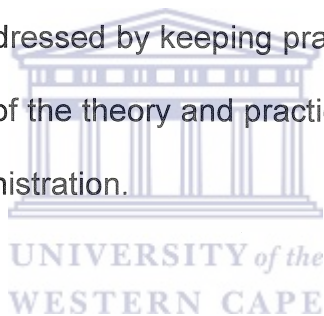
1.3 HYPOTHESES



The hypothesis underlying the research is that the occupation of local public administration management in South Africa does not at this point in time qualify to be afforded professional status. As a result of this, the occupation does not get the benefits that professional status would bring. Direct benefits that will follow professionalisation of the occupation will be, *inter alia*, better utilisation of resources by local government managers resulting in better value for money to local communities, stricter control over the ethical conduct of practitioners of the occupation, the development of best practices and the sharing of experiences by local governments. Indirect benefits such as added status, better remuneration for practitioners and attracting better qualified and skilled people to the occupation may also follow.

The research is also premised on the fact that local public administration management allowed an open admission policy for entry to the occupation between 1994 and the 2003. This was done in order to try and reverse the results of more than fifty years of the policy of statutory racial segregation and more than three hundred years of institutionalised racism in South Africa, which resulted in the limited participation of black people in the occupation up to 1994.

A further underlying premise of the research is that local public administration management can be regarded as a dynamic occupation that will need to change continuously in line with changing needs and circumstances. Also, the dichotomy of the economic principle that there are ever increasing needs that must be satisfied with limited resources, must be addressed by keeping practitioners at the cutting edge of new development in the field of the theory and practice of local public administration management and public administration.



1.4 STATEMENT OF THE PROBLEM

The problem statement can be found in the fact that even though local government managers are responsible for managing resources in an environment of increasing needs and decreasing resources, there is no national policy on experiential, academic or other requirement for entry into the occupation, other than section 56 (b) of the Systems Act, 2000⁵ that states that a person appointed as a manager directly reporting to the municipal manager must have the relevant skills and expertise for the position


⁵ *Local Government: Municipal Systems Act, 2000 (Act 32 of 2000).*

to which such person is appointed. There are also no enforceable national codes of conduct and ethics specific to local public administration managers that will ensure that practitioners adhere to a minimum standard of behaviour.

Entry-level competencies will need to be determined and ways examined to maintain an acceptable competency profile for all practitioners of local public administration management.

1.5 OBJECTIVES OF THE RESEARCH REPORT

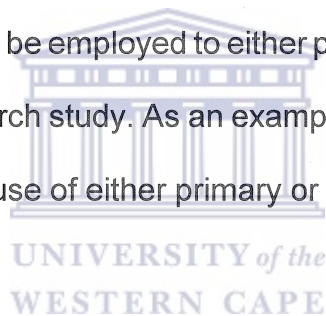
The principal objectives of the research report are:

- 
- a) To provide a working definition of public administration;
 - b) To investigate professionalism and professionalisation;
 - c) To investigate the location of the occupation of local public administration management in its development towards professionalism;
 - d) To determine what needs to be done to speed up this development;
 - e) To identify an entry level competency profile for admission to the practice of local public administration management;
 - f) To investigate the level of education and experience of municipal managers and the managers that report directly to them in category B and C municipalities in the Western Cape; and
 - g) To make recommendations that will ensure that both the occupation and the communities that it serves derive maximum benefit from the professionalisation

of the occupation.

1.6 RESEARCH DESIGN & METHODOLOGY

A research design can be described as a plan or blueprint outlining how the intended research is to be conducted⁶. The research problem provides the framework within which the research is to be carried out. Research methodology, on the other hand, focusses on the specific instruments, tools and processes to be used to obtain the information that will inform the research. The research methodology must fit into the framework set by the research design and will be informed by it. The classification of the research study, i.e. being either an empirical or non-empirical study, will determine the particular methodologies to be employed to either prove or disprove the hypotheses underlying the particular research study. As an example, an empirical research design for instance presupposes the use of either primary or secondary data collection tools.



The research design and research methodology to be utilised will attempt to make this research report more than a mere bibliographical compilation. According to Botes⁷ there is a move away from the traditional diachronic- descriptive approach to a more critical-analytical approach in the expanding *corpus* of knowledge in Public Administration.

⁶ Mouton J *How to succeed in your Master's & Doctoral Studies, A South African Guide and Resource Book* 2003:55.

⁷ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:77.

The following principles of scientific methodology, as described by Botes⁸, will form the bedrock of the research report:

- epistemological - the research report is part of the continuous search for knowledge and therefore facts, information and data will be presented as part of this search;
- taxonomic - there will be an identifiable rationale behind the way that the research report is structured in order for a logical pattern of reasoning to emerge;
- semasiological - without being pedantic, care will be taken in the research report to ensure that the standard of semantics employed ensures that the research report adds value to the *corpus* of knowledge;
- verification - as a scientific document each fact presented in the research report will be verifiable by acknowledged scientific reference techniques and from acceptable sources.

The research problem is framed in section 1.4 of this report as (1) an acknowledgement that local public administration managers play an important role of managing resources in a hostile environment due to the economic principle of increasing needs and limited resources; and (2) that notwithstanding this fact, there is no national policy on minimum standards for entry into the occupation and no enforceable codes of conduct and ethics

⁸ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:26-32.

that binds practitioners. In short, the research problem can thus be described as an absence of professionalism in the occupation of local public administration management. In order to research this problem it will be necessary to examine existing literature in the fields of public administration, local public administration management and professionalism. It will also be necessary to obtain data on the existing level of education and experience of municipal managers and the managers that report directly to them. The research design can therefore be described as an inductive, empirical, critical-analytical study.

The methodology that will be utilised in the research report will therefore consist mainly of the analysing of existing data found in the relevant literature in the fields of public administration, local public administration management and professionalism. Primary data will also be obtained through a questionnaire to be completed by the municipal manager, another senior manager or the human resource manager of the 29 Category B and C⁹ municipalities of the Western Cape Province of South Africa on the level of education and experience of municipal managers and the managers that report directly to them in these municipalities. The questionnaire is confined to the Western Cape Province as the data to be obtained will only be used as an indicator and it is assumed that the data collected in the Western Cape will be more or less inline with what is happening in the rest of the country .The data collected will indicate the occupations ability to quickly move towards professionalism due to the levels of education and experience or lack thereof.

⁹ See sections 2-3 of Local Government: Municipal Structures Act (Act no 117 of 1998) for definition of different categories of municipalities.

1.7 SIGNIFICANCE OF THE RESEARCH REPORT

The nature of the research as contained in this research report should have some impact on the definition of the role, functions and prestige of the occupation of the contemporary local public administration manager. At present there exist only limited criteria for the appointment, development, training and professional status of the local public administration manager. The repeal of the Profession of Town Clerks Act, 1988¹⁰ left a void in respect of the professional position of local public administration managers. With this research an attempt is made to clarify the position and to create a professional framework for local public administration managers that will help to clearly demarcate their position in the local sphere of government, ensure the more sustainable use of resources through continuous training and development and allow more control by the community over the actions of practitioners.

This research report will provide information that can be utilised by the Department of Provincial and Local Government (DPLG), South African Local Government Association (SALGA), Institute for Local Government Management (ILGM) and other interested organisations to establish the profession of local public administration management in South Africa.

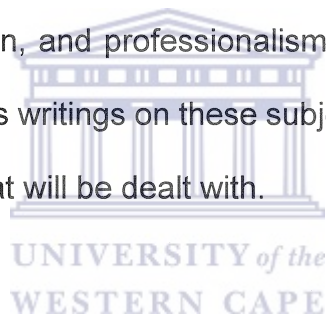
Local public administration managers occupy a special position in all local governments and have the difficult task of merging the executive tasks of government with the political aspirations of the community. Although the local public administration manager

¹⁰ *Profession of Town Clerks Act, 1988 (Act 75 of 1988).*

should not get actively involved in local politics, s/he still has the duty and power to extricate the political aspirations of the community and to define it in terms of policy and cost, and to make administrative representations to the governing council to achieve community objectives. S/he has to decide on the best way to solve a problem, has to determine which programme of action is “good” or “bad” or legally “right” or “wrong”. This requires specific knowledge, experience, proficiency and values and should be performed by a professional manager *par excellence*.

1.8 SURVEY OF RELATED LITERATURE

The research deals with two concepts, namely local public administration management as part of public administration, and professionalism and professionalisation. In the course of the research, various writings on these subjects will be consulted to provide elucidation of the concepts that will be dealt with.

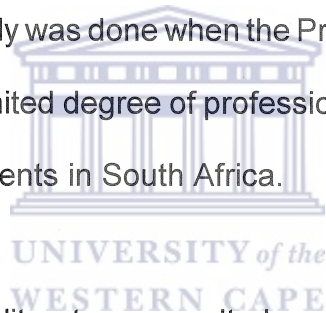


The very topical debates ranging in public administration about the *locus* and *focus* of public administration will be highlighted. In this sense literature of the “old” school of thought on public administration will be contrasted with the views of more modern writers on the subject. The sense of the researcher is that neither the “old” nor the “new” school of thought is absolutely right or absolutely wrong. However, one can take what is relevant and use it, and discard the outdated and outmoded.

There seems to exist a rather consistent view of what professionalism is and what the requirements are for designation as a profession. The menu of requirements for

designation as a profession includes having a cast of mind or self-awareness (*l'esprit des corps*); a body of knowledge; a social ideal; a code of ethics; a formal organisation; a forum that recognises outstanding leaders; a common language and licensing or certification¹¹. These views will however be tested against the modern environment, in which issues of accountability and public control over public activities are important. Various journals and newsletters¹² deal with the issues of professionalisation and how it is relevant in the governance and management of local authorities.

A search of the Nexus database of the National Research Foundation¹³ also shows that there has not been a lot of work done in the field of professionalism and professionalisation in the local government field in South Africa. In fact, there is only one study¹⁴ registered, and this study was done when the Profession of Town Clerks Act was still in force and there was a limited degree of professionalism in the administration and management of local governments in South Africa.



The information in the different literature consulted seems to support the hypotheses of the research report. Local public administration management scores poorly when tested

¹¹ See for instance Carr-Saunders AM & Wilson PA *The Professions* 1964:319, Cooper TL *Citizenship and Professionalism in Public Administration* Public Administration Review Vol 44 Special Issue March 1984:147 and Nalbandian J *Tenets of Contemporary Professionalism in Local Government* Public Administration Review Vol 50 nr 6 November/December 1990:654.

¹² I.e. Public Administration Review and Synopsis (Newsletter of the Governance Programme of the Centre for Policy Studies).

¹³ [Www.nrf.ac.za](http://www.nrf.ac.za)

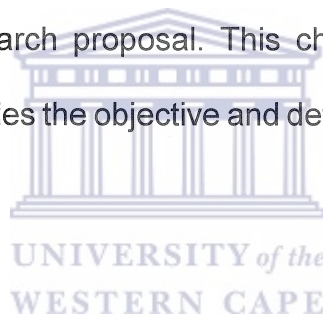
¹⁴ Mafunisa MJ *Professionalism: The Ethical Challenge for Employees of Local Authorities* 1995.

against the menu of requirements for professionalism highlighted above. This information will be used to inform the recommendations that will be made at the end of the research report.

As stated earlier, this research report deals with analytical and philosophical questions that require a normative and qualitative approach. A more comprehensive review of the available literature is therefore included throughout the research report and especially in chapters 2 and 3.

1.9 STRUCTURE OF THE REPORT

Chapter 1 contains the research proposal. This chapter highlights the underlying reasons for the research, clarifies the objective and details how the study will be carried out.



Chapter 2 examines public administration and tries to locate local public administration management in the spectrum of public administration. The chapter also attempts to examine the different theoretical positions in the discipline of public administration.

Chapter 3 looks at the questions of professionalism and professionalisation. It examines historical criteria used for designating professional status to occupations. The chapter attempts to answer the question: *"Is there maximum social gain in the professionalisation of local public administration management?"*

Chapter 4 draws upon chapters 2 and 3, and examines competency profiles of local public administration managers. It also looks at the challenge of maintaining this competency profile. The chapter also introduces a new concept, namely competency based exclusivity, into the realm of professionalism. A discussion on the motivation for the National Qualifications Framework is offered, and some of the work of the Standards Generating Body for Public Administration and Management is also discussed. The chapter is concluded with the presentation of the empirical research done on the level of education and experience of municipal managers and the managers that report directly to them in category B and C municipalities in the Western Cape.

Chapter 5 presents the summary, recommendations and conclusion, and includes recommendations that will expedite the process of professionalisation in local public administration management.



CHAPTER 2

PUBLIC ADMINISTRATION: A THEORETICAL DISCUSSION

“Public service is the service of the public good in peace or war and will be judged by this standard. Not merely lower unit costs but higher human happiness and values are the supreme ends of our national life, and by these terms this and every other system must finally be tested.”¹⁵

2.1 INTRODUCTION



UNIVERSITY of the
WESTERN CAPE

In order to understand the *locus* and *focus* of public administration in present day South Africa, it is important to understand what the term means. It is also necessary to understand where public administration, both as an academic discipline as well as an institutional activity, comes from. An analysis of the different discourses on public administration in the era leading up to and directly after the democratisation of South Africa in 1994 will be presented. This is followed by a description of local public administration, or the public administration found at the local sphere of government in South Africa.

¹⁵ President's Committee on Administrative Management, quoted in Pugh, 1989:2-3.

2.2 DEFINING EXPRESSIONS AND WORDS

To define an expression, or as the Chambers Twentieth Century Dictionary (1964:274) puts it: *“to describe (it) accurately”*, is the first step towards understanding concepts and ideas. Both the writer and the reader must share the same meaning of the word or expression, even if it is only for the purpose of the receiver (reader) receiving exactly what the sender (writer) intends him/her to receive in the communication process. Thornhill & Hanekom¹⁶ state in this regard: *“Unanimity regarding the meaning of words and concepts is necessary to prevent an arbitrary ascription of meaning to the jargon often found in the literature, with either the speaker or the writer not having clarity as to what precisely is meant by these words.”*

Botes *et al*¹⁷ on their part refer to Van Dyke, who states: *“To be useful, concepts must, of course be defined. The statement is obvious, but its implications are not. Untold years of intellectual labor have been wasted and in all probability the course of human events has in many ways been altered because of mistakes and misconceptions relating to the definition of words”*.

Bayat & Meyer¹⁸ are of the opinion that defining a subject is to determine its boundaries and to identify its essential character.

¹⁶ Thornhill C & Hanekom SX. (Eds) *The Public Sector Manager* 1995:8.

¹⁷ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:181.

¹⁸ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:4.

Botes¹⁹ states that the primary objective of science is to enhance the understanding of a subject. He in fact asserts that if science does not hold any understanding for humankind, then scientific effort is senseless. Accurately defining words and expressions is thus central to understanding them. As will be pointed out later, due to the inexact nature of social sciences, there exists ample scope for disagreement on definition. In many instances these disagreements have been elevated to positions of importance that have not done the cause of developing the theory and practice of public administration any good²⁰.

2.2.1 Public Administration

Public administration is part of what is termed the social sciences. As this branch of science is not absolute, as opposed to natural science, it is difficult to determine and define ideas, concepts and phenomena absolutely. As definitions in the social sciences are social constructs, they are always influenced by the realities of time and space. The environment within which the particular social science is studied always influences the way in which it is described and defined. Public Administration is subject to the environment as a major factor when it comes to defining Public Administration itself and the plethora of words, expressions, ideas and concepts that can be found in its

¹⁹ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:37.

²⁰ See Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:154.

discipline and practice. Bayat & Meyer²¹ state in this regard that Public Administration as a social science always changes as society makes new demands on it. It can therefore not be static, but must be dynamic and “*be in search of the truth, develop theories, explain and predict future administrative events, critically analyse history and search for new answers to old problems*”²².

There have been numerous attempts at defining Public Administration. Different words were used and different focuses led to the emphasis of different aspects of Public Administration. Some have tried to provide a definition by pointing to examples of what constitutes Public Administration²³. This clearly is not sufficient to enhance an understanding of the science as examples are not always comprehensive and can leave out critical elements of the definition. A generic definition that covers the phenomenon completely should be developed.

When drafting a definition of Public Administration, a clear delineation must be created between Public Administration as an academic discipline and public administration as an institutional activity. In order to define public administration, both parts of the coin, namely the academic discipline and the institutional activity must be incorporated to satisfy the rules or norms of definitions set by Botes²⁴.

²¹ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:11.

²² *Ibid*

²³ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:3.

²⁴ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:39.

Bayat & Meyer²⁵ accept the definition given by Fox *et al*, which reads as follows: “(Public administration is) *that system of structures and processes operating within a particular society as the environment, with the objective of facilitating the formulation of appropriate governmental policy and the effective and efficient execution of the formulated policy*”.

Botes *et al*²⁶ describe Public Administration as a melting pot of many relevant fields of study and state that public administrators must have a broad knowledge of many scientific disciplines. Bayat & Meyer²⁷ state in this regard that public administration is based on the general truths and principles provided by the basic arts and sciences such as languages and literature, philosophy, history, sociology, economics, psychology and political science. Botes *et al*²⁸ point to the following statement by Herbert Emeriti, quoted in White: “*Public administration must understand all the huge array of disciplines which enrich our complicated environment. It must know which of them are relevant to its several missions. It must understand how to co-opt the best services of each of them. It must evaluate and interpret the contribution that each ingredient can make and select the proportions of each which will form the components of the final distillate. Then it must blend these components into a new element which will often be unlike any of its*

²⁵ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:4.

²⁶ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:153.

²⁷ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:7.

²⁸ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:153.

parts and the resultant will have to be a product so pure, and so clear, and so simple that it will not tarnish or melt under the most brilliant light and heat of public inspection. The chemist who performs these miracles is the public administrator, and I repeat that his task is one that calls for nothing short of extraordinary talents, virtues and devotions”.

Four broad approaches can be identified in defining the process of administration²⁹. The four approaches are the comprehensive or all-inclusive approach, the structural-functional approach, the public management approach and the generic approach.

a) The Comprehensive or All-inclusive Approach:

Exponents of the comprehensive or all-inclusive approach argue that administration includes all the activities of an institution, regardless of level, dimension or scope.

Criticism of the approach is centred on the fact that the theoretical propositions of the exponents of this group are usually indistinct, generalized and un-systematic. This approach also fails to distinguish between administration and other organisational elements like tradition, policies, culture, etcetera.

²⁹ See Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992: 180-188.

b) The Structural-Functional Approach:

The structural-functional approach holds that administration is functionally restricted to clerical activities that can be distinguished from technical/professional activities. The type of activities referred to are usually those such as filing, typing, correspondence, office routine and invoicing

The criticism levelled at this approach centres on its narrow-mindedness and its restricted applications. This view is also contrary to the etymological origin of the word administration, which is deduced from the Latin *ad* (to) + *ministrare* (serve) = to serve³⁰.

c) The Public Management Approach:

Proponents of the public management approach attempt to introduce the semantics and principles of business dynamics into the teaching and practising of public administration. In fact they do not even refer to public administration, but replaces it with a term called public management. The underlying reason for this approach is the insistence of exponents thereof that large public institutions function like businesses and can only be managed successfully if they show a profit. They seem to be oblivious of the fact that public and private enterprises are different from each other due to their different focuses. Whereas public institutions exist to serve and render services, private businesses' reason for existence is to make a profit. This approach also seems not to

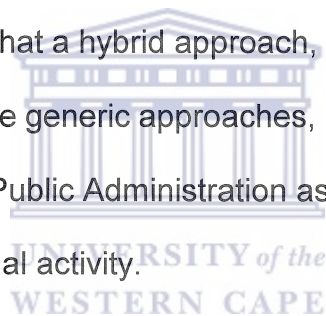
³⁰ See Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:182.

be cognisant of the fact that even in business and the private sector there are positive as well as negative aspects. A more proper approach would be to use what is good in business management and apply this in public administration.

d) The Generic Approach:

The generic approach is based on the understanding that identifiable and definable generic administrative processes found in one public institution should also occur in all other public institutions. It emphasizes the commonalities rather than the distinguishing characteristics in the scientific study of specific institutions.

The researcher is of the view that a hybrid approach, combining the best attributes of the public management and the generic approaches, is the correct approach to follow in the study of the science of Public Administration as well as in the practice of public administration as an institutional activity.



Taking the above in consideration, it is important to start a definition of public administration by looking at the etymological origin of the word administration as described earlier in this section. A definition of public administration must thus have the notion of service as a central tenet. For the purpose of this research report the following definition of public administration can be proposed:

Public administration as an activity is the system and processes that encompasses coordinated activities of people involved in public institutions aimed at developing and implementing public policy in order to render public services and goods in different geo-dimensions (national, provincial and local) and within different environments (physical, social, economic and political). As an academic discipline, Public Administration is concerned with the study of the knowledge, skills, competencies, values and environments that underpins this development and implementation of public policy aimed at the rendering of public goods and services.

2.2.2 Local Public Administration Management

The public management and generic approaches to public administration informs the definition of public administration provided in the previous section. This definition also covers public administration as it is found in the local sphere of government in South Africa. This research report is concerned with the activities and place of practitioners of management in the local sphere of government in South Africa. A definition of the concept management should thus be provided. This definition should however be framed within the context that the relationship between public administration and local public administration management is a hierarchical one in which local public administration management is but a part of public administration and thus not a parallel science or activity. In following the generic approach³¹, a definition of management should be developed, and this definition, as it should not be concerned with the

³¹ See Para 2.2.1

functional uniqueness of where the particular manager is located, should then inform the definition of local government.

Human beings are social beings and therefore throughout their lifetime belong to various organisations. This list, which is by no means exhaustive, includes schools, churches, sport clubs, businesses and political parties. The reason for the existence of organisations is that people have common interests that can be more effectively achieved by working together. This then implies that people interact with other people in organisations with the sole intention of reaching the goals and objectives of the particular organisation.

Furthermore, reaching goals and objectives implies that certain resources will have to be utilised. There thus exist a need to provide leadership and co-ordination to ensure that the activities carried out to achieve the goals and objectives of the organisation are carried out in an effective and efficient manner. Management exists due to the fact that people form organisations and those organisations need leadership and co-ordination in order to reach their goals and objectives in an efficient and effective manner. As with public administration there are various different definitions of management. Pretorius *et al*³² refer to the definitions provided by six authors, namely:

Pollett: Management is the art of getting things done through people.

³² Pretorius LA, Swanepoel FA & Visser GM. *'n Inleiding tot Bestuur*. 1986:2-3.

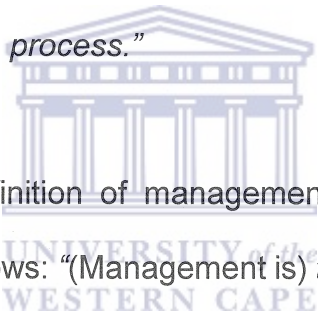
Reynders: (Management is) *the task performed by someone in charge of activities of others and includes the taking of decisions and steps to reach certain objectives.*

Brech: *Management is a process to provide order and get work done.*

Massie: *Management is a process through which a group that work together direct action to common goals.*

Stoner: *Management is the process of planning, organising and controlling the efforts of organisational members and the use of other organisational resources in order to achieve stated organisational goals.*

Vegter: *Management is a process.”*



Fox & Meyer³³ provide a definition of management from a public administration perspective. They state as follows: *“(Management is) that part of public administration where a person who, within the general, political, social, economic, technological and cultural environments, and the specific environment of suppliers, competitors, regulators and consumers, is charged with certain functions, such as policy making, planning organising, leading, control and evaluation; makes use of certain skills such as decision-making, communication, change management, managing conflict and negotiation skills; is able to perform certain applications, such as policy analysis, strategic management and organisational development; and is able to utilise certain managerial aids, such as computer technology, information management and other*

³³ Fox W & Meyer IH *Public Administration Dictionary* 1995:

techniques.”

Taking the above into consideration, the following generic definition of management can be formulated:

Management as the dynamic part of public administration refers to the activities of people in leadership aimed at utilising internal and external resources to efficiently and effectively reach the goals and objectives of the organisation.

For the purpose of this research report it is necessary to utilise the definition provided above and make it practical in local public administration. It is clear that simply using the above definition of management and transposing it onto local government, without adapting it to the particular environment of local government, can lead to confusion.



Public administration is located in a particular environment that at some point overlaps with the political environment. The same holds true for local public administration. This research is aimed at the local public administration managers who are found at this interface between politics and administration. It is in other words those local public administration managers that have direct interaction with the political leadership. In a practical sense, a local public administration manager for the purpose of this research report refers to a person employed in a local government as a manager and who is at the interface with the political leadership of the local government. The focus of this research report will therefore be on those people who are in a position to directly

influence policy formulation and policy implementation, who represent their municipality internally and externally, who are directly involved in ensuring the sustainability of their municipality, who are in a position to appoint personnel and have control over budgets.

2.3 THE EVOLUTION OF LOCAL GOVERNMENT

A definition of public administration is proposed above, which, *inter alia*, makes reference to the different geographic dimensions that public administration is found in. If the rules and norms for definitions set by Botes³⁴ are followed, it becomes obvious that one cannot have a different definition of public administration as it occurs at the various levels, or spheres, of governance, but the definition used should cover the phenomenon at all levels. The definition should have a generic application, or as Botes *et al*³⁵ state, should not be concerned with exclusive functional uniqueness. The general definition of public administration should also be the definition of public administration as it occurs at the local sphere. There is however a need for the peculiarities of local public administration, as part of public administration, to be highlighted and discussed. In order to facilitate this, a discussion of the special *locus* of local government in the system of governance in South Africa will now be presented.

³⁴ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:39.

³⁵ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:183.

The new constitutional order in South Africa, signalled by the adoption of the fourth constitution in the history of South Africa³⁶, called the interim constitution brought a profound change in the role and status of local government in South Africa³⁷. Up to this point, local governments existed only through legislation from levels of government higher in the government hierarchy (provincial and national government)³⁸. This constitution and the one following it³⁹ removes the sharply defined hierarchical nature of the system of government and replaces it with a system of interacting spheres of government that are supposedly equal. The word “supposedly” is used advisedly, as there still exists some measure of hierarchical content in the system of government. An example of this is the differentiated weight attached to the legislation passed at the different spheres of government. This means that legislation passed at the national sphere will have preference over legislation passed at the provincial and local spheres.

The 1996 Constitution does, however, entrench the existence and status of local government. Section 156 of the 1996 Constitution states that national and provincial government are not allowed to impede local government in the execution of its constitutional mandate. Local governments are thus free to manage their affairs without undue influence from the other spheres of government. National and provincial governments, however, have a supervisory role to fulfil. This is to ensure that local governments do indeed live up to their constitutional mandate and ensure that all

³⁶ *Constitution of the Republic of South Africa*, 1993 (Act 200 of 1993).

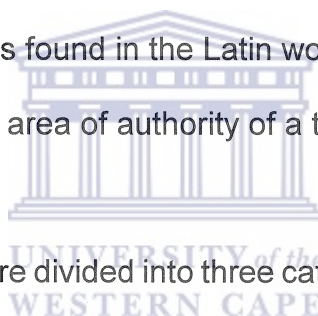
³⁷ See Craythorne DL *Municipal Administration: A Handbook* 1997:4.

³⁸ See Thornhill C & Hanekom SX (Eds) *The Public Sector Manager* 1995:211.

³⁹ *Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996).

people, whether they live in a rural village or in a big city, experience the advantages of being serviced by a local government.

But where does the system of local government come from? The answer to this question lies in the development of villages, towns and cities. These settlements develop when people start living together with the purpose of collective protection and production⁴⁰. Geographic and climatological characteristics of an area make it attractive and suitable for human habitation. Characteristics such as adequate rainfall, navigable rivers, protective mountain ranges and availability of minerals were traditionally what attracted people to areas. When people live together there is usually a need for some form of government. This government would be called a municipality. The etymological base of the word municipality is found in the Latin word *municipalis*, which refers to a *municipium* or the subordinate area of authority of a town⁴¹.



Municipalities in South Africa are divided into three categories. These are metropolitan (category A), local (category B) and district (category C) municipalities⁴². Metropolitan municipalities are found in the largest urban centres of the country. Local municipalities can be found in secondary cities and rural towns outside of the metropolitan municipalities. District municipalities are regional bodies that have in their area of jurisdiction local municipalities and district management areas (areas that have neither category A nor B municipalities). The 1996 Constitution (section 151) states that the

⁴⁰ See Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:100.

⁴¹ *Ibid*

⁴² See Local Government: Municipal Structures Act (Act 117 of 1998).

whole geographic area of the country must be part of either a category A, B or C municipality. One or the other category of municipality thus represents all people in South Africa. Local government is part of the overall system of governance. One can therefore deduce that if the majority of people are satisfied with the way that their interests are catered for by their municipalities, it will help to create a sense of satisfaction with government as a whole⁴³ (Thornhill & Hanekom, 1995:213).

In broad terms, local government in South Africa, shares the generic functions of governments everywhere. Craythorne⁴⁴ (1997:8) identifies two functions of local government, i.e. to govern, or to exercise authority and wield power, and to represent, or to speak for others. All activities of local government fall in one or the other of these two functions. He compares local government to a polished diamond, consisting of a number of different aspects or “*dimensions*”. He identifies seven dimensions of local government, namely the statutory, legal, political, social, economic, administrative and service provision dimensions. This view of local government as consisting of a range of dimensions is consistent with the definition of public administration proposed in section 2.1 of this research report, which states that public administration takes place in different environments.

Local governments differ from other public institutions at provincial and national level, in that they are general-purpose institutions as opposed to special-purpose

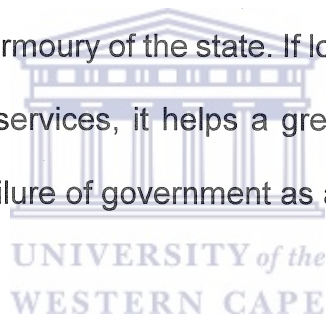
⁴³ Thornhill C & Hanekom SX (Eds) *The Public Sector Manager* 1995:213.

⁴⁴ Craythorne DL *Municipal Administration: A Handbook* 1997:8.

institutions⁴⁵. This requires elected officials and local public administration managers to be proficient in a wide range of disciplines in order to manage its varied affairs.

The new constitutional order, heralded in by the 1996 constitution, requires from local governments to be more than the mere providers of services like water reticulation, refuse removal, sewage disposal, etcetera. The 1996 constitution places an emphasis on social and economic development and mandates local governments to be active agents for development and growth in their areas of jurisdiction.

It is evident that local government forms part of the overall system of governance in South Africa. The functions that are constitutionally assigned to local government make it an important weapon in the armoury of the state. If local government is successful in delivery of public goods and services, it helps a great deal with the perceptions of people as to the success or failure of government as a whole.



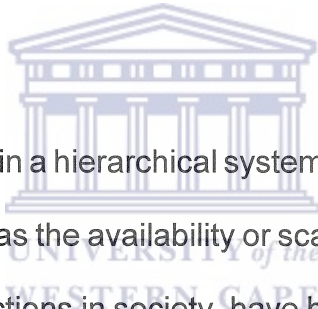
⁴⁵ Thornhill C & Hanekom SX (Eds) *The Public Sector Manager* 1995:213.

CHAPTER 3

PROFESSIONALISM AND PROFESSIONALISATION

“It is a truism that the success of any future political dispensation in South Africa will hinge not only on the political leadership and management of its political office-bearers, but equally on the professionalism, commitment and dedication to public service of its cadre of middle- and senior-level public managers.”⁴⁶

3.1 INTRODUCTION



The classification of labour in a hierarchical system based on the relative cost of the service rendered, as well as the availability or scarcity of the skills and knowledge required to perform certain functions in society, have been part of human life for a long time. Carr-Saunders & Wilson⁴⁷ refer to “a great movement of association” that swept like a wave over the cities of Europe in the eleventh century. They state that this movement not only included what is historically thought of as the ancient professions, or what Addison termed “the three professions of divinity, law and physics”. They assert in this regard as follows: “The clergy, regular and secular, of all grades; the legal, medical and teaching professions; the merchant, the shopkeeper and the craftsman; the

⁴⁶ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:376.

⁴⁷ Carr-Saunders AM & Wilson PA *The Professions* 1964:289.

persecuted alien and the despised water-bearer, were all entrenched behind the bulwarks of professional association.”

Pugh⁴⁸ quotes Mosher who states that the first third of the 20th century was a period in which occupations that today are recognised as professions asserted their claims to be recognised as such. These are the modern professions which include: “*accounting, business administration, city planning, forestry, engineering, foreign service, journalism, nursing, optometry, public health, social work, teaching, and many others*”.

3.2 DEFINING PROFESSIONALISM

The value of defining concepts in order to facilitate discussion about them is highlighted in paragraph 2.2 of this research report. The same rationale applies for analysing the tenets of professionalism and professionalisation.



Professionalism is often defined by referring to the characteristics that an occupation is required to exhibit in order to be recognised as a profession. The Concise Oxford Dictionary⁴⁹ proffers the following definition: “*A vocation or calling, esp. one that involves some branch of advanced learning or science.*”

⁴⁸ Pugh DL *Professionalism in Public Administration: Problems, Perspectives and the Role of ASPA*. Public Administration Review Vol 49 nr 1. January/February 1989:2.

⁴⁹ Allen RE *The Concise Oxford Dictionary of Current English* 1990:952.

Fox & Meyer⁵⁰ have a somewhat cynical view of professionalism and define it as follows: “Reliance on a nucleus of mutually shared values and acknowledged proficiency and expertise which are characteristics of the members of a profession; the tendency for public organisations to come under the domination of a single profession that sets itself up as an elite class within the agency in order to control employment standards, administrative policy, and the methods of work; an informal strategy for creating employee conformity to agency policy by recruiting personnel from the ranks of a single profession.”

Carr-Saunders & Wilson⁵¹ identify five dimensions to professionalism. These are the constitutional, the educational, the economic, the ethical and the relationship between professions and the public, which will be forthwith analysed.

Constitutional



The constitutional dimension, which can also be termed the statutory dimension, describes the external and internal relations of a profession. The external relations deal with the interaction between practitioners and the rest of society. It describes the fact that even though professionalism pre-supposes a spontaneous association of practitioners of the profession, it requires regulative intervention from the state to provide some form of monopoly. The internal relations deal with the interaction between practitioners themselves, and are usually contained in the constitution of the

⁵⁰ Fox W & Meyer IH *Public Administration Dictionary* 1995:102-103.


⁵¹ Carr-Saunders AM & Wilson PA *The Professions* 1964:319.

professional association.

Educational

The educational dimension refers to the fact that professions are underpinned by a scientific body of knowledge. The relationship between professions and educational institutions are thus a given. There needs to be interaction between the profession and the academic fraternity, to ensure that practitioners have access to the latest developments in research, and to ensure that academics are aware of the real world in which the science to which they contribute is practised.

Economic

The logo of the University of the Western Cape, featuring a classical building facade with columns and a pediment, with the text 'UNIVERSITY of the WESTERN CAPE' below it.

Professionalism has an impact on the economic environment, in that the work that professionals do either directly or indirectly has economic consequences. Professional associations differ from trade unions in that in the case of the latter, their primary reason for existence is for the protection of their members. The protective motive is also evident in many professional associations, but is not, or should not be, the only or most important element. On the contrary, professional associations should be more focussed on the development of the profession through the development and refinement of professional and scientific knowledge and techniques, and the protection of the profession itself and the clients that it serve through developing and enforcing ethical codes and codes of conduct.

Ethical

The ethical dimension has both an internal and external focus. Internally it ensures that the good name of the profession is guarded by dealing with members of the profession that transgresses the rules of the profession. Externally it ensures that the public is protected against abuse of power or trust by professionals. Due to the exclusive nature of professional bodies, it is conceivable that professions can develop into what is commonly known as an “old boys club”, where peers protect each other against complaints by members of the public. The challenge for all professions is to ensure that they have procedures and processes in place to protect the profession against practitioners that do not remain within the agreed upon boundaries of professional conduct, and, perhaps more importantly, to ensure that practitioners do not do anything in their professional or personal conduct that harms the interest of individuals, groups or the entire community.



Relationship with the public

Professionals are in service to the community and will therefore always be in a relationship with them. Even though one of the hallmarks of professionalism is independence, they still operate in an environment in which the people they serve are to some extent the arbiters of the profession. One way of doing this might be to involve ordinary members of the public to serve with politicians and practitioners in a professional council that might be established to control the profession.

3.3 REQUIREMENTS FOR PROFESSIONAL STATUS

Cooper⁵² asserts that public administration differs from other professions or potential professions. He states that it is fruitless to identify an ideal type of professionalism with which to compare public administration. What complicates matters for the public administrator is that s/he operates in a highly charged political environment in which the rights, duties and obligations of the ordinary citizen more often than not result in significant tension with the elected representatives and those that advise them. Unlike other professionals, those who are involved in public administration cannot claim independence from the opinions and views of the public. Contemporary South Africa makes a pertinent question relevant, namely, should public administrators emphasise efficiency and neutral competence, or representivity and political responsiveness? The history of the country, relating to the exclusion of the majority of citizens from quality public services, coupled with the globalised world with its neo-liberal insistence on a diminished role for government, points in a certain direction, namely the emphasis on efficiency and neutral competence. Heller⁵³ refers to this South African reality, and states *"In this climate, the temptation is to emphasise product over process, and this is precisely the allure of the technocratic vision"*. The answer however, lies in the etymology of the word administration as referred to earlier in this research report,

⁵² Cooper TL *Citizenship and Professionalism in Public Administration* Public Administration Review Vol 44 Special Issue March 1984:147.

⁵³ Heller P *Technocratic Creep' Threatens Local Government Reform* Synopsis Vol 4 no 2 June 2000.

namely the Latin words *ad* (to) and *ministrare* (serve)⁵⁴ (Botes *et al*, 1992:182). A public administration profession should have service, and therefore the notions of representivity and responsiveness as its core, but cannot survive without efficiency and some form of neutral competence as intrinsic to its existence.

Nalbandian⁵⁵ criticises the myth that modern professional local public administration managers are just concerned with the implementation of other people's policies. He argues strongly that modern public administration is challenging the public administration orthodoxy based on the politics/administration dichotomy. He is of the opinion that the dynamic political and economic urban environments necessitates this challenge and states as follows: "*Today the idea of the local government professional as a formally insulated administrative expert whose policy involvement is limited to advising a governing body has given way to the role of broker and negotiator of community interests and a builder of policy consensus. In short, contemporary managers are involved in community politics even though they avoid involvement in electoral processes.*"

Despite this seeming dichotomy, namely that public administration, even though it is vying for professional status, is not independent from, and in fact is subject to the views of the public, the generic test for professional status must also be passed by public

⁵⁴ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:182.

⁵⁵ Nalbandian J *Tenets of Contemporary Professionalism in Local Government* *Public Administration Review* Vol 50 nr 6 November/December 1990:654.

administration, and therefore also by local public administration⁵⁶.

Various authors have identified a menu of characteristics that indicates an occupation's legitimacy in claiming professional status. Pugh⁵⁷ lists six characteristics or traits that denotes a profession, namely (1) a cast of mind or self-awareness (*esprit de corps*); (2) a body of knowledge; (3) a social ideal; (4) a code of ethics; (5) a formal organisation; and (6) a forum that recognises outstanding leaders. Huxhold⁵⁸ (2000: slide 8) adds two other traits to the list, namely a common language and licensing or certification.

3.3.1 *L' Esprit De Corps*

The question that must be answered here is whether local public administration managers have a sense of themselves belonging to a special group. It is also stated in section 3.3.4 of this research report that the majority of local public administration management practitioners are not members of the Institute for Local Government Management (ILGM). From my own experience and discussions with local public administration management practitioners as well as local politicians, there does not seem to exist a feeling of belonging or *esprit de corps* amongst local public administration managers in the current period. This view is also supported by the

⁵⁶ Refer to the definition of public administration in Chapter 2.

⁵⁷ Pugh DL *Professionalism in Public Administration: Problems, Perspectives and the Role of ASPA*. Public Administration Review Vol 49 nr 1. January/February 1989:1.

⁵⁸ Huxhold WE *Certifying GIS Professionals* 2000:slide 8.

debates in the Provincial Advisory Forum Technical Group (PAFTECH)⁵⁹.

Admittedly, local public administration managers did experience a limited degree of professionalism when the Profession of Town Clerks Act, 1988 was enacted. The scope of this act was however limited to people occupying the position of Town Clerk. In terms of this act a person could only be appointed to the position of Town Clerk if s/he held membership of the Institute of Town Clerks (ITC).

The above-mentioned act did not go the full route towards creating a profession of local public administration managers. Instead it took a very small group of people involved in local public administration and elevated them above their peers. The Act did however create entry-level requirements to be appointed as Town Clerk such as the possession of a post-matric qualification and registration with a Professional Council.

The position of Town Clerk was relatively sought after, and thought of as prestigious. Consequently, people who held this position felt themselves part of a select group. The fact that the vast majority of people who belonged to this exclusive group were white, mostly Afrikaans-speaking males, helped with creating a sense of belonging.

⁵⁹ PAFTECH is the technical support group, consisting of the municipal managers and senior officials from the provincial department of local government, that advises the Western Cape provincial minister of local government on matters of transformation.

3.3.2 A Body of Knowledge

The question of a body of knowledge is closely related to the question as to whether Public Administration is an occupational science or not. A recognised body of empirical and independent scientific knowledge must, as outlined earlier, underpin a profession. There is an ongoing debate as to whether Public Administration is a science or not. This debate is punctuated by the fact that it is not only fuelled by people from outside the ranks of scholars of Public Administration, but also from those within its ranks.

Botes⁶⁰ defines science as: *“A corpus of verified theories, postulates and propositions”*. He goes further and argues that a science usually consists of a series of theories. The question then arises: What is a theory? Botes⁶¹ provides the answer to this question as follows: *“A theory is a conceptualised finding about particular manifestations and phenomena and is based on theorems, axioms and paradigms.”* He also makes a very interesting observation relating to the interaction between science and knowledge. It is the tremendous curiosity and inquisitiveness of humankind that drives the development of science. He quotes⁶² Aristotle who stated: *“All men by nature desire to know. An indication of this is the delight we take in our senses; for even apart from their usefulness, they are loved for themselves; and above all others, the sense of sight.”*

⁶⁰ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:25.

⁶¹ *Ibid*

⁶² Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:10.

It is often alleged that science is knowledge, but it is a fact that all knowledge is not necessarily science⁶³. What differentiates scientific knowledge from other knowledge is the fact that scientific knowledge is obtained through a systematic process that aims to describe, explain and predict phenomena based on a method, the scientific method that searches for the truth through verification and experimentation.

There can be no doubt that there is a definite body of knowledge that exist in public administration. Ever since the paper by Woodrow Wilson, *The Study of Administration*, appeared in the Political Science Quarterly in June 1887⁶⁴, numerous books, journals and articles were written in the field of Public Administration. The question is, does this body of knowledge conform to the standard for scientific knowledge? Alternatively, does the work done in the field of Public Administration describe, explain and predict phenomena through a process of verification and experimentation The answer to this question is an unmitigated yes, as described by, amongst others, Bayat & Meyer and Pugh⁶⁵.



⁶³ See Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:26.

⁶⁴ Widely acknowledged as the advent of the science of Public Administration.

⁶⁵ See Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:6-7 and Pugh DL *Professionalism in Public Administration: Problems, Perspectives and the Role of ASPA*. *Public Administration Review* Vol 49 nr 1. January/February 1989:2.

3.3.3 A Social Ideal

There seems to exist a social ideal for local public administration managers. In fact this social ideal is codified in the 1996 Constitution. The Constitution *supra*, in section 195 (1) lists nine principles that public administration, including the local sphere of government, must be governed by. These are:

- a) A high standard of professional ethics;
- b) Efficient, economic and effective use of resources;
- c) Must be development oriented;
- d) Must provide services impartially, fairly, equitably and without bias;
- e) Must respond to people's needs and encourage public participation in policy-making;
- f) Be accountable;
- g) Foster transparency by providing the public with timely, accessible and accurate information;
- h) Cultivate good human resource management and career development practices to maximise human potential; and
- i) Must be broadly representative of the South African people.



This national social ideal must be made practical by the professional organisation that

should be established to represent local public administration management. The social ideal should be closely related to the etymological origin of the word administration as described in section 2.2.1 of this research report. The common ideal of local public administration managers should be to be in service of communities and that helps to build the different localities that local governments represent. In other words to assist in the social and economic development of the country as a whole.

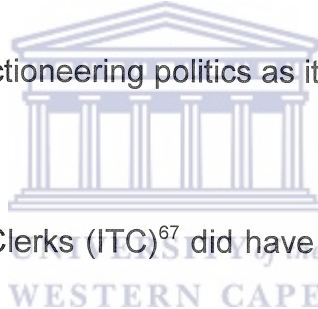
3.3.4 A Code of Ethics

A generally accepted code of ethics for a specific group is essential in the make-up of a profession. Professions are powerful groups of people in society. Sometimes there is a need to protect the public, and sometimes also the profession itself, from the actions of members of the profession. The existence of an enforceable code of ethics provides the clients of any profession as well as the profession itself with recourse should a practitioner cross the border of acceptable behaviour.

A code of ethics for local public administration managers should be cognisant of the environment in which local public administration managers find themselves. The code should serve as a guide to members in relation to what is right and wrong, and what constitutes acceptable and unacceptable behaviour. Due to the dynamic nature of the occupation, it is difficult to develop a code of conduct that can be used as a blueprint

for every conceivable situation that a manager can find him/herself in. A broad code of ethics that deals with matters of principle might be the answer.

The code of ethics should contain a section that deals with the practitioner's personal behaviour, his/her commitment to the occupation, his/her interaction with the political leadership as well as his/her interaction with the community. The personal qualities that should be required of practitioners should include honesty, propriety, integrity, objectivity, independence, impartiality, respect for privacy, competence, loyalty and duty of care⁶⁶. The code should bind the practitioner to respect for the rule of law, the doctrine of political supremacy, a commitment to serving the community and preclusion from active participation in electioneering politics as it relates to local government.



The former Institute of Town Clerks (ITC)⁶⁷ did have a Code of Conduct, but as this organisation was only for Town Clerks and not for managers at all levels in local government, the scope of the Code of Conduct was limited to this group only. The current representative body for local public administration managers, the Institute for Local Government Management (ILGM) also has a Code of Conduct. This organisation does not however enjoy statutory protection and membership thereof is totally voluntary.

⁶⁶ See www.ilgm.co.za and www.icma.org The ILGM and LGMA are the professional local public administration management institutes in South Africa and the United States of America respectively.

⁶⁷ The ITC is a predecessor of the ILGM.

Its Code of Conduct therefore only applies to its membership, which does not include the majority of local public administration managers⁶⁸. There is thus no enforceable code of conduct for local public administration managers at present.

3.3.5 A Formal Organisation

At present there are numerous institutes and organisations that represent or purport to represent the professional interests of local public administration managers. These include the Institute for Local Government Management (ILGM), Institute for Municipal Finance Officials (IMFO), Institute for Municipal Administration of Southern Africa (IMASA), Institute for Municipal Personnel Practitioners of South Africa (IMP), Institute of Topographical and Engineering Surveyors of South Africa (ITESSA), Professional and Technical Surveyor (PLATO), Institute for Municipal Police & Traffic Officers, South African Fire Services Institute, Disaster Management Institute South Africa, Institute for Municipal Engineers of South Africa (IMESA) and Institute of Environment and Recreation Management (Africa) (IORB). These organisations are all, except for the ILGM, based on the primary occupation/profession that officials perform as local public administration managers. The fact that local governments are multi-purpose institutions that make use of the professional abilities of people from diverse professional

⁶⁸ According to www.ilgm.co.za membership of the ILGM is around 800, whereas the 283 municipalities in South Africa have on average 20 managers each in their employ, thus more than 5000 local public administration managers country-wide.

backgrounds highlights the need for either a professional organisation that consists of two layers or chambers or to have independent organisations catering for the primary professions and a separate organisation catering for all local public administration managers⁶⁹. In the first example, the multi-layered organisation, the primary or lower layer should cater for the primary profession that an official belongs to, for instance a chamber for municipal engineers. The secondary, or higher layer, should cater for all local public administration managers as defined in paragraph 2.2.2 of this research report. Alternatively practitioners will have to have membership of at least two professional organisations if the second option is followed.

3.3.6 A Forum That Recognises Outstanding Leaders



No such forum exists at present in local public administration. The value of a forum which recognises outstanding leaders is that it would create members of the profession that aspiring and even practising members can look up to. An example of such a forum is the institution whereby senior members of the advocates profession is designated as senior counsel based on a set of criteria. It is probably the desire of most advocates to be elevated to the rank of senior counsel, and also one of the means by which success in their chosen profession can be measured.

⁶⁹ See Para 4.2

3.4 PROFESSIONALISATION: A PROCESS

Occupations can be placed on a continuum, indicating their systemic development as occupations. This continuum is evidence of a hierarchy in which professions find themselves. This hierarchy consist of three basic types of occupations, namely:

- a) Those that exhibit no professional characteristics, in other words do not require special skills and specialised and scientific training and education, and can therefore be performed by all who wish to do so;
- b) Those that exhibit some characteristics of a profession; and
- c) Those that exhibit all the characteristics of a profession, in other words have a measure of *esprit de corps* amongst those practising it, are based on a body of scientific knowledge, share a social ideal, have an enforceable code of ethics, are organised into a formal organisation and have a forum recognising outstanding leaders.

The positions of occupations on this continuum is not fixed, but is dynamic and changes as the environment that these occupations find themselves forces them to change and either adopt or remove professional characteristics. This research report indicates that local public administration can be placed in the second group of occupations, namely the group that exhibits some characteristics of a profession. The question thus is what

must be done for local public administration to complete its development from mere occupation to fully fledged profession. Besides fulfilling the requirements described in sections 3.3.1- 3.3.6 above, a process of certification and the statutory protection of the occupation will have to be implemented.

3.4.1 Certification and Accreditation

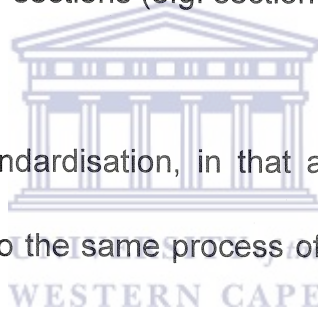
Certification can be described as the process through which and by which a prospective practitioner can be evaluated and allowed as a member of a profession, on condition that the person displays the necessary skill and conforms to the competency profile required to enter the profession. Certification should focus on explicit, measurable outcomes that require prospective practitioners to demonstrate competency and mastery of a body of knowledge through an examination or peer evaluation process. Accreditation on the other hand refers to the confirmation by a competent body that an individual does conform to the competency profile required to practice in a specific profession.

Brush⁷⁰ refers to Schuckman who stated as follows: "*Certification is a program, which usually involves one's peers in a professional association or society attesting to an individual's competence in an area of specialty. Generally speaking, certification is*

⁷⁰ Brush TW *An Analysis of the Necessity for a GIS Certification* 2001.

usually voluntary, but it enhances an individual's professional credentials.”

The process of certification, or the evaluation and confirmation of the ability by individuals to master the body of knowledge of a profession and perform the functions specific to that profession, holds various advantages. It helps to define the profession, by demarcating the knowledge and skills required to practice in the profession. The only fair way to ensure that only those who exhibit a particular competency profile, or have mastered certain skills and a scientific body of knowledge, practice in the profession is through a process of accreditation. This is also the basis for competency-based exclusivity as described in later sections (e.g. section 4.3) of this research report.



Certification also ensures standardisation, in that all prospective members of the profession will have to undergo the same process of accreditation. This can help to guarantee a high standard of skills in the profession, ensuring that communities benefit from these available skills. This however only deals with entry into the profession, and does not regulate or ensure standardisation of performance once in practice.

For certification to be effective it is necessary to be prescribed by law, in other words prospective local public administration managers will have to be forced by national legislation to undergo the certification process in order to practice in the profession.

Brush⁷¹ refers to Obermeyer who cites the example of the American Medical Association's (AMA) requirement that all doctors be licensed by the state, as well as have a medical degree that has resulted in the AMA being one of the most successful organizations in the United States *vis-à-vis* the American Institute of Certified Planners (AICP) that has declared that certification of its members is voluntary resulting in few becoming licensed.

In order for certification to be successful it should also contain an element of re-certification. Public Administration is a dynamic and developing science that requires constant and regular updating of skills and knowledge. Practitioners will thus have to undergo regular education and training after being initially certified in order to maintain their certification as a local public administration manager.



All processes of certification and accreditation should also conform to the statutory framework set by the South African Qualifications Authority Act, 1995⁷². The Act introduces the South African Qualifications Authority (SAQA) and the National Qualifications Framework (NQF). The NQF can be described as the set of principles and guidelines that are employed to ensure that the skills, knowledge and competencies of learners, obtained through formal and informal study, as well as experience and

⁷¹ Brush TW *An Analysis of the Necessity for a GIS Certification* 2001.

⁷² South African Qualifications Authority Act (Act 58 of 1995)

exposure, are recorded to enable national bench-marking and recognition. The ultimate aim of the National Qualifications Framework is to encourage people to set sail on a course of lifelong learning that will enrich the South African economy with the skills necessary to be competitive in the global economic environment.

The SAQA Act determines the objectives of the NQF as follows:

- a) To create an integrated national framework for learning achievements;
- b) Facilitate access to, and mobility and progression within education, training and career paths;
- c) Enhance the quality of education and training;
- d) Accelerate the redress of past unfair discrimination in education, training and employment opportunities; and
- e) Contribute to the full personal development of each learner and the social and economic development of the nation at large.



One of the features of the NQF is its emphasis on learning outcomes⁷³. This is a move away from the previous system of education in South Africa that discriminated on the basis of race in respect of resources that were made available to different educational institutions. This unequal distribution of resources resulted in a perception that certain


⁷³

www.saqa.org.za

institution delivered quality while others did not. A further result of this was that the employment market went out looking for graduates from certain institutions and discarded those from other institutions. The previous system also did not acknowledge the fact that sites of learning are not only confined to the formal sector.

The NQF uses another mechanism, known as the Critical Outcomes, as a means of obtaining cohesion and ensuring that the qualities identified in the NQF, regardless of the field of study, are developed in learners throughout the whole educational system.

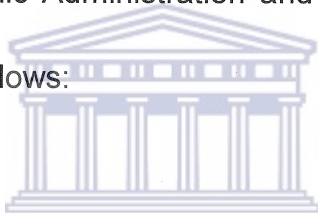
The Critical Outcomes are identified as follows:

- 
- a) Identify and solve problems in which responses display decisions using critical and creative thinking have been made;
 - b) Work effectively with others as a member of a team, group, organisation or community;
 - c) Organise and manage oneself and ones activities responsibly and effectively;
 - d) Collect, analyse, organise and critically evaluate information;
 - e) Communicate effectively using visual, mathematical and/or language skill in the modes of oral and/or written presentation;
 - f) Use science and technology effectively and critically, showing responsibility towards the environment and health of others; and
 - g) Demonstrate an understanding of the world as a set of related systems by

recognising that problem-solving contexts do not exist in isolation.

Standard setters must incorporate some of the above Critical Outcomes in the standards proposed for qualifications. When discussing the competency profile of local public administration managers later in this research report, cognisance will have to be taken of these Critical Outcomes.

The Standards Generating Body for Public Administration and Management (SGB: PAM) is constituted by the SAQA to develop and recommend unit standards for education and training in Public Administration and Management. The SGB: PAM (2003) describes its brief as follows:



- a) To research and identify the South African requirements regarding Public Administration and Management Standards and qualifications;
- b) To research and identify current Public Administration and Management standards and applicable qualifications (national and international) and determine the applicability thereof to the South African requirements;
- c) To generate standards and qualifications in accordance with SAQA requirements at NQF levels 5 to 8, including the areas of Strategic Public Administration and Management, Public Financial Administration and Management, Public Personnel Administration and Management, Public Ethics Administration and

Management, Development Administration and Management and Public Policy Management;

- d) To recommend the above qualifications and standards to NSB 03;
- e) To recommend criteria for the registration of assessors and moderators or moderating bodies;
- f) To liaise with the SGB's for Accounting and Financial Management, Project Management, Public Relations Management and Practises and the proposed SGB for Higher Education and Training: Business, Commerce and Management Studies in the process of developing standards and qualifications; and
- g) Perform other functions assigned to it from time to time by the NSB.

SGB: PAM recommends the following hierarchy of qualifications in Public Administration and Management:



QUALIFICATION	NQF LEVEL	CREDITS
National Certificate in Public Administration and Management	5	120
Diploma in Public Administration and Management	5	240
National Higher Diploma/First Degree in Public Administration and Management	6	360
Honours/B-Tech Degree/Post Graduate Diploma in Public Administration and Management	7	120

Masters/M-Tech Degree in Public Administration and Management (Research)	8	120
Masters/M-Tech Degree in Public Administration and Management (Course work)	8	120
Doctoral Degree in Public Administration and Management	8	240

3.4.2 Statutory Protection

Carr-Saunders & Wilson⁷⁴ state that professionalism exhibits two features, namely the spontaneous coming together of practitioners and the regulative intervention of the state. This regulative intervention, or statutory protection, in effect provides a monopoly on performing specific functions to the members of a particular professional organisation or individuals registered to perform those functions by the state.

This professional monopoly is one of the defining characteristics of a profession, but is not only confined to the professions. Other occupations, that do not qualify to be professions, i.e. electricians, also have a monopoly over performing certain functions in society. The difference between professions and those occupations that do have a statutory monopoly over performing certain functions, but are not professions, is that the

⁷⁴ Carr-Saunders AM & Wilson PA *The Professions* 1964:319.

functions that they perform are usually of a repetitive nature and do not necessarily require the ability to digest and interpret complex information and make it applicable to differing situations and environments.

3.5 THE PROFESSIONAL LOCAL PUBLIC ADMINISTRATION MANAGER IN AN ENVIRONMENT OF ACTIVE COMMUNITY PARTICIPATION

The statutory environment that local government finds itself in modern day South Africa makes provision for a golden triangle consisting of the community, the elected representatives of the community and the appointed officials of the municipality. The Municipal Systems Act, 2000⁷⁵ determines in section 2(b) that a municipality consists of the above three constituencies. The Act goes further and determines that all three above constituencies have certain rights, and in the case of the elected representatives and the appointed officials certain responsibilities as well. This legislation is in keeping with the 1996 Constitution and other legislation that places a high premium in providing services to communities in consultation with them and to allow communities to play an active role in determining the quality and level of services provided to them by public institutions.

⁷⁵ Local Government Municipal Systems Act (Act 32 of 2000).

The legislative environment thus makes it impossible for local public administration managers to practise in an environment shielded from the scrutiny of the community. Whereas in the past local public administration managers were only responsible and accountable to those who employed them, in other words the municipal council, they are now also indirectly responsible and accountable to the community. This situation is consistent with the situation in the United States of America in the early 1990s as described by Nalbandian⁷⁶, and can be termed a modern trend in governance, where communities demand more active participation in the way that they are governed. This can be seen as a shift in emphasis from representative democracy to participatory democracy. Professionalisation thus takes place in an environment in which communities have a stronger voice and an active role in matters of governance and administration. Local public administration managers are faced with being internally accountable (to the political structures and office bearers) and externally responsible (to the community and other stakeholders).

This reality of greater involvement of communities and the process of rectifying the discrepancies of the past requires of local public administration managers to add to their array of skills. Nalbandian⁷⁷ states in this regard: "*Professionalism in city/county*

⁷⁶ Nalbandian J *Tennets of Contemporary Professionalism in Local Government* Public Administration Review Vol 50 nr 6 November/December 1990:654-662.

⁷⁷ Nalbandian J *Tenets of Contemporary Professionalism in Local Government* Public Administration Review Vol 50 nr 6 November/December 1990:659.

management always hinged on the ability of local government professionals to apply expertise and knowledge of local government and management to urban service delivery management. Included in this nutshell conceptualization of professionalism is the rational and analytical problem solving orientation of managers.” He also highlights the local public administration manager’s role as a negotiator, broker and consensus-seeker.

Professionalisation of local public administration will help to ensure that local public administration managers are geared to face the challenges posed by the new role for local public administration managers in South Africa. It will help to ensure that local public administration managers are equipped with the traditional skills that enable them to manage the affairs of their municipalities in an efficient and effective manner, and will also help to equip them with the modern skills of negotiation and problem solving in the demanding environment that characterises local government in the early years of the 21st century.



CHAPTER 4

COMPETENCY PROFILES OF LOCAL PUBLIC ADMINISTRATION MANAGERS

“The balancing act a professional manager performs in this politically charged arena is to manage the powers of others without merging himself in the power base in a way that would challenge the elected governing body.”⁷⁸

4.1 INTRODUCTION



In order for a person to be admitted to a position of local public administration manager, such a person should exhibit a competency profile that fits the position to which s/he is appointed. Local governments in South Africa vary in size and complexity, and for this reason there should be varied entry-level competency profiles for the different sized authorities.

The specific competency profile of a manager in one of the six Category A municipalities in the country, namely Cape Town, Ekurhuleni, Ethekwini, Johannesburg, Nelson Mandela and Tswane will of necessity be different from that of

⁷⁸ Brown in Nalbandian *J Tennets of Contemporary Professionalism in Local Government* Public Administration Review Vol 50 nr 6 November/December 1990:656.

a manager in a category B rural local government like Laingsburg in the Western Cape. Similarly, it can be expected that the required competency profile of a manager heading a department in a municipality will not be exactly the same as that of the municipal manager of that same municipality. Competency profiles for local public administration managers should thus be flexible and take into consideration the differing needs that the differing environments of different municipalities require.

Notwithstanding the above, for local public administration to be considered a profession, a minimum competency profile that all local public administration managers should adhere to should be implemented.

4.2 THE NATURE OF COMPETENCY PROFILES

Botes⁷⁹ argues strongly against teaching and practising value-laden public administration. He argues that Public Administration must be studied, and therefore also practised, “according to the universally accepted methodology of the social sciences, according to proven techniques and principles of a science, completely devoid of any personal or party political considerations”. Bayat & Meyer⁸⁰, on the other hand, argue that Public Administration must be cognisant of the cultural influences in its environment. In the South African context, according to them, this will include Western

⁷⁹ Botes PS *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)* 1996:9.

⁸⁰ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:31-32.

as well as traditional culture. They are in agreement with Gildenhuis⁸¹ who argues that the values of individuals and groups can only be successfully represented by a public administration that is effective and efficient, based on a humanistic philosophy that subscribes to the tenets of democracy and provides public services in a fair and reasonable manner. They thus promote a public service guided by the values outlined above. From an American perspective, Menzel⁸² states that the profession of public administration *“is a value-driven, or as I would prefer to say, soul-driven enterprise”*. Nalbandian⁸³ on his part states: *“The city or county manager is formally accountable to the governing body, but in a professionally expert role the manager also accepts an obligation to values expressed through other channels in the community. This obligation crucially defines much of the manager’s responsibility and constitutes a form of accountability which broadens the value base of professional management.”*

The views of Bayat & Meyer, Gildenhuis, Menzel and Nalbandian as outlined above, seems to me to be more appropriate for the South African situation than the more narrow technical view held by Botes. Public administration, especially in the South African environment, must be studied and practised in a value-laden environment.

With the above in mind, a competency profile for a professional local public

⁸¹ Gildenhuis JSH. *South African public administration: quo vadis?* In JSH Gildenhuis (ed). *South African public administration*. 1988:333.

⁸² Menzel DC. *Ethics and Professionalism in Public Administration: Where Doth the Soul Reside?* 2001.

⁸³ Nalbandian J *Tennets of Contemporary Professionalism in Local Government* Public Administration Review Vol 50 nr 6 November/December 1990:655.

administration manager will be discussed in this chapter.

4.3 INCLUSIVENESS OR EXCLUSIVENESS: A CASE FOR COMPETENCY BASED EXCLUSIVITY

One of the features of professionalism is the fact that it excludes those that do not conform to a particular profile from practising in the profession. Professions are thus usually exclusive occupations. The inclusiveness or exclusiveness of an occupation can be determined by examining how many people are in a position to enter that occupation. If on the one hand more than 50% of the economically active population can enter the occupation, such an occupation can be described as an inclusive occupation. On the other hand, if more than 50% of the economically active population are excluded from entering the occupation such an occupation can be described as an exclusive occupation.



When determining whether an occupation is either inclusive or exclusive, one needs to isolate the factors, or requirements, that enable a person to enter such an occupation. These requirements will usually be determined in relevant legislation. If there are no such requirements, one can deduce that such an occupation is 100% inclusive. This means that all the economically active population (those that are willing, able and interested to work) can enter such an occupation. An example of such an occupation is that of the shoe shiner. Put in other words, one can say that all those that are willing, able and interested to work, can work as a shoe shiner, and there is no legislative impediment prohibiting any person from working as a shoe shiner. On the converse, an

occupation such as that of the general medical practitioner requires that a person must have a particular competency profile that includes being in possession of a particular academic qualification and being registered with a particular professional body.

The inclusive/exclusive profile of an occupation shows the degree to which an occupation is either inclusive (open) or exclusive (closed). When determining the inclusive/exclusive profile of an occupation, it is important to know what the total population of the country is, what the total number of economically active people is and the number of people registered in a particular occupation where applicable. The process of determining the inclusive/exclusive profile of an occupation can be described as follows:

$C = (A \div B) \times 100$ where

A = The number of people who fit the competency profile of the occupation;

B = The total number of economically active people;

C = A as a percentage of B

Statistics South Africa⁸⁴ in the 2001 census determined the economically active population of South Africa as 16 407 839. The inclusive/exclusive profile of the occupation of a shoe shiner can thus be described as follows:

⁸⁴ See www.statssa.gov.za

A = 16 407 839

B = 16 407 839

C = 100%

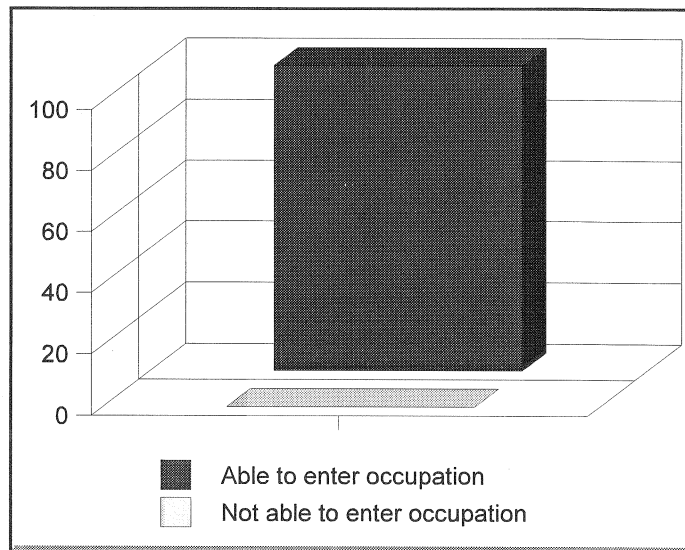


Figure 1: *Inclusive/Exclusive Profile of Shoe Shiner*

The occupation of the shoe shiner is thus 100% inclusive.

According to the Health Professions Council of South Africa⁸⁵ there are 18 755 general practitioners registered in South Africa. The inclusive/exclusive profile of the profession of the general practitioner can thus be described as follows:

⁸⁵ Information as at 2 April 2004, obtained from Health Professions Council of South Africa at www.hpcsa.co.za & telephone number +27 12 338 9300.

A = 19 944
 B = 16 407 839
 C = 0,12%

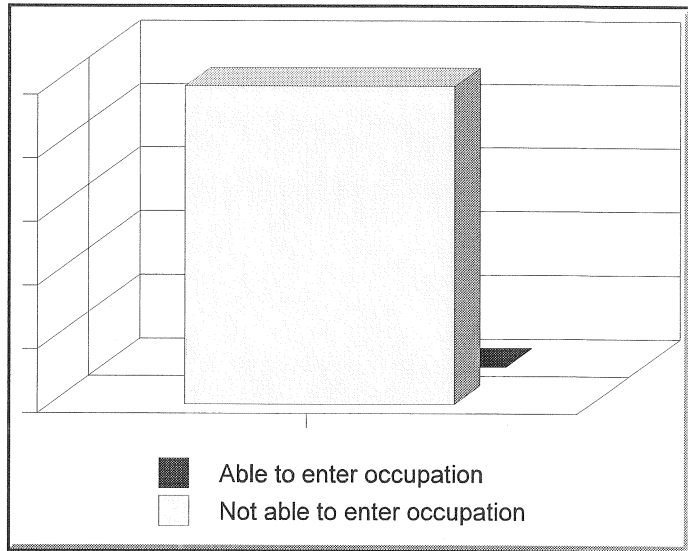


Figure 2: *Inclusive/Exclusive Profile of General Practitioner*

One can deduce from the above that the profession of the general practitioner is an occupation that is 0,136% inclusive or 99,864% exclusive.



The degree to which an occupation is either inclusive or exclusive can vary. An occupation which is 51% inclusive and 49% exclusive is definitely more exclusive than an occupation that is 80% inclusive and 20% exclusive.

The only fair way to allow the discrimination that is obvious in the above examples is to base such discrimination on the competency or lack thereof to perform certain tasks. In a democratic country based on the rule of law, the only way of managing such fair discrimination is to do it through a legislative system which reserves the performing of certain tasks for those individuals who have the requisite training, skills and accreditation.

Competency based exclusivity is not only reserved for those occupations that fall within the professional category. An occupation such as that of the electrician is not a professional, but also practises competency based exclusivity for fairly obvious reasons. It would be dangerous if a person without the necessary training and accreditation is allowed to perform certain tasks on electrical networks.

In the case of local public administration management it might not be immediately obvious why competency based exclusivity should also apply. Unlike the electrician or the architect, whose lack of competency will be immediately observable, the lack of competence of a local public administration manager might not be detected immediately. The result of a lack of competence from a local public administration manager however will have an equal if not more negative effect. Local governments operate in an environment which is very unforgiving towards mistakes. The social, economic and environmental integrity of communities are at stake, and for this reason it is necessary to restrict the practising of local public administration management to those that exhibit the requisite competency profile.

4.4 LOCAL GOVERNMENTS: MULTI-PURPOSE INSTITUTIONS

It is stated earlier in this research report that local governments differ from other public institutions, in that they are multi-purpose institutions that are responsible for a varied range of services. The science that also underpins the occupation of local public administration, namely Public Administration, is described in this research report as a hybrid science that requires knowledge of many scientific disciplines such as languages

and literature, philosophy, history, sociology, economics, law, psychology and political science. As a result of this, most local public administration practitioners also hold membership of other professional organisations. These include lawyers, doctors, engineers, accountants, and many more. Professionalising local public administration will thus have to take this reality into account. A two-tier system that recognises the fact that many practitioners of local public administration also practise another profession, should be developed. Such a system might be graphically depicted as follows:

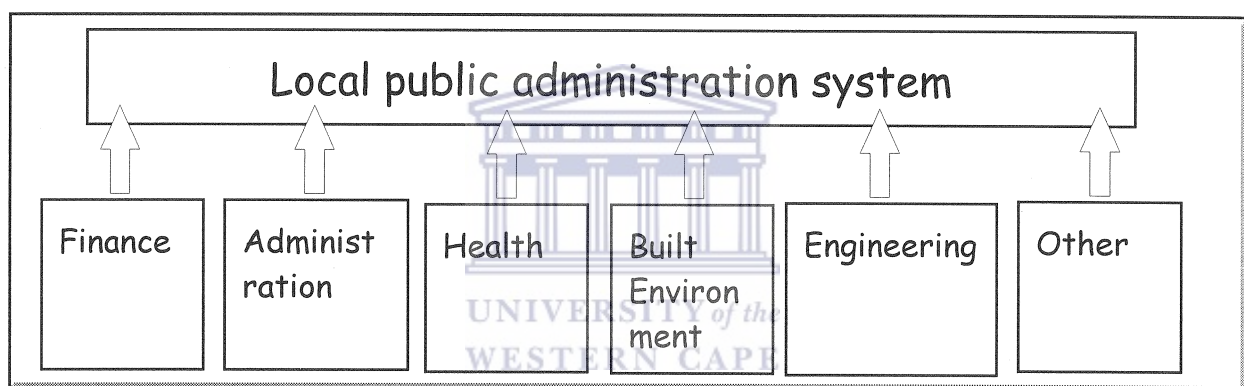


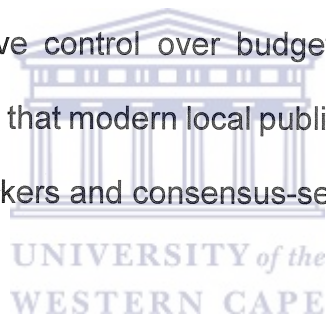
Figure 3: *Local public administration system.*

Such a system recognises the different professions that make up local governments. It also allows, however, for the development of a profession of local public administration managers.

4.5 ENTRY LEVEL COMPETENCY PROFILE

In order to determine what the entry level competency profile for a local public administration manager should be, it is necessary to determine what exactly the formal qualification, the experiential requirements and the key performance areas of a local public administration manager are.

Earlier in this research report local public administration managers are defined as a group of people who are in a position to directly influence policy formulation and policy implementation, who represent their municipalities internally and externally, who are directly involved in ensuring the sustainability of their municipality, who are in a position to appoint personnel and have control over budgets. Reference is also made to Nalbandian (1990) who argues that modern local public administration managers must also be skilled negotiators, brokers and consensus-seekers.



This definition indicates that local public administration is an occupation that requires an understanding of a range of environments. This range includes, but is not limited to the political, economic, social, natural and legal environment. Reference is also made earlier in this research report to Botes *et al*⁸⁶ and Bayat & Meyer⁸⁷ who wrote that public administration is a hybrid discipline that requires knowledge of many scientific disciplines such as languages and literature, philosophy, history, sociology, economics,

⁸⁶ Botes PS, Brynard PA, Fourie DJ & Roux NL *Public Administration and Management* 1992:153.

⁸⁷ Bayat MS & Meyer IH *Public Administration Concepts, Theory and Practice* 1994:7.

law, psychology and political science. The entry-level competency profile of a local public administration manager must take the above into account and must include formal qualifications, experience and requisite skills, including communication skills, planning skills, policy formulation and implementation skills, financial management skills, human resource management skills and social and economic development skills.

4.5.1 Formal Qualifications

Local public administration managers practice in a dynamic and demanding environment that requires great skill in interpreting, analysing and judging complex information in a multitude of environments. These are the skills that studies in the liberal arts promote. It is generally accepted that a liberal arts education does not teach specific skills, but rather teaches a person to think, to deal with complex questions and challenges. The first dimension of the competency profile of a local public administration manager is thus a relevant formal qualification from a recognised institution of higher learning such as a university or a technikon. This degree or diploma, at least at NQF level 5, can either be with public administration as a major subject, or be in any of the scientific disciplines that form the basis for the hybrid science of public administration, namely languages and literature, philosophy, history, sociology, economics, law, psychology and political science.

4.5.2 Experience

Local public administration managers are leaders in the administrations of local governments. In order to play this leadership role it is necessary that they have an understanding of the processes, procedures and mechanics of a local government. Managing local governments require an understanding of, and competency in running multi-sectoral organisations in the public sector. This presupposes that local public administration managers should have experience of working in the public sector. This experiential requirement should be qualitative and not quantitative, in other words there should not be a set time period that a person should have worked in local government. Some people can work in a local government for ten years without really understanding the processes, procedures and mechanics of that local government, while others might understand these without ever having worked in a local government. It might be better to ensure that the certification process described in section 3.4.1 of this research report be used to ensure that prospective practitioners have an understanding of the above.

4.5.3 Key Competency Areas

The following are views of the researcher on some of the key competency areas of a local public administration manager.

4.5.3.1 Communication

The local public administration manager is an advisor to his/her political masters and also represents his/her municipality in various internal and external forums. S/he must many times negotiate on the behalf of his or her council with trade unions, funding institutions, other spheres of government and the community. The local public administration manager must therefore be able to communicate in a clear, concise and persuasive manner in both the oral and the written form of communication.

South Africa is a multilingual country in which eleven languages have the status of official language⁸⁸. It would be prudent for a local public administration manager to be able to communicate with his/her internal and external clients in a language that they understand and feel comfortable in. Proficiency in the dominant official languages used in his/her area of jurisdiction should be developed. The differing demographic profile of different municipalities will influence the language proficiency needs for a local public administration manager in the different municipalities.

The information and technological era that we find ourselves in, with the strong reliance on management information and communication tools such as the Internet and computers, make it crucial for local public administration managers to be computer literate and to continuously update their ability to use available technology.

⁸⁸ See *Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996).

4.5.3.2 Planning

Planning plays an important role in local governance. The local public administration manager must be able to provide input into the planning process, and give leadership and guidance to it. The Local Government: Municipal Systems Act introduces a new tool for municipal planning in South Africa, i.e. Integrated Development Planning (IDP). All municipalities are required in terms of section 25 of this act to draw up an IDP for their area of jurisdiction. The IDP provides a clear break from the old system of local governance, and is the tool that allows municipalities to become truly developmental, as required by the Constitution.

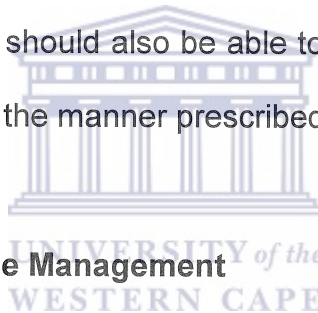
Local governments in South Africa are required to be developmental, i.e. to find the correct balance in all they do between human well-being, economic sustainability and ecological responsibility. For local governments to be developmental also requires from them to address the inequities of the past, be they spatial, economic or social. The IDP process also provides for public participation, and allows the community to become part of the integrated planning process of the municipality. The dualism present in the South African society, i.e. that one is confronted with, in broad terms, the presence of mostly well-off white communities contrasted with mostly poor black communities, as well as the economic principle of ever increasing needs in the face of limited resources, makes planning difficult and requires of local public administration managers special skills of negotiation and consensus-seeking (see Nalbandian, 1990:654). Local public administration managers should thus have the skill to integrate short, medium and long term planning.

4.5.3.3 Policy Formulation & Implementation

The local public administration manager is involved in policy formulation and implementation. This includes the formulation and implementation of policies decided by the council and political structures and office bearers of the municipality (political policy), as well as operational policies decided by groups or individual officials (administrative policy). The local public administration manager must therefore be proficient in the skills of policy formulation and implementation. In the modern age it is not only expected of local public administration managers to implement the policy of his/her political masters. The modern local public administration manager is also required to be able to formulate policy. Nalbandian (1990:655) divides governance into four categories, namely mission, policy, administration and management. Public administration orthodoxy, premised on the politics/administration dichotomy, provided a dominant role for politicians in mission and policy, and reserved administration and management for the professionals. There is however a blurring of the lines in current public administration, also local public administration, with politicians and local public administration managers alike venturing into the arenas previously reserved for the other. The implementation of the executive mayoral system in South Africa illustrates this trend.

4.5.3.4 Financial Management

One of the cornerstones of a successful public administration is financial sustainability. Public institutions operate under the economic principle that there are unlimited and ever increasing needs and wants and limited resources with which to address those needs. This is particularly true for local governments. The ability to successfully manage the financial resources under his/her control is thus an important basic skill that a local public administration manager should possess. This includes the ability to spend resources timeously, efficiently and effectively. The local public administration manager should ensure that his/her municipality gets value for money, and that all money is spent in accordance with the statutory framework provided by relevant legislation. The local public administration manager should also be able to account for financial resources placed under his/her control in the manner prescribed by legislation.



4.5.3.5 Human Resource Management

It is often argued that people are the most valuable asset in any organisation. Local public administration managers should therefore be skilled in managing this valuable asset for the benefit of the municipality and the individuals concerned. Human resource management includes managing the career-paths of officials, ensuring that the employment relationship is one that is mutually beneficial to the employer as well as the employee, providing leadership, and implementing positive and/or negative disciplinary measures if necessary.

4.5.3.6 Social & Economic Development

The new local government system in South Africa is structured to be developmental. The 1996 Constitution determines in section 152 that social and economic development is a function of local government. The local public administration manager should be in a position to make this a reality and should understand that social and economic development is part of an integrated process aimed at ensuring a better life for the inhabitants of his/her municipality.

4.5.4 ENTRY-LEVEL COMPETENCY PROFILE

It is stated in section 4.1 of this research report that local governments in South Africa vary in size and complexity, and for this reason there should be varied entry-level competency profiles for the different sized authorities. The competency profile suggested does not make allowance for the specific peculiarities of various managerial positions in the different municipalities in South Africa. Even though the differing social, economic and natural environments of municipalities require specific skills for specific positions, this competency profile is not aimed at providing a post description based on the functional uniqueness of specific positions. Instead it aims to provide the minimum competency profile for practitioners of local public administration management. Taking the above into consideration, the following entry-level competency profile of a local public administration manager is proposed by the researcher.

POSITION	MINIMUM QUALIFICATIONS	EXPERIENCE	KEY COMPETENCY AREAS
Local Public Administration Manager	Diploma/Degree with Public Administration as Major; OR Diploma/Degree with either languages and literature, philosophy, history, sociology, economics, law, psychology or political science as Major.	At least two years post-qualification work experience	<p>COMMUNICATION</p> <p>PLANNING</p> <p>POLICY FORMULATION & IMPLEMENTATION</p> <p>FINANCIAL MANAGEMENT</p> <p>HUMAN RESOURCE MANAGEMENT</p> <p>SOCIAL & ECONOMIC DEVELOPMENT</p>
KEY COMPETENCY AREA COMMUNICATION	COMPETENCE The effective and efficient use of internal and external communication and communication tools.	SKILLS Writes memoranda, reports, letters, etcetera in concise and clear language in at least two of the eleven official languages; Structures information logically; Maintains a friendly and polite demeanour in all communication; Is able to speak to professional, academic, technical and community groups of varying sizes; and Uses information technology and information systems optimally.	DESIRED OUTCOME The local public administration manager provides information to individuals or groups in the community, politicians and colleagues that enhance the ability of the municipality to execute its mandate.

<p>PLANNING</p>	<p>Integrate strategic and operational as well as short, medium and long term planning.</p>	<p>Knows and implements project planning principles; Manages cash flow; Balances technical input with community needs; and Have short, medium and long term vision.</p>	<p>The local public administration manager ensures the optimum utilisation of the resources of the municipality through proper planning.</p>
<p>POLICY FORMULATION & IMPLEMENTATION</p>	<p>Formulate and implement policy for the municipality within statutory and financial constraints.</p>	<p>Identify the relevant policy environment; Interact with relevant stakeholders in connection with proposed policy; Ensure compliance with constitution, national, provincial and local legislation; Identify resources needed to implement policy; and Monitor implementation and make corrections where necessary.</p>	<p>The local public administration manager ensures that efficient and effective policy is formulated on an array of subjects and that it is implemented to assist the municipality with executing its mandate.</p>

<p>FINANCIAL MANAGEMENT</p>	<p>Manage the finances of the municipality in accordance with accepted accounting standards and ensure that the municipality obtains all the funds due to it and gets maximum value from its expenditure.</p>	<p>Thorough knowledge of legislation regulating the financial management of local government;</p> <p>Clear understanding and interpretation of financial statements;</p> <p>Interpreting technical financial reports;</p> <p>Identifying and utilizing of all possible funds available to Council;</p> <p>Strategic financial planning (IDP and Budget processes) ensuring outcome-based performance;</p> <p>Addressing stakeholders explaining financial issues of Council; and</p> <p>Implementation of a well formulated financial control system.</p>	<p>The local public administration manager ensures the financial sustainability of his/her municipality that allows it to fund the activities that it has to embark on in order to execute its mandate.</p>
------------------------------------	---	---	---

<p>HUMAN RESOURCE MANAGEMENT</p>	<p>Manage the human resources in the organisational unit, including personnel provisioning, skills development, support services, labour relations, performance management and occupational health and safety through modern and scientific methods.</p>	<p>Provide leadership; Ensure environment for personal and professional development of staff; Human resource needs analysis; Align human resource provision with the IDP; Develop sustainable employment equity plans; Ensure staff are properly resourced; Do proper succession planning; Sound interaction with trade unions and other forms of worker representation; and Develop comprehensive system of discipline that encompasses both positive as well as negative discipline and has rehabilitation as underlying ethos.</p>	<p>The local public administration manager manages the human resources of the municipality in a manner that balances effectiveness and efficiency in pursuit of executing the mandate of the municipality with the personal growth and development of every member of staff.</p>
---	--	---	--

<p>SOCIAL & ECONOMIC DEVELOPMENT</p>	<p>Analyse the social and economic landscape in order to profile the community and its sectoral needs and understand macroeconomic trends and dynamics and align micro-economic strategies therewith.</p>	<p>Research and analysis of relevant issues; Initiation and conceptualisation of social and economic development strategies and the effective implementation of programmes emanating from those strategies; Integration of identified strategic interventions for overall social and economic development; Decision-making within the macro and micro policy framework; Strategic thinking and action; Leadership; and Political astuteness.</p>	<p>The local public administration manager assists to achieve a discernable and measurable improvement in the social and economic well-being of the community, especially amongst vulnerable groups.</p>
---	---	--	--



4.6 MAINTAINING A COMPETENCY PROFILE

Once a person has reached the competency level required to be appointed as a manager, this does not mean that his/her education has been completed. Local public administration is a dynamic occupation which requires continuous development and education. The skills and competencies of local public administration managers should therefore be continuously updated to ensure that they remain at the cutting edge of developments in their chosen profession. This can be achieved through adding a re-certification process in the certification and accreditation of local public administration managers.



The system used by the Australian professional institute for local public administration managers is a good example to use as benchmark. This organization requires of its members to undergo a prescribed number and level of development activities in a three-year cycle to ensure that their certification is maintained. The Continuing Professional Development (CPD) programme of Local Government Managers Australia (LGMA)⁸⁹ is designed to update member's knowledge, to refine their skills and to increase their career options. The programme is aimed at all the categories of

⁸⁹ See www.lgma.org.au

membership of the LGMA and includes both a structured as well as an unstructured programme. The CPD recognises existing education and training opportunities, and allows the members of LGMA to use these opportunities to regularly update their skills.

The LGMA identifies the following benefits those individual members can gain from the CPD program:

- Increase their level of competence;
- Extend their range of skills;
- Develop new areas of expertise;
- Develop confidence in their abilities and take more pride in their work;
- Establish valuable networking links with their colleagues; and
- Increase their career options.

The profession also benefits in the following manner:

- Each individual is able to add to the combined body of expertise;
- Overall professional standards are continually being raised;
- The profession remains dynamic and forward thinking; and

- The public image of the profession and the LGMA is enhanced.

The CPD program is further premised on the fact that each local government professional knows what his/her CPD needs are, and can structure their programme according to those needs. The programme is thus flexible and can therefore be applied with greater success. Minimum standards are however set that must be adhered to.

These are:

- All members are encouraged to complete 120 hours of CPD over a three year period (known as a "triennium");
- 50% is to be "structured" CPD; and
- 50% is to be "unstructured" CPD;
- Those members living in remote areas (more than 200 km from a centre of recognised learning or a place of training) may undertake up to 75% of the program as unstructured with a minimum of 25% as structured; and
- Only the time spent actively participating in courses and seminars can be credited as CPD hours - travelling time, refreshment breaks and social activities are not counted.

Structured professional development refers to educational activities which have clear objectives, have a formal, organised structure, extend professional knowledge and skills and requires active participation. Examples of suitable structured professional development are conferences and seminars presented by the Association or other professional bodies with relevance to local government as well as educational courses and programs which have relevance to local government, including post graduate and under graduate studies, short courses offered by the LGMA, other professional bodies and reputable educational institutions, individual self-paced study programs, employer training programs, research and writing for technical and professional publications on topics relevant to local government, preparation and delivery of lectures and seminars which are not part of a members normal professional duties (actual time spent in research and writing, excluding time spent on artwork, layout, design etc.), service on technical and research committees (only where the objectives are defined and specific contributions are required by the participating member).

Unstructured professional development activities comprise: reading of relevant books and periodicals, including professional journals, technical bulletins and research reports; and informal study and discussion.

South Africa has numerous tertiary educational institutions spread throughout the country. These institutions include universities, technikons and colleges. Even people in the far flung rural areas of the country have access to institutions of higher learning through distance education institutions like the University of South Africa (Unisa) and Technikon South Africa (TSA). The different provincial chapters of SALGA as well as the professional bodies active in local government (see paragraph 3.35) offer opportunities for continuous professional development in South Africa through conferences, workshops and seminars. What is needed is for all these opportunities to be co-ordinated in a national programme under the guidance of the department of provincial and local government (DPLG), South African Local Government Association (SALGA) and the professional organisation to be established for local public administration management.



4.7 EMPIRICAL DATA ON THE LEVEL OF EDUCATION AND EXPERIENCE OF LOCAL PUBLIC ADMINISTRATION MANAGERS IN THE WESTERN CAPE

The Republic of South Africa is divided into nine provinces, each of which is divided into municipalities. The province of the Western Cape consists of 30 municipalities that are divided as follows: 1 Category A municipality, 24 Category B municipalities and 5 Category C municipalities⁹⁰.

A questionnaire⁹¹ was distributed to all the Category B and C municipalities in the above-mentioned province. The Category A municipality was excluded due to the vast difference in size and structure of organisation between itself and the other 29 municipalities. The municipal manager, another senior manager or the human resources manager was requested to complete the questionnaire. Out of the 29 questionnaires distributed, 25 were received back. The purpose of the questionnaire was to determine:

- a) The level of education of the municipal manager and the managers reporting directly to the municipal manager in the subject municipalities;

⁹⁰ See www.demarcation.org.za

⁹¹ Attached as Annexure A.

- b) Whether municipal managers and managers reporting directly to the municipal manager in the subject municipalities hold qualifications in administration or management; and
- c) Whether municipal managers and managers reporting directly to municipal managers in the subject municipalities are registered with professional organisations outside of local public administration.

The findings can be summarised as follows:



Table 1: Level of Qualifications of Municipal Managers in the Western Cape

≤M	M	Dip	NHD/B	Hons/B-T/PGD	M/M-T	D	Total
0	1	2	7	13	2	0	25
-	4%	8%	28%	52%	8%	-	100%

Legend:

Less than Matric = ≤M, Matric = M, Diploma = Dip, National Higher Diploma/First Degree = NHD/B, Honours/B-Tech Degree/Post Graduate Diploma = Hons/B-T/PGD, Masters/M-Tech = M/M-T, Doctoral = D

Table 2: Number of Municipal Managers in the Western Cape with Qualifications in Administration or Management

Graduate Qualification in Administration or Management	Post Graduate Qualification in Administration or Management	No Qualification in Administration or Management	Total
6	13	6	25
24%	52%	24%	100%

Table 3: Level of Qualifications of Managers Reporting Directly to Municipal Managers in the Western Cape



≤M	M	Dip	NHD/B	Hons/B-T/PGD	M/M-T	D	Total
0	6	17	47	21	10	1	102
-	5.882%	16.667%	46.079%	20.589%	9.803%	0.980%	100%

Legend:

Less than Matric = ≤M, Matric = M, Diploma = Dip, National Higher Diploma/First Degree = NHD/B, Honours/B-Tech Degree/Post Graduate Diploma = Hons/B-T/PGD, Masters/M-Tech = M/M-T, Doctoral = D

Table 4: Membership of Professional Organisations Outside of Local Government by Local Public Administration Managers (Municipal Managers and Managers Reporting Directly to Municipal Managers)

Do Hold Membership Outside Local Government	Do Not Hold Membership Outside Local Government	Total
17	110	127
13%	87%	100%

One can deduce from the above information that local public administration managers in the Western Cape, as far as educational qualifications are concerned, are ready for professionalisation. It can be argued that employers in local governments in the Western Cape are already practising a form of professionalisation through their appointment of people into positions of management who are academically suitably qualified for those positions. One can also see a hierarchy developing, in that 60% of municipal managers hold post graduate qualifications, as opposed to 31% on the level of managers reporting directly to the municipal manager. 70% of municipal managers also hold either graduate or post graduate qualifications in administration or management, an indication that practitioners regard these qualifications as important. A relatively low percentage (13%) of local government practitioners also holds membership of professional organisations

outside of local government. This is an indication of a high degree of commitment to the occupation of local public administration on the part of the practitioners.



CHAPTER 5

PROFESSIONALISATION OF LOCAL PUBLIC ADMINISTRATION MANAGEMENT: AN EVALUATION

Efficient administration should also be reflected in the provision and utilisation of personnel with suitable educational preparation for their work. In future, higher demands in the work situation will result in emphasis on the value of specialised training and skills.⁹²



5.1 SUMMARY


This research report addresses the question of the professionalisation of local public administration management. In the research report public administration as a concept is examined and local public administration management's *locus* in the spectrum of public administration is determined. Some definitions of public administration are examined and a definition, taking cognisance of those already provided in the literature, is proffered. The concept management is also examined and made applicable to the local sphere of government in South Africa.

⁹² Thornhill C & Hanekom SX. (Eds) *The Public Sector Manager* 1995:195.

The question of professionalism and professionalisation is also placed under scrutiny. The traditional requirements for attaining professional status are examined. The process of professionalisation, vis-à-vis certification and accreditation is discussed. The modern environment that the local public administration manager finds him/her in is looked at. The special skills of negotiator, broker and consensus-seeker is highlighted and discussed.

This is followed by a study of the competency and skills profile that is necessary for the practice of local public administration management. The concept of competency-based exclusivity is introduced and explained. The multi-sectoral nature of local governments is alluded to. An entry-level competency profile is suggested, as well as a way of maintaining a competency profile that remains relevant as the profession develops.

The hypotheses underlying this research report are as follows:

- 
- The logo of the University of the Western Cape, featuring a classical building facade with columns and a pediment, with the text 'UNIVERSITY of the WESTERN CAPE' below it.
- a) That local public administration management does not currently qualify for designation as a profession;
 - b) That local public administration management allowed an open admission policy into the occupation between 1994 and 2003; and
 - c) That local government is a dynamic occupation that changes as society's needs and the external environment change.

The conclusion that can be reached on the first hypothesis is that local public administration management does not qualify to be designated as a profession, as it does not fulfil all the requirements demanded for recognition as a profession. The menu of requirements and the fulfilment or lack thereof can be depicted as follows:

MENU	FULFILL	DOES NOT FULFILL
1. <i>L'esprit Des Corps</i>		✓
2. A Body of Knowledge	✓	
3. A Social Ideal	✓	
4. A Code of Ethics		✓
5. A Formal Organisation		✓
6. A Forum That Recognises Outstanding Leaders		✓

A further conclusion that can be reached is that it would be desirable for local public administration management to be developed into a profession, as this development will lead to greater advantages for municipalities and communities served by local public administration managers. Professionalism will better equip local public administration managers with the competencies and skills necessary to perform a demanding task, made more difficult by the economic principle of limited resources and growing needs

that local government, as indeed all public institutions, are faced with.

In respect of the second hypothesis it can be concluded that since the repeal of the Profession of Town Clerks Act, 1988, no national policy exist that details educational and experiential requirements for appointment as a local public administration manager, beyond the requirement in section 57 of the Local Government: Municipal Systems Act, 2000 that requires of managers directly accountable to municipal managers to have the relevant skills and expertise to perform the duties associated with their posts. It would therefore be correct to conclude that an open admission policy exists in terms of access to the occupation. The empirical data obtained in respect of the Category B and C municipalities in the Western Cape relating to the level of education of municipal managers and managers reporting directly to municipal managers; whether municipal managers and managers reporting directly to municipal managers hold qualifications in administration or management; and whether municipal managers and managers reporting directly to municipal managers are registered with professional organisations outside of local public administration management shows that if educational requirements are set for admission to the occupation of local public administration management, the majority of practitioners will meet those requirements. The data also indicates that local public administration managers in the Western Cape regards a qualification in administration or management as important for their careers, in that the majority of them hold qualifications in administration or management even though their graduate qualification is not necessarily in these disciplines.

The research report also confirms the third hypothesis, namely that local public

administration management is a dynamic occupation in a constant state of change.

5.2 RECOMMENDATIONS

The following recommendations will place local public administration management on a path towards professionalisation. The recommendations will deal with both the establishment of the new profession as well as provide a framework for the administration of this new profession.

5.2.1 Create National Legislation to Establish the Profession of Local Public Administration Management

As is explained in the research report, one of the prerequisites for attaining the status of profession is that the practitioners of a particular profession must have a monopoly over the provision of that particular service to society. Examples of this are the monopoly that legal practitioners have to represent people in the courts of law, engineers to design structures of a certain standard and medical doctors to practice medicine. The only way in which this monopoly can be assured in a democratic state that is subject to the rule of law, is by means of legislation.

In order to establish a profession of local public administration management, an act of parliament should be enacted. This act should deal with the following matters:

- a) Establish the profession of local public administration management;
- b) Create a body to control the profession or empower an existing body to control the profession;
- c) Determine the composition of the controlling body and its powers;
- d) Determine the minimum qualifications and experiential requirements for entry into the profession;
- e) Establish a code of conduct and ethics that will bind all practitioners of the profession;
- f) Determine mechanisms to enforce such a code of conduct; and
- g) Determine how existing practitioners of the profession who do not conform to the competency profile will be accommodated (grandpa-clause).

There are different constituencies that have an interest in the process of professionalising local public administration management. It will be prudent to involve all these constituencies in the process of drafting the legislation to ensure that the interest of all concerned is adequately catered for. The constituencies referred to here are the ILGM (as representative of the practitioners of local public administration management), SALGA (as representative of local government politicians), the trade unions active in local government and who hold a significant membership of the employees in local government, the LGWSETA and representatives from public administration academics. This process must be followed keeping in mind that it is still the prerogative of parliament to consider and accept legislation.

5.2.2 Create and Empower Bodies to Control and Develop the Profession

In any professional set-up there should be an organisation that controls the profession and ensures that practitioners deliver work of an acceptable professional standard and that they adhere to the codes of conduct and ethics. There is also a need for an organisation that looks after the development of the profession and its practitioners and ensures that practitioners remain at the cutting edge of the development of knowledge and skills in the profession. There are examples in South Africa of one professional body rendering both services, i.e. the legal profession where the different Law Societies in the different provinces fulfil these roles for the profession of attorneys. There are also examples where there is a separation of the two functions and two different bodies fulfil the different roles, i.e. in the profession of town and regional planners where there exist a Board of Town and Regional Planning that is responsible for the control of the profession and an Institute for Town and Regional Planning that is responsible for the development of the profession. The latter example is suggested for the profession of local public administration managers.

5.2.2.1 Council for Local Public Administration Management

It is recommended that a Council for Local public administration managers be established by the minister for provincial and local government. The council should be constituted as follows:

- a) Members of the ILGM nominated by the national executive council of the ILGM;
- b) Councillors nominated by SALGA;
- c) Persons nominated by the minister for provincial and local government that includes representatives of the community; and
- d) Persons nominated by the LGWSETA.

The tasks of the council should be stipulated in the national legislation mentioned above and should *inter alia* be:

- a) To determine admission requirements to the profession of local public administration management;
- b) Consider qualifications offered by tertiary institutions for certification as adequate for admission to the profession;
- c) Develop a code of conduct and ethics;
- d) Ensure that the above code of conduct and ethics is adhered to by all practitioners and take appropriate action if same is contravened;
- e) Register local public administration managers as associate or professional local public administration managers; and
- f) Keep a separate register of all associate and professional local public administration managers.

5.2.2.2 Institute for Local Public Administration Management

A professional organisation for local public administration management must be established. It is noted in section 3.3.5 of this research report that there are many professional organisations that are active in the local government sphere. It is recommended that these professional organisations must be reduced to one institute, that might be called the Institute for Local Public Administration Management (ILPAM). ILPAM should be a two-tier structure that have on a lower level chambers that represent the various professions that characterises local governments as multi-purpose institutions, and on a higher level represent the generic management of local governments. In this system local public administration managers should also be allowed to belong to professional organisations outside of local government.

The role of the ILPAM should be to develop the practitioners of local public administration management as well as the profession as a whole. This will entail facilitating the provision of training and making an input in the development of curricula by tertiary institutions, engendering a communal spirit, or *esprit de corps*, amongst the members of the profession and building and maintaining links with international sister institutes.

5.2.3 Create A Hierarchy of Registration in Local Public Administration Management Based on An Educational Hierarchy

Local public administration management is underpinned by the science of public administration. The academic discipline that should therefore form the basis of a career in local public administration management is that of Public Administration. Public Administration is described in this research report as a hybrid science that requires knowledge of many scientific disciplines such as languages and literature, philosophy, history, sociology, economics, psychology and political science. A person that holds at least a three year degree or diploma from a recognised tertiary institution, or in the language of the NQF a level 6 qualification with public administration or any of the above sciences as a major subject, and who fulfils the experiential requirements for registration as a professional local public administration manager, followed a direct path into the profession.



The profession is however also strengthened by the horizontal movement of practitioners from other professions into the profession. These practitioners followed what can be described as an indirect path. Practitioners following the indirect path to becoming a local public administration manager should be required, within a specified period of being appointed, to complete a bridging course developed for this purpose by the ILGM that orientates such practitioners in respect of public administration.

The following hierarchy in local public administration management should be considered:

5.2.3.1 Associate Local Public Administration Manager

This should be the first step on the way towards becoming a professional local public administration manager. A person who follows the direct path towards local public administration management, but is not yet appointed, or is not at that time practising as a local public administration manager, should be allowed to register with the Council referred to in section 5.2.2.1 as an Associate Local Public Administration Manager. This designation will indicate that a person is academically qualified for the occupation of local public administration management, but is not practising in the profession. Furthermore, a person who follows the indirect path to local public administration management but is not yet practising as a local public administration manager, after completing a bridging course that orientates such a person in respect of public administration, should also be allowed to register as an Associate Local Public Administration Manager. A person registered as an Associate Local Public Administration Manager should be allowed to use the post nominal letters *ALPAM*.

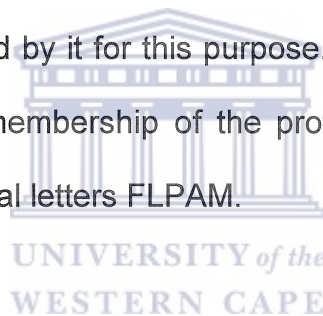
5.2.3.2 Professional Local Public Administration Manager

A person who followed either the direct or indirect route to local public administration management and is employed in a management position in local government should be eligible to register as a Professional Local Public Administration Manager. A person registered as a Professional Local Public Administration Manager should be allowed to use the post-nominal letters *Pr LPAM*.

The Council referred to above should also create a system that requires practitioners registered as a Professional Local Public Administration Manager to undergo a prescribed continuous professional development programme on the same basis as the Australian model described in section 4.6 of this research report.

5.2.3.3 Fellow of Local Public Administration Management

The profession must also recognise the contribution made by members of the profession by creating a category of practitioners that are rewarded for extra-ordinary service to local public administration management. The Council referred to in section 5.2.2.1 above must bestow this honour on deserving members of the profession after following guidelines developed by it for this purpose. Members of the profession on whom the honour of fellow membership of the profession is bestowed should be allowed to use the post-nominal letters FLPAM.



5.3 CONCLUSION

This research report provided ample theoretical and practical knowledge to alleviate the occupation of local public administration manager from a mere institutional post to professional status. Certain proposals were made to enhance the process of professionalisation and it can serve as a basis to pursue the ideal of professionalisation of local public administration management. The role of the local public administration manager is to ensure sustainability in the process of integrated development of municipalities in South Africa. They should provide the elected representatives of

communities across South Africa with access to professional skills and abilities, gained through academic study and experience gained in the profession.



BIBLIOGRAPHY

1. Allen RE. *The Concise Oxford Dictionary of Current English*. 1990. Clarendon Press, Oxford.
2. Atkinson D. *Local Government, Local Governance and Sustainable Development: Getting the Parameters Right*. 2002. Integrated Rural and Regional Development Research Programme, Occasional Paper 4, Human Sciences Research Council, Cape Town.
3. Bayat MS & Meyer IH. *Public Administration Concepts, Theory and Practice*. 1994. Southern Book Publishers, Halfway House.
4. Botes PS. *Scientific Methodology (Preparation of Dissertations, Theses and Scientific Papers in Public Administration)*. 1996. University of Pretoria School for Public Management and Administration, Pretoria.
5. Botes PS, Brynard PA, Fourie DJ & Roux NL. *Public Administration and Management*. 1992. Haum, Pretoria.
6. Brush TW. *An Analysis of the Necessity for a GIS Certification*. 2001. www.gis.esri.com/library/userconf/proc01/professional/papers/pap279/p279.htm
7. Brynard PA & Hanekom SX. *Introduction to Research in Public Administration*.

1997. JL van Schaik Publishers, Pretoria.
8. Carr-Saunders AM & Wilson PA. *The Professions*. 1964. Frank Cass & Co. Ltd, London.
 9. Cigler BA. *Public Administration and the Paradox of Professionalization*. Public Administration Review Vol 50 nr 6 November/December 1990.
 10. Cooper TL. *Citizenship and Professionalism in Public Administration*. Public Administration Review Vol 44 Special Issue March 1984.
 11. Craythorne DL. *Municipal Administration: A Handbook*. 1997. Juta & Co Ltd, Kenwynn.
 12. Fox W & Meyer IH. *Public Administration Dictionary*. 1995. Juta & Co Ltd, Kenwynn.
 13. Geddie, W (ed). *Chamber's Twentieth Century Dictionary*. 1964. W. & R. Chambers, Ltd, Edinburgh.
 14. Gildenhuis JSH. *South African public administration: quo vadis?* In JSH Gildenhuis (ed). *South African public administration*. 1988. Macmillan, Johannesburg.

15. Health Professions Council of South Africa. 2003. *Statistics*.
www.hpcsa.co.za/statistics/ & telephone number +27 12 338 9300
16. Heller P. *Technocratic Creep' Threatens Local Government Reform*. 2000.
Synopsis Vol 4 no 2 June 2000 (Newsletter of the Governance Programme of
the Centre for Policy Studies.
<http://www.cps.org.za/execsumm/synsumm4.htm#1>
17. Huxhold WE. *Certifying GIS Professionals*.2000. URISA.org. Slides 1-19.
www.URISA.org/GIS_CERT_PRESENT/sld001.htm
18. Hornby AS Cowie AP & Gimson AC. *Oxford Advanced Learners Dictionary of
Current English*. 1974. Oxford University Press, Oxford.
19. Laffin M. *Professionalism and Policy: The Role of the Professions in the
Central-Local Government Relationship*. 1986. Gower Publishing Company,
Hampshire.
20. Local public administration managers Australia. *Continuing Professional
Development*. www.lgma.org.au
21. Mafunisa MJ. *Professionalism: The Ethical Challenge for Employees of Local
Authorities*. 1995. University of Pretoria.

22. Menzel DC. *Ethics and Professionalism in Public Administration: Where Doth the Soul Reside?* 2001. www.niu.edu/~tp0dcm1/home/dcmpubs.htm
23. Mouton J. *Understanding Social Research*. 2002. Van Schaik Publishers, Pretoria.
24. Mouton J. *How to Succeed in Your Master's and Doctoral Studies: A South African Guide and Resource Book*. 2003. Van Schaik Publishers, Pretoria.
25. Nalbandian J. *Tennets of Contemporary Professionalism in Local Government*. Public Administration Review Vol 50 nr 6 November/December 1990. (654 - 662).
26. Pretorius LA, Swanepoel FA & Visser GM. *'n Inleiding tot Bestuur*. 1986. Lambertsbaai Drukkers.
27. Pugh DL. *Professionalism in Public Administration: Problems, perspectives and the Role of ASPA*. Public Administration Review Vol 49 nr 1. January/February 1989.
28. Republic of South Africa. *Profession of Town Clerks Act*. Act 75 of 1988. Government Printers, Pretoria.
29. Republic of South Africa. *Constitution of the Republic of South Africa Act*. Act



- 200 of 1993. Government Printers, Pretoria.
30. Republic of South Africa. *South African Qualifications Act*. Act no 58 of 1995. Government Printers, Pretoria.
31. Republic of South Africa. *The Constitution of the Republic of South Africa*. Act no 106 of 1996. Government Printers, Pretoria.
32. Republic of South Africa. *Local Government: Municipal Structures Act*. Act no 117 of 1998. Government Printers, Pretoria.
33. Republic of South Africa. *Local Government: Municipal Systems Act*. Act no 32 of 2000. Government Printers, Pretoria.
34. Statistics South Africa. *Economically Active Population by Province*. 1996. www.statssa.gov.za/RelatedInverseSites/census96/HTML/CIB/Population/229.htm
35. South African Qualifications Authority. *Overview of the National Qualifications Framework*. www.saqa.org.za/nqf/overview
36. Standards Generating Body for Public Administration and Management. *Fourth Consultation: Public Administration & Management Qualifications*. 2003. Letter to All Academic Stakeholders in Public Administration/Management not Directly

represented on the SGB: PAM.

37. Thornhill C & Hanekom SX. (Eds). *The Public Sector Manager*. 1995. Butterworths, Durban.
38. Vollmer HM & Mills DL. (Eds). *Professionalization*. 1966. Prentice-Hall: Englewood Cliffs, New Jersey.



ANNEXURE A

Dear Colleague

I am reading for a Master of Public Administration degree at the School of Government, University of the Western Cape. The topic for my research paper is *Professionalisation of Local Public Administration Management*.

The research is premised on the following hypotheses:

- that the occupation of local government management in South Africa does not qualify to be afforded professional status;
- that local government management allowed a very open admission policy for entry to the occupation between 1994 and the present (2003); and
- that local government management is a dynamic occupation that changes as societies' needs and sense of what is right or wrong and good or bad are changing.

The purpose of this questionnaire is to gain empirical data on the qualifications and experience of municipal managers and managers on the first reporting line in Category B and C municipalities in the Western Cape.

Thank you

Louis Scheepers

QUESTIONNAIRE

Instructions

- Please use ✓ or ✗ when appropriate; and
- Only provide detail when requested to.

1. Is your municipality a Category B or C municipality?

Category B	Category C

2. What is the highest educational qualification of your municipal manager?

≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral

3. Does your municipal manager hold post-graduate (Honours/B-Tech Degree/Post Graduate Diploma, Masters/M-Tech, Doctoral) qualifications?

Yes	No

4. If the answer to 3 above is yes, is the graduate (Diploma, National Higher Diploma/First Degree) qualification of your municipal manager in public administration?

Yes	No

5. If the answer to 4 above is no, please state the discipline of the graduate qualification of your municipal manager.



.....

6. Does your municipal manager hold any qualification in administration or management?

Yes	No

7. What is the highest educational qualification of the managers on the first reporting line of your municipality?

(Please provide designation, e.g. Director Finance)

≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral

(Please provide designation, e.g. Director Finance)

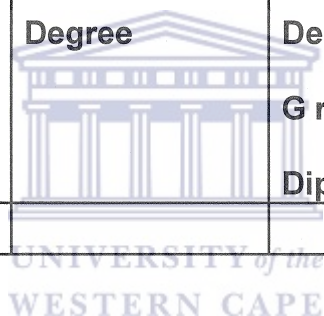
≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral

(Please provide designation, e.g. Director Finance)

≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral

(Please provide designation, e.g. Director Finance)

≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral



(Please provide designation, e.g. Director Finance)

≤ Matric	Matric	Diploma	National Higher Diploma/First Degree	Honours/B- T e c h Degree/Post G r a d u a t e Diploma	Masters/ M-Tech	Doctoral

8. Do your managers on the first reporting line hold qualifications in administration or management? Please indicate how many do.

Do hold qualifications in administration and management	Do not hold qualifications in administration and management

9. Is any of your managers (municipal manager or manager on first reporting line) registered by any statutory professional body outside of local government, e.g. as medical doctor or attorney? Please indicate the designation of such manager and his/her registration.



UNIVERSITY of the
WESTERN CAPE

.....

.....

.....

.....

