

3.3 Structure of the questions

The PUB3701 May/June 2018 examination paper will be structured as follows:

Question 1: Question 1 consists of sub-questions which adds up to a total of 25 marks.

Question 2: Question 2 also has sub-questions which adds up to a total of 25 marks.

Question 3: Question 2 also has sub-questions which adds up to a total of 25 marks.

Question 4: Question 4 has one question which counts for 25 marks.

It is important that you apply all your answers to the public sector and use examples where possible. Please do not “spot” questions – it is your responsibility to master all module content.

The examination paper is worth a total of **100 marks**.

3.4 Possible examination questions

The following questions serve to illustrate the manner in which questions *can* be asked in the exam:

1. Define the concept “delegation” and provide a relevant example to illustrate this process. (LU 8)

Delegation is the passing on of authority to another person to act in the name of the person who has passed on the authority,

An example can be the HOD grants delegates the approving of fund expenditure to the Chief Financial Officer up to an amount of R10,000 . Hence the CFO can decide if they want to approve a particular expenditure or deny it. The CFO has responsibility for performing the delegated function to that person.

Although the CFO has been delegated the responsibility to perform a duty on behalf of the HOD the HOD will remain the accountable officer. This implies a great deal of trust between the HOD and the CFO as the HOD needs to believe the CFO will make the correct choices in approving fund expenditure.

Delegation therefore refers to actions whereby someone with higher authority transfers his or her powers to a subordinate so that the subordinate can make his or her own decisions and act to deal with matters without constantly having to refer such matters to a higher authority for decision-making.

In the Public Services senior officials have many duties to perform and responsibilities. They need to prioritise their time to ensure they achieve the departments mandates and their duties. Therefore Delegation of powers enables public managers to confine their executive actions to urgent matters such as policy-making, planning and control. Managers can therefore delegate and focus on performing fewer tasks well, rather than performing too many tasks poorly. By delegating they are able to ensure tasks are performed effectively and efficiently

2. Describe the concept “communication”. Support your answer with relevant examples. (LU7)

Communication is aimed at conveying information from one person to another with the purpose of getting a response. It can be done verbally, through the written word, visual images and gestures. It is also more than just supplying information but also receiving information, interpreting it and responding to it. It is defined as a process whereby goals are conveyed accurately in order to ensure that feedback on the results will show that the actions taken have achieved such goals.

Communication is essential to make arrangements for top-down communication whereby subordinates are informed of objectives and why these objectives are prioritised. In addition to showing how the objectives will be achieved and by whom. In addition top-down communication helps with recognition of achievements during the pursuit of objectives. It also assists managers with guiding subordinates. Bottom-up communication currently has no comprehensive structure however, it is important that communication between managers and their subordinates is reciprocal as managers need to be informed of any uncertainty that subordinates may have as well as they need to receive information from the subordinates in order to be able to make effective decisions. For example: In respect of Top-down communication policies may change within the department should the managers not communicate this to the subordinates they may perform tasks unaware they are now in breach of a policy. In respect of Bottom-up communication a subordinate may be working within a particular project and note that the implementing agent is running behind schedule but is also never on site for constructing rdp houses. The subordinate would need to inform the management of this fact so that decisions can be made in respect of the implementing agents performance. Failure to inform the management may result in the project running behind schedule and costing more than originally budgeted for.

Effective communication between public managers and their subordinates will foster mutual trust and acceptance, which will raise the morale and create a team spirit among officials. In order to be effective communication needs to be open and fair so that messages and responses are conveyed clearly and without delay and should be clear, logical and understandable communication. Feedback should be encouraged and not treated with disdain.

3. Name any and five (5) main requirements for effective delegation. (LU 8)

- a) plan delegation of powers
 - Need to avoid inappropriate division of work- may mean that work is being done by the wrong people (implies that powers might be delegated to inappropriate people).
- b) maintain a balance between pleasant and less pleasant duties when delegating

- guard against keeping the pleasant jobs for themselves and delegating to their subordinates the unpleasant, “difficult” jobs or tasks that require much effort
- c) Adequate and appropriate powers need to be delegated to subordinates, together with task = they will be able to perform the task properly.
- d) Explain the task delegated to subordinates and pass on all information that they need to do the job.
- e) Guard against being too prescriptive about how to do the task that has been delegated = encourage subordinates to take the initiative.
- f) Take into account the workload that subordinates will be able to handle; = not overload them.
- g) giving support wherever necessary once task is delegated
 - do not withdraw completely from the task.
- h) Continually monitor and evaluate the progress of a task once delegated.
 - Where a manager is not sure how often to monitor and evaluate a task, he or she should discuss the matter with subordinates in order to avoid future misunderstandings.
- i) Feedback on mistakes that made should not be withheld for any reason
 - Should be brought to their attention at the earliest opportunity to avoid repetition of mistakes.
- j) Acknowledge a job well done.
 - Even if there have been some mistakes in doing the job, managers should at least thank their subordinates for their efforts.

4. Name and explain the *physical* and *personality* requirements of leadership. Support your answer with relevant examples. (LU 3)

A) Physical requirements

- Public managers need to have physical and mental health, stamina and vitality.
 - A public manager needs to be able to meet the demands of the job and may need to work extended hours, travel extensively, meet many people while multi tasking.
- a public manager needs to have an acceptable appearance (neatness).
 - Public managers represent the department and as such need to present a professional image that is worthy of respect and professionalism at all times. People judge on first appearances a manager dressed in a suit and being well groomed will get more respect than a person who arrives in a meeting in shorts and T-shirt.

B) Personality requirements

- emotional maturity and awareness of own shortcomings
- irreproachable integrity and behaviour that never puts self-interest above the interests of the institution or the public at large
- dedication and loyalty to the institution and the public courage and persistence in the achievement of objectives
- enthusiasm and drive for the task to be performed, thus persuading subordinates of its significance
- self-assurance, which will instil confidence in subordinates (Nevertheless, public managers should not see themselves as being superior to others; they need to remain humble and not be in the position for personal gain.)
- eloquence, which will enable them to state their case clearly, deliberately and effectively
- willpower or determination to persist when having to work alone

- acceptance that long working hours and sleepless nights are the price of leadership

C) Skills requirements

- insight gained from wide experience and not based only on knowledge (A public manager who has insight should be able to take the initiative by identifying community problems through a process of creative thinking and by introducing preventive or remedial measures in good time.)
- technological and scientific knowledge to identify the possible applications of available aids for the purpose of rational decision-making
- ability to delegate authority or responsibility (not accountability) so as to ensure optimum development of own initiatives and those of subordinates
- communication skills so as to listen with understanding and to communicate meaningfully with subordinates
- ability to educate subordinates on certain aspects relating to their work
- ability to unite a group of individuals into one team and to work with the team and convey his or her own knowledge and experience to members of the team
- ability to pursue clearly defined and realistic objectives
- insight to recognise the relationship between complex community life and wide-ranging government activities
- motivational skills to create a favourable climate and environment, which will inspire subordinates to a high level of performance

5. Name and explain any three (3) skills which are required to improve the quality of prioritising. (LU 4)

a) Ability to adapt to changing circumstances

- Changing conditions in the public sector present new challenges to public managers to meet the demands of our time. Managers should be sensitive to any sign of change that may influence the conditions of their work. They should realise that the new policies and structures do not necessarily bring about more extensive and complex administrative procedures. These policies and structures do, however, bring about changes to administration and management in line with the requirements of changing circumstances. Changing circumstances require the following of public managers when priorities are determined:
 - They should be able to identify and analyse new issues to ensure that they can take well-considered decisions.
 - They should be able to recognise when new solutions, instead of trusted existing solutions, are required to execute work programmes.
 - They should be able to formulate issues in simple terms that will enable them to prioritise initiatives for resolving the issues easily.
 - They should use crises that result from changing circumstances as opportunities to learn.
 - They should know how to deal with uncertainty and instability, and they should be able to accommodate change.
 - They should be able to keep conflict under control.

- They should be able to use resources when they need to deal with issues.
- They should always strive to be realistic and treat people with respect, especially during times of tension.

b) Constructive thinking

- When public managers set priorities, they should not be influenced by insignificant factors. Instead, they should approach their work with the right attitude, realising what their responsibilities are. They should know right from wrong and give their subordinates clear, rational guidelines on which to base their activities. As constructive thinkers, managers should use the ultimate goals of work programmes as the points of departure for their work. Managers who know exactly which results are being sought should take the right steps to ensure that those results are achieved. If managers wish to find a successful solution, they should ensure that every team member is committed to achieving the set goals. When team members are committed, cooperation (instead of competition) becomes the norm.

c) Mediation

- Public managers should set their priorities and take their decisions in such a way that they act as mediators between rival interests to satisfy all the different stakeholders involved. Therefore, public managers should be well informed about the political, economic, social and other factors that may play a role when priorities are determined. They should study the relevant legislation very carefully and make sure that they understand the roles played by all the stakeholders, because these factors will influence the setting of priorities.
- As mediators, public managers should keep the community informed about the priorities of public institutions, as well as communicate the needs of the community to political office bearers to ensure that priorities are based on the true needs of the community. Setting priorities is therefore not a unilateral process. The community should not only be informed about the priorities set for service delivery; the expectations of the community and its reaction to these priorities should also be taken into account and communicated to political decision-makers.

d) Proactive formulation of policies

- Public managers also need to be proactive formulators of policies and should be able to identify strategies for dealing with the unknown. They should be able to react to urgent public needs, which might mean that priorities contained in policies must be adapted to changing circumstances and existing arrangements, rationalised within a very brief period.

e) Introduction of enterprising reform

- Public managers who are also enterprising reformers will not hesitate to be innovative when they determine priorities. Managers should keep abreast of new ideas. If it becomes clear that the implementation of new ideas will promote service delivery, public managers must be willing to embrace these ideas and adapt existing work programmes where necessary.

f) Consultation

- PM's = able to advise political office bearers on priorities.
- should be well informed about specific fields and the implications of implementing policies with certain priorities in those fields

g) Effective communication

- When priorities are set, public managers should communicate continuously with different persons and authorities. This also means that they must communicate with co-managers to learn about their views on priorities so that meaningful recommendations can be made to political office bearers. Public managers should also communicate with concerned members of the public to determine what their real needs and most important priorities are. They should, of course, also communicate with political office bearers about various other matters, such as the funds required to meet certain important needs.

6. Describe the concept "leadership". (LU 3)

- The essential characteristics of leadership are to guide people to cooperate efficiently and effectively as a team, to inspire their loyalty and to empower them to make a meaningful contribution to the realisation of objectives.
- There is a special relationship between a leader (manager) and followers (subordinates).
- subordinates voluntarily pursue the goals of the manager
- manager influences and motivates subordinates to improve their levels of performance.
- Subordinates are encouraged to perform at a level they never thought possible themselves.
- Leadership
 - activities that provide direction and are aimed at influencing and utilising the staff of the institution to perform to the best of their physical and mental abilities.
 - points to the actions of public managers, who have to motivate their subordinates by setting an example.
 - Public managers can succeed by taking an interest in each individual staff member and encouraging him or her to pursue the government's objectives purposefully and effectively.
 - public managers need to have sufficient insight into the personalities of their subordinates to be able to identify their needs, values and shortcomings.
 - public managers are expected to satisfy and direct the expectations, needs, prospects and demands of their subordinates in such a way that subordinates will see themselves as useful employees= positive effect on pursuit of self-realisation.
- optimum realisation of government objectives depends not only on the knowledge and skills required of public managers, but also on favourable conditions in which to perform their tasks =implies that public managers need to use leadership to create favourable conditions for effective work performance.
- such leadership entails the following:
 - encouraging loyalty between members of the group and towards the public manager and the institution
 - emphasising the necessity of realising group and personal objectives, as well as the objectives of the institution

- creating a situation in which the personal value preferences of the public manager, those of his or her subordinates and, naturally, also those of the community are recognised
- inspiring initiative, creativity and prompt and appropriate decision-making in order to ensure job satisfaction and to foster a spirit of cooperation among subordinates
- promoting harmonious interpersonal relationships between subordinates and the public manager so that staff members feel that they have a share in the pursuit of government objectives, relate personally to the objectives of the institution and thus enjoy self-realisation
- motivating subordinates so that they will perform to the best of their abilities

7. Explain the concept of “change”, as well as the individual and organisational factors which cause resistance to change.

8. Describe which objectives of control can be achieved when exercising effective control. (LU 9)

Public managers need to be skilled in exercising control to ensure that the following objectives of control are achieved, namely to promote:

a) Responsibility

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

b) Regularity

- Regularity is combating and eliminating irregular expenditure, dishonest actions, poor book-keeping practices, unauthorised spending and any transactions that are contrary to the will and wishes of the executive political functionaries.
- Control used to promote regularity by ensuring that financial transactions are accurately recorded and that financial statements are a true reflection of all accounting activities. Therefore an effective internal system of control will contribute significantly to preventing theft of money and supplies.
- Consistent compliance with directives for collecting, safeguarding and spending public moneys will allow public managers to account to a higher authority for their management of public funds.

- Control aimed solely at promoting regularity may have a negative effect because it will focus the attention on irregularities only.
- Excessive emphasis on abiding by the rules and regulations may stifle any attempts at reform, rationalisation and improvement of work methods and procedures.
- Merely abiding by the rules and regulations is not enough to ensure effective public administration.
- it is necessary to check that expenditure has been recorded accurately, that the necessary authorisation for such expenditure was obtained, and that there is adequate documentary proof that goods have been delivered and received, investigations into irregularities cannot ensure that the actions that were taken will offer maximum benefit to the community.
- control to promote regularity is not enough to ensure effective public accountability.
- To achieve this, control also needs to promote effectiveness, efficiency and economy.

c) Effectiveness

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

d) Efficiency

- Efficiency relates to realising an objective with the minimum resources.
- Efficiency means that a certain quantity of goods and services of a particular quality have been supplied at the least possible cost.
- Efficiency therefore always refers to judicious expenditure and prudent use of the means of production in order to achieve the desired outcome.
- PM's note that activities, in terms of input and output, may be carried out efficiently and yet not be effective, because they have not satisfied the particular community's needs.

- services that have been provided and that meet the needs may be effective, but resources may have been spent so recklessly that there is little evidence of efficiency.
- Control to ensure efficiency is important because community needs are unlimited and such needs have to be met by means of limited resources.
- To be able to account to the community, it is essential to exercise control to ensure that resources are being used prudently.
- To evaluate efficiency, to set standards against which performance may be measured.
- PM's may use work study divisions to good advantage for advice on how to increase efficiency in the provision of services.
- Advice on improving work methods and procedures and on optimising utilisation of personnel will enable public managers to increase efficiency through improved service or reduced costs

e) **Economy**

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

9. Describe what is meant by the concept “disposition” and explain the characteristics of disposition which leaders should display. (LU 11)

“Disposition” is an individual’s attitude towards or opinion of a certain issue. It implies such attitude/opinion will guide individuals in dealings with the particular matter. Disposition may be positive or negative. Individuals differ and may have different dispositions towards the same issue. Disposition is subjective, differing not only from one individual to the next, but also changing in the same individual over time.

Dispositions required of Public managers

- PM's required to act as leaders and set an example in many areas.
- In order for the conduct of PM's towards a higher authority, subordinates and members of the public to be beyond reproach at all times, their disposition should be characterised by the following.
 - **Showing sincere interest**
 - PM's should show sincere interest in people by listening attentively and take an interest in the activities, thoughts and feelings of other people.

- Good relations between people are based on mutual goodwill and respect, and these qualities are possible only between people who take a sincere interest in each other.
- **Remaining humble**
 - PM's should avoid any behaviour that will make other people feel inferior.
 - Members of the public should be treated as equals and should even receive preferential treatment.
- **Showing appreciation**
 - Acknowledging and appreciating people make people happy.
 - When a subordinate's behaviour deserves praise, it should receive recognition without delay.
 - Words of praise that are insincere will have little significance for subordinates.
- **Adopting a sympathetic attitude**
 - When public managers express sympathy, they should show understanding for the problems of others and respect the feelings of others.
- **Recognising differences**
 - People have different talents and attributes which should be taken into account.
 - PM's should show understanding for differences, in preferences, expectations and interests.
- **Refraining from criticising excessively and expressing disapproval**
 - Relationships between individuals can be damaged by excessive criticism.
 - Negative criticism = unnecessary & does not promote healthy relationships.
- **Avoiding embarrassing others**
 - No individual is without faults individuals = aware of their shortcomings.
 - Overemphasising such shortcomings will make subordinates feel insignificant and will damage human relations.
- **Ignoring first impressions**
 - The first impression of an individual is subjective and may be unreliable.
 - PM's should concentrate on and reinforce other people's positive attributes.
- **Being generous**
 - Positive relations are fostered when an individual tries to meet the needs of others without being asked and without expecting anything in return.
- **Behaving predictably**
 - Subordinates like to know what they can expect from public managers.
 - Consistency builds trust and confidence;
 - unpredictability causes insecurity and tension, which may lead to conflict.

10. Critically analyse any five (5) steps of the planning process. Support your answer with relevant examples. (LU 5)

- Steps of the planning process are:-

a) making a policy on the particular matter being planned

- Public managers perform their management functions in a political environment, so the planning function is also linked to the political system of a particular country.
- public managers involved in planning need to realise that this function may be integrated into the political process in that final plans need to be submitted to political functionaries for approval, in view of legal implications.
- Certain actions that are being planned may be contrary to current policies and political views; therefore, it is essential to obtain the opinions of as many of the role-players in the policy-making process as possible (at both administrative and political levels) before commencing with a plan of action.

b) assessing needs in the environment

- Planning actually begins when public managers consider the needs of society.
- It is the task of public managers to determine the needs in the environment and Planning and programming for effective execution of government policies to use these needs as opportunities for the public institution and as guidelines for further action.

c) formulating an objective

- The mission and goals of the public institution influence the objectives that are formulated and should be taken into account by public managers who are setting objectives for the various functional components of their organisations.
 - e.g. The mission of a state department that deals with agricultural issues may be to deliver efficient and effective services to promote optimum utilisation of agricultural resources and product marketing for the benefit of society as a whole.
 - A typical goal for such a mission would be to deliver economic, marketing and regulatory services in the field of agriculture.
- For a particular goal such as delivering marketing services, a specific objective may be formulated, for example to direct the marketing of agricultural products and to coordinate policy in respect of local trade in agricultural products.

d) making predictions and evaluating existing resources for carrying out plans

- Predictions are based on changes taking place in the environment and are intended to identify critical factors that may affect government activities.
- Public managers can make assumptions on what the future may hold and make provision for these events in the plans that are to be carried out.

- E.g predicting that tension in the social environment may increase the number of psychiatric patients, they need to plan to make health services available according to the anticipated need.
- Planning of government services should be focused largely on administrative implications because the availability of human resources (personnel provision and utilisation) and money (financing) always seems to be a problem.
- Having made predictions, public managers should plan to have people and money available in the future.

e) identifying alternative plans of action

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

f) deciding on a plan

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

g) implementing the plan

- Once plan is approved political authorities instruct PM's to implement plan.

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

h) evaluating the plan

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

11. Analyse the measures that public managers may introduce to bring about effective coordination. (LU 8)

- Establishing a **clear line of authority** in the institution will reinforce the relationships between employees and will facilitate the flow of information and division of labour between organisational units so that responsibilities will be clearly defined and coordination improved.
- **Rules and regulations** may be used effectively as instruments to coordinate routine tasks. Uniformity can be established by ensuring that all the officials concerned perform their tasks within the guidelines of the prescribed rules and regulations.
- **Keeping individuals and divisions well informed** of the institutional objectives and of what they are expected to do in this regard will enhance coordination.
- **Regular discussions** and meetings are an effective means of communication that will improve coordination.
- **Cultural awareness and sensitivity** to the cultures of others can enhance loyalty, morale and willingness to cooperate with others.
- **Opportunities for training and development** can enhance job satisfaction and nurture a positive attitude and willingness to cooperate with others, and this will contribute to effective coordination.
- **Feedback is an important element** in communication and should lead to effective coordination if it is done properly.
- **Increased participation by subordinates** in the decision-making process can facilitate coordination.
- **Using a management aid such as network programming** makes it possible to programme and schedule activities, which will improve coordination.

12. Analyse the concept “control” by focusing on positive and negative effects on government activities. Support your answer with relevant examples. (LU 9)

Control is

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