Ascertaining South Africa's public service senior management competence domains from a developmental state landscape

C H de Wet
School of Social and Government Studies
North-West University
Potchefstroom Campus

G van der Waldt
School of Social and Government Studies
North-West University
Potchefstroom Campus
First received 01/10/12
Accepted for publication 12/11/12

ABSTRACT

Adopting the philosophy of a developmental state proved to have a distinct attractiveness for nations around the world, seeing that it offers rapid economic growth and global recognition. Appreciating the fact that such an offering usually comes at an extraordinary price to states, this article ponders briefly on the theoretical basis of a developmental premise. This is done by exploring scholarly contributions in defining the disposition, the rewards, contributions and landscape enclosed within a developmental state.

The ambitious responsibility should be considered of a developmental public service, as state apparatus to initiate, propel and achieve developmental goals. In the light of this fact the article concedes the precarious nature of a developmental landscape to confirm the composite role of the public service as organisation and its inherent senior management.

Contemporary public service senior managers, steering the administration within developmental states, are compelled by their mere position and the deliberate expectations of citizens to display continual

high levels of proficiency in relevant competencies. The South African Public Service is no exception to this developmental state characteristic that is universally accepted. The moral fibre and capacity of the South African Public Service's senior management, as major instrument in promoting developmental achievements, can be nothing but impeccable amidst complex political and socio-economic dynamics.

A triangulation was undertaken between a literature study conducted on six developmental states, a focus group session conducted amongst South African Public Sector senior management and an existing Leadership Development Management Strategic Framework (LDMSF). This suggests competency contributors from which the study recognises and proffers developmental competence domains that specifically apply to the public service.

INTRODUCTION

Literature reveals that the socio-economic and political challenges in the Republic of South Africa are far reaching and highly complex. South Africa's socio-economic circumstances, for example, can be described as having two economies, a concept that was introduced to the nation by former President, Mr Thabo Mbeki (2004). Through the nation's historical association, each one of these two economies display a particular nature and character that either connects the economy with affluence and prosperity or with destitution and dire poverty.

Over the past eighteen years of democracy, the South African leadership and related Public Service were unable to create and promote an environment where significant role-players such as markets, private sector, civil society and citizens could collectively negotiate South Africa's "second" economy to benefit from the rapidly growing "first" economy. Manuel (2007) shows that planned endeavours to offer future innovative economic solutions in South Africa should have its origins in the nation's history with recognition of the challenges that this unique past has unleashed within the state. One of the most critical developmental characteristics through which a state achieves its developmental goals is the aptitude of its public service to act as a significant stakeholder, authority and negotiator within the developmental landscape.

The focus of this article is aimed at clustering competence contributors and competence domains that are inherent to the developmental state landscape. The fact that South Africa has adopted both democratic and

developmental forms of state in less than 20 years has a significant impact on the organisational arrangement of the Public Service and the requirements of a competent civil service. The article subsequently triangulates clustered competence contributors and competence domains, obtained from an extensive literature study conducted on six developmental states (Japan, South Korea, China, Indonesia, Botswana and the Republic of India) against data gathered from a focus group session with senior public managers and a competency framework that currently acts as litmus test of their competence. This competency framework, identified as the Leadership Development Management Strategic Framework (LDMSF) was operationalised during 2007/2008. Since then, however, the country has witnessed major forms of transformation in the political, economic and social spheres when political elites adopted a developmental form of state.

The structure of this article gives a brief overview of the developmental landscape and senior management competence contributors from which competence domains are inferred and recommended.

A DEVELOPMENTAL STATE LANDSCAPE

Johnson (1982:17), Leftwich (2007:133,134,154,162), Fukuyama (2008:27), Mailafia (2009), Edigheji (2010:7,15,21,26,28,140,192), and De Wet (2010:28) are in principle all of the opinion that governments, and then by mere implication its public servants, espouse a distinct character, role and competence when a state is associated with the developmental philosophy. When Castells (1992:55) defined the developmental state, he described the developmental theory of authenticity as maintained, stable, elevated quotients of economic expansion. He furthermore included organisational transformation in the state's industrious structures as having an effect on both the national and international economy. In addition to Castells' (1992:55) description of the developmental state, Mkandawire (2001:290) added the perceptible presence of a developmental philosophy. This philosophy positions the state's "administrative and political resources" in such a manner that it is capable to achieve "economic development" as an outcome. Mkandawire (2001:290) continued by advising against the fact that in defining the developmental state, a failure to differentiate between the theory of authenticity, as sustained economic accomplishments, and the definition could produce a distorted abstraction.

Successful developmental states display characteristics of both economic achievements and a strong public service that is able to formulate, analyse and implement industrial policies (Mkandawire 2001:290). Edigheji (2007), as well as Abdullah and Van Dyk-Robertson (2008:2) identified three different

perspectives on developmental state clarifications. The first perspective depicts political elites holding superiority over the developmental philosophy in a developmental state. The second perspective underscores an organisational arrangement, and the third identifies a public service that has the ability to facilitate citizens' agreement on the developmental agenda.

Edigheji (2009:61) alerts readers to the fact that "in every historical epoch, developmental states have been constructed to respond to specific contextual developmental challenges". Political elites in states across the globe became increasingly attracted to the philosophy of the developmental state as it proffers distinct rewards. Naturally this depends on the nature of the state, its dominant ideology (i.e., socialism, neo-liberalism, etc.), its demographics, its historical circumstances and developmental trajectory. The recompense for a state that is arranged to adopt and realise a developmental philosophy is recognised through distinct characteristics. These can include global competitiveness; a sustained rapid economic growth; a modernised industrial economy; and reduced unemployment and poverty (Mkandawire 2001:2; Gumede 2009:4; De Wet 2010:4). In order to appreciate such recompense, this article briefly imparts an understanding of these four main characteristics.

The Global Competitiveness Report (GCR) (World Economic Forum 2011-2012), presents an initiation into understanding global competitiveness, which is observed as the first of four developmental characteristics. Global competitiveness can be explained as a state's ability to impart high levels of affluence to its citizens through the ingenious application of existing resources. Global competitiveness furthermore implies: a particular manner in which significant institutions within such a state are arranged or in which industrial policies are formulated, analysed and implemented. It also entails a distinct strategy through which national and international influences are managed to encourage a sustained flow and medium-term levels of economic prosperity, in order to achieve a state's developmental goals. Deciphering sustained, rapid economic growth, as second characteristic, denotes an increase in the quantity of merchandise and services produced within a state's economy over time. Economic growth is conventionally calculated as the per cent rate increase in real Gross Domestic Product (GDP) (Leftwich 2007:63). As third characteristic, a modernised, industrial economy simply suggests a process of transformation through which minimal, low-income national economies are converted into thriving diversified economies. The reduction of poverty and unemployment, as fourth characteristic, necessitates a process through which deprivation, destitution or economic inequality amongst citizens within a state are actively addressed and transformed. This should be done through developmental programmes to increase the size of a state's economically active population who participate in the programmes.

The aforementioned recompense, however, seldom emerges without meticulously crafted, goal-oriented investments from political, economic and social elites who consistently act in the public interest (Gumede 2009:4). Such investments would entail an arrangement of the public service as organisation, as core mechanism and as apparatus (innovator, initiator and coordinator) of the state through which developmental initiatives are enabled. The investments would also include: forged partnerships between the public service, the private sector and society that have the potential as a collective to propel and achieve the state's developmental goals; formulated, analysed, implemented and managed industrial policies, which regulate and steer developmental oriented initiatives. In addition the process would produce public servants that have an innate ability and professionalism to analyse the landscape, interpret the environment, plan and lead developmental initiatives, partnerships and policies towards the achievements of the state's developmental goals.

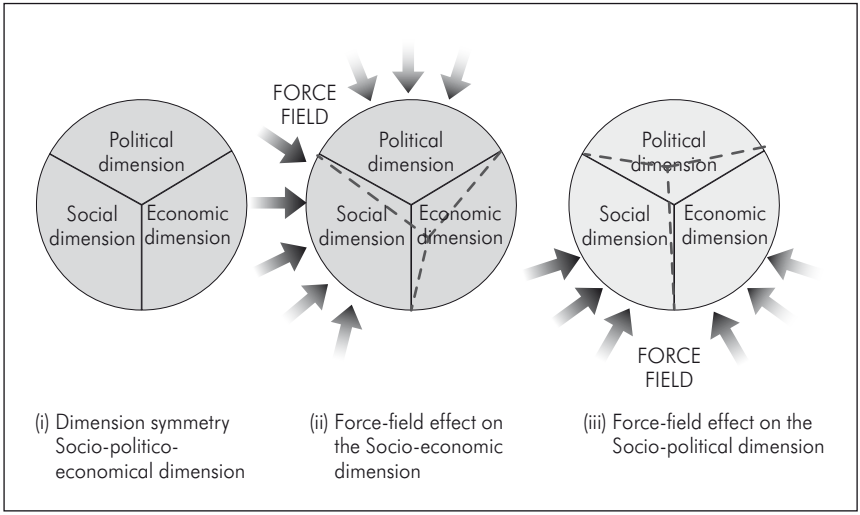
With a particular focus on and interest in the developmental public service, it can be inferred that a developmental public service would enable factors such as the following: economic expansion; planning and management of transformation initiatives in the industrious sectors of the state; advisory leadership in support of the political, economic and social direction of a state towards focused economic achievements; enabled and sustained high speed economic growth; the establishment of interactive networks between the state and markets; facilitation of a global economic awareness within the state; improvement of the economic landscape to promote socio-economic growth; instituting indigenous and global economic innovation; leading transformation in the state's economy and infrastructure; conceptualising industrial policy tools; promoting industry, commerce and capital liberalisation; and detecting political precursors that make social equality possible through economic growth.

Having briefly pondered on the uniqueness of a developmental state, its rewards, investments, and inherent organisations, it is self-explanatory that all such elements would subsist within an inimitable landscape. Leftwich (2007:63), Fukuyama (2008:25), and De Wet (2010:30) define three specific dimensions of development of which the first dimension is "economic development". The objective or intent linked to economic development is simply a sustained proliferation of Gross Domestic Product (GDP) per capita. Natrass and Seekings (2002:215), as well as De Wet (2010:30) add the facilitation of re-distribution as another intent that shapes the economic dimension. The facilitation of redistribution is particularly evident in a country such as South Africa where the majority of the population belongs to a second economy that is characterised by poverty and even dire destitution as opposed to a first economy that signals healthy patterns of sustained economic growth (Heller 2001:139,140; De Wet 2010:30; Ramphele 2012:4).

Fukuyama (2008:25) and De Wet (2010:30) delineate the second dimension as "political development" and classifies it as a more complex dimension with three objectives or intents linked to it. These objectives are outlined subsequently. Firstly, "state building" forms a part of political development as intent State development comprises the following: forceful authority which is lawful, i.e. lawful domination; determining the state's protective area; and crafting and pursuing an administrative aptitude that can perform the managerial duties of a public service that are recognised as effective, efficient, economic and accountable service delivery to the citizens of that state. Secondly, the "rule of law" as intent from political development provides a lucid, prescribed set of laws within which the public service should execute its tasks. Thirdly, a significant intent of political development is "democracy". Democracy shapes the implementation of common autonomy through combined and cooperative voting. Democracy is at the same time an effective tool through which monitoring and evaluation of the government's programmes can take place.

The third dimension of development is a "social dimension". Fukuyama (2008:26) and De Wet (2010:30) describe the social dimension as a crucial, unpredictable dimension that co-exists with the economic and political dimensions. The intentions relevant to a social dimension are, nation building and national identity, social equality and social capital (Fukuyama 2008:26; De Wet 2010:30). Hjort (2008:42) and De Wet (2010:30) suggest that the

Figure 1: Contending and collaborating dimensions of a developmental state: Influenced through global and national force-fields



Source: De Wet (2010:31)

economic, social and political dimensions are simultaneously contending and collaborating within a developmental state.

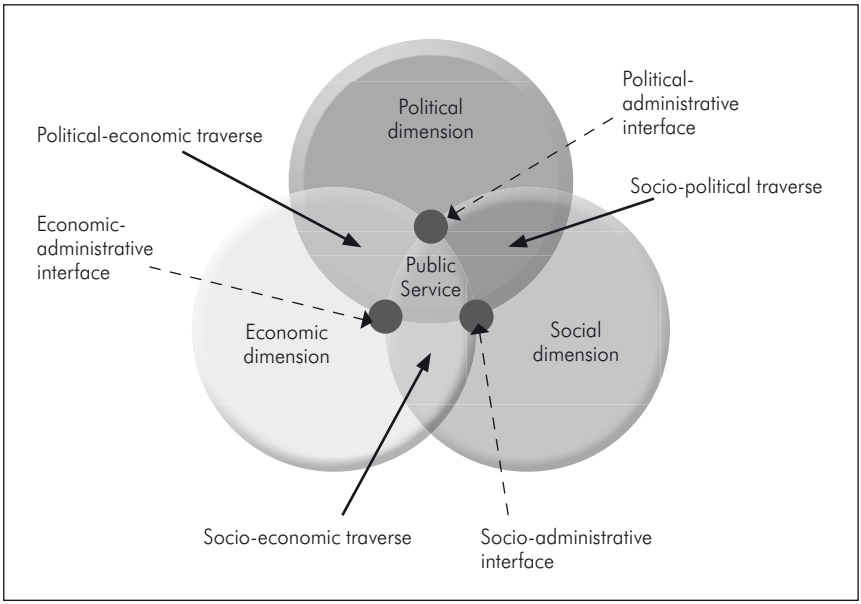
Figure 1 provides a graphic representation of a developmental state landscape and the existing relationships between these three dimensions. In addition to Hjort (2008) and De Wet's (2010:30) observation, Leftwich (2002:58) alludes to the fluctuating combination of internal and external force-fields that have a direct impact on the particular route that a state may follow to become developmental (Chalker 1994; Holmquist and Ford 1994; Wiseman 1997; De Wet 2010:30). The presumption is therefore that internal and external, as well as micro and macro forces are continuously and actively contributing and influencing the direction that developmental states will follow towards the successful achievement of their developmental goals.

Figure 1 illustrates the three dimensions visually as each dimension exists (collaborating and contending) in relation to the other two dimensions. These dimensions are responsive to national and international force-fields such as political changes or political instability, globalisation, information communication technology and international economic crises. However, what is of significance to this article is a magnified view of the three dimensions with a particular interest in the positioning of the public service as interactive enabler within this landscape.

Figure 2 positions a public service as the nucleus of a dynamic landscape consisting of the political, economic and social dimensions. It is important to note that, based on the positioning of a public service within the landscape, in combination with its developmental ambition, there are specific denotations earmarked as noteworthy. It is important for a developmental public service to act as an enabler and apparatus that can administrate, manage and lead professionally towards a state's developmental ambition. In this sense the public service has a significant role to play within the political-economic traverse, the socio-economic traverse and the socio-political traverse. A developmental public service furthermore has a distinct role to play in the political-administrative interface, the economic-administrative interface and the socio-administrative interface.

Considering the ambitious responsibility that is extended to a developmental public service, as displayed in Figure 2, the conceptualisation and interpretation of the unique role of South Africa's Public Service within a developmental landscape may not be constructed without an appreciation and an insight into its position against continuous transformation, as transformation has been an active national force-field since 1994, and still is (De Wet 2010:82). It is therefore critical to concede the precariousness of a continuous state of change and the role of a "high performance" organisation that enables the achievement of South Africa's developmental goals. If recognition is given to a continuous

Figure 2: Positioning a public service in context of the developmental state landscape



state of change, apperception should be assumed to organisation building. An inference can be made that the Public Service should display an adaptability, flexibility and alacrity (Harvey and Brown 2001:8) that facilitate performance and goal achievement.

Behind the facades of every organisation, it is inevitable that human capital is at work. The South African Public Service is no exception to this general truth. Considering the developmental landscape, its character, elements and organisations as context to this article, there is a critical focus on the competence domains required specifically for senior management within a developmental public service. The following paragraph will examine the theoretical underpinnings of competencies, competence and competence domains as it is suggested by academic scholars.

SENIOR MANAGEMENT PUBLIC SERVICE COMPETENCE DOMAINS

Wien and Dudley-Marling (1998:405) and De Wet (2010:96) observed that competence-based approaches are generally reductionist, behaviourist,

restrictive, intransigent, empirically and didactically unjustly based on the generic notion that such approaches are transferrable and multi-functional. The South African Public Service as organisation is compelled by the Green Paper on Public Service Training and Education (1997), Part 2, Chapter 5, to implement a competency-based approach. Paragraph 5.7.5.4 of Part 2, Chapter 5 of the Green Paper on Public Service Training and Education (1997), directed that, "All public service institutions will be required to conduct job evaluations or re-evaluations of all posts, with the purpose of ensuring that they are expressed in terms of the essential competencies required for effective job performance in the context of the new vision and mission determined for the Public Service in the White Paper on the Transformation of the Public Service (1995). The process should involve both sector-specific competencies and core transversal competencies." MacGillivray (2002:7) and De Wet (2010:97) aptly state that public service organisations that are competence-based do meticulously select, employ, empower, and foster amongst its public servants excellence, which includes efficiency, effectiveness, economy and accountability.

Horton, Hondeghem and Farnham (2002:4), as well as De Wet (2010:97) alert readers to the fact that the clarification of the semantics between competence and competency is a potential "minefield". The reason is that there are at least two concepts, different opinions, definitions and spelling together with different interpretations with a diverse foci and relevance to different layers of management. Whiddett and Hollyforde (2003:5) and De Wet (2010:97) suggest the difference between competence and competency as follows: competence connotes an individual's aptitude, founded on job related duties, whereas competency refers to an individual's ability based on conduct.

Hogg (2010:1), De Wet (2010:97) and the Chartered Institute of Personnel Development (CIPD) propose the following definitions: competence correlates with a practice of marginal values and can be validated by execution and that which is delivered; competency relates to the behaviours that is required of a workforce. A workforce should obtain such behaviour patterns to contribute to specific circumstances in which they can accomplish a high level output.

Horton, Hondeghem and Farnham (2002:4) and De Wet (2010:97) points out that competence connects with "outcomes of competence" and competencies can be explained as "inputs that help to achieve successful performance in a job". Competence is therefore about the job and job-outcomes, and competencies are about the individual staff members who "do the work" (Bellis 1997:1; Horton, Hondeghem and Farnham 2002:4; De Wet 2010:97). It can therefore be assumed that an individual is employed for his/her competence (displayed and validated aptitude) and that the duties he or she will assume, require specific competencies (behavioural input and execution) (*see* Boyatzis 1982:12; Hellriegel, *et al.* 1999:4; Noordegraaf 2007:322).

From the variety of definitions offered above, it can be deduced that competence is an individual's application of an aptitude transferrable to a context (skills, knowledge and attitude). This is required to execute one or more job related tasks (functional, introductory or spontaneous), which are measurable against specific standards of performance where the individual possess an embedded intelligence of her or his performance within the organisational system (De Wet 2010:98). In relation to South Africa as a developmental state, such a definition would translate into senior managers' diligence to affect an aptitude context transferrable (skills, knowledge and attitude) to successfully manage, lead and enable multi-faceted developmental oriented tasks (functional, introductory or spontaneous). Such an aptitude is measured against individual performance agreements or contracts to achieve organisational objectives in line with the state's developmental agenda and goals.

The Department of Public Service and Administration (dpsa) produced a framework for Human Resources and Development (HR&D). This framework guides public service departments, such as National Treasury, when it designs competency frameworks that are relevant to a particular expertise. Treasury produced a Competency Framework for Financial Management (2010) that adopted definitions, outlined by the dpsa. Treasury's Competency Framework for Financial Management (2010) defines competencies as "a mix of skills, related knowledge and attributes to produce a job/task against a defined standard". The Competency Framework for Financial Management (2010) furthermore defines competence as "the outcomes which would define effective performance, i.e. aspects of the job at which a person is competent". The latter document provides definitions to the following terminology for purposes of clarification: a skill is defined as "the innate or learned capacity to achieve pre-determined results consistently with the minimum outlay of time, energy or both".

It is observed that a specific public service context is imported as it refers to the SMS Handbook (2003:2) "effective application of human and material resources" and the Measurable Performance and Accountable Delivery (2010:107) as the concept of "more with less" is required. The Competency Framework for Financial Management (2010) describes knowledge as "the theoretical and/or practical understanding of a subject, facts and information". Attributes are explained as "the quality of character required to be an effective and successful performer in a specific job".

Cognisant of South Africa's history, a subsequent deficit deposit on the nation's skills, and the complex landscape within which public servants have to deliver services, it would be ignorant not to consider the requisite competences of senior managers. Virtanen (2000:333-341) and Schwella, as well as Rossouw (2005) identified five domains of specialisation against which senior managers should deliver successful results. These four domains are recognised as:

- assignment or task competence domain;
- professional competence domain in:
  - discipline;
  - Public Administration;
- political competence domain;
- ethical competence domain.

Making an allowance for the scholarly contributions that supports this article, there is a case for the further inclusion of:
- a political competence domain;
- an economic competence domain;
- a social competence domain;
- a public "business" competence domain.

Recognising that the domains identified in the previous paragraphs carry an equal weight towards successful service delivery, this article focused on the generic elements of public service competence as it relates to South Africa's developmental landscape. These areas are identified as:
- political competence domain;
- economic competence domain;
- social competence domain;
- professional competence in Public Administration domain;
- public business competence domain.

The preceding paragraphs highlighted the notion of a public service senior manager's aptitude to excel within South Africa as a developmental state, against the backdrop of a highly complex and dynamic landscape. The introductory notes recognised that competence in public service's senior management is merely one of the basic attributes that contributes or hinders developmental success.

METHODOLOGY

The methodology sustaining this article can be described on the one hand as conceptual research through qualitative inquiry, supported by an in-depth literature review. The review examined similar elements of public servant proficiencies as competence contributors through which clusters of competence domains were identified from six developmental states (Japan, South Korea, China, Indonesia, Botswana and the Republic of India). The methodology refers on the other hand to a focus group session which

entails data collection techniques and the existing South African Public Service competency framework, identified as the Leadership Development Management Strategic Framework (LDMSF). Kaniki (2009:19) explains that no research study subsists separately from previous inquiry. It was therefore of critical importance to recognise the paradigmatic evolution of developmental states, amongst them South Africa's developmental status and its Public Service's aptitude to deliver on developmental objectives through existing scholarly efforts.

Conceptual research design

Mouton and Marais (1990), Mouton (2008:49, 55-57, 122-123, 144-147), and Durrheim (2009:34-37) explain conceptual research design as inclusive of a plan and structure that support augmented validity of the research findings. The research design of this article is rooted in the topic that this article addresses. The first phase of this article's research plan underpinned a literature study and was aimed at exploring the paradigmatic evolution of six developmental states (Japan, South Korea, China, Indonesia, Botswana and the Republic of India) within the developmental context. The progression of each developmental state was measured through definite examples, patterns and concepts over a specific timeline to ascertain the role ultimately of a public service and key competency contributors, as each state presented itself through diverse circumstances. The second phase of the article's research plan explored South Africa as a developmental state, which simultaneously micro-focussed the literature study contextually. Phase three delineated the border posts that demarcated expectations on public service at senior management level within South Africa as developmental state.

The research efforts explored current senior management competencies and key competency contributors as it became discernible through the gathered data. During phase four, a triangulation between the following article and relevant elements occurred. Key competency contributors gathered from a literature study that followed a paradigmatic evolution of six developmental states was measured against a currently implemented South African Public Service Senior Management Service (SMS) competency framework LDMSF and results gathered from a focus group session with respondents relevant to the research. These included South African Public Service senior managers and senior managers responsible for the identification, construction and management of a senior management competence framework. The structure evidently ensured that all seven developmental states were explored in a scientific coherent manner.

Research questions and findings

The research questions can be outlined as follows: Are there recognisable clusters of competency domains that could be established from scholarly contributions of Japan, South Korea, China, Indonesia, Botswana and the Republic of India as developmental states, through those contributing to competency? What are the similarities between these competency contributors when triangulated against a South African Public Service SMS focus group session and LDMSF?

ASCERTAINING SENIOR MANAGEMENT COMPETENCY DOMAINS FROM A DEVELOPMENTAL STATE LANDSCAPE

The following assumptions and conclusions can be drawn from the data represented in Tables 1 to 5:

A first assumption accepts that the literature study focused exclusively on developmental states and the subsequently related public service competence. In that case the baseline information would be that the data representing the literature study would represent a 100%.

The second assumption would be that the literature study representation in Tables 1 to 5 demonstrates a developmental, senior management public servant's desired state of preparedness to function optimally in a developmental state. Measured against such a desired state, clear inferences can be made about the South African senior management public servant's preparedness to guide senior managers towards optimal functioning in the democratic, developmental state. These are examined on the following pages.

FRAMEWORK

Considering the developmental state landscape and its political dimension, the literature study offered 23 competency contributors, the focus group respondents offered 4 competency contributors and the LDMSF offered 2 competency contributors. The percentage value of the literature study, reflected as the desired state, as it focused solely on the developmental state, presents a value of 100%; focus group respondents offered 17% and the LDMSF offered 8.7%. It can therefore be deduced that the LDMSF might consider a substantial increase in competencies to address the political dimension.

Data gathered on the economic dimension presented the following statistics: the literature study suggested 23 competency contributors whilst focus group

Table 1: Political competence domain: competency contributors

Political domain	Competency contributors
Literature study	The rule of law; Legality, regulation; Transparency and social equality; Democratic character; Strong state structures; Form and character of developmental accomplishments; Typography of South Africa's history and its influence on the future; Politics and development; Establishing an interactive strength: Strategy selection and action; Maturation paths of transformation; Socio-political relations and interaction; Internal and external force-fields; National and global relations; Entrance into the global society; Construct and re-organise cultural -political precursors; Social capital; Trust building and cooperation; Enable, lead and manage networks; Accountable global leadership; Governance; Developmentalist approach; Developmental state resolve; Official approach to politics; Indigenous and global innovation.
LDMSF	Strategic capability and leadership: Strategic planning, Governance and management frameworks; Leading people: Strategy and task execution management.
Focus group session	Political-administrative interface; Political ideology and the State; Global and domestic landscapes; Trust building.

Source: De Wet (2010:118, 119)

Table 2: Economic competence domain: competency contributors

Economic domain	Competency contributors
Literature study	Interaction between government, and markets; Social and economic capital efforts; Economic expansion; Transformation in industrious sectors; Economic achievements; Launching high speed economic growth; Typography of the state's history and its influence on the future; Interactive strength: Strategy selection and action; Maturation paths of transformation; International and national force-fields; Global awareness; Interaction between states, banks and business; Transformation of the economy and infrastructure; Conception of industrial policy tools; Promotion of industry commerce and capital liberalisation; Industrial and financial conglomerates; Entrance into the global society; Political precursors that enable social equality through economic growth; Social capital, trust building and cooperation; Social and economic capital efforts; Improved economic landscape: Socio-economic growth; Developmental state resolve; Enable, lead and manage robust networks; Indigenous and global innovation.
LDMSF	–
Focus group session	The State, the economy and development; Economic policies.

Source: De Wet (2010:119-120)

Table 3: Social competence domain: competency contributors

Social domain	Competency contributors
Literature study	Stimulate and encourage interface and discourse; Engagement in the collective public; Inclusion of citizens to agree on the developmental agenda; Typography of the state's history and its influence on the future; Interactive strength: Strategy selection and action; Maturation paths of transformation; People matters; Social relations; Re-institute dignity and self-esteem; The role of national customs; Entrance into the global society; Political precursors to enable social equality through economic growth; Social capital, trust building and cooperation; Social and economic capital efforts; Networks; Diversity management; High quality human capital; Improved economic landscape: Socio-economic growth; Rule of law and social equality; Indigenous authenticity and values; Social inclusivity; Exceptional developmental state resolve; Public participation in policy and decision making; Enabling, leading and managing robust networks; Indigenous and global innovation.
LDMSF	Service delivery innovation; Consultation; Redress; Providing information; Openness and transparency; Value for money; Setting service standards; Ensuring courtesy; Increasing access.
Focus group session	Social sustainability; Innovating initiators and mobilisers of civil society; Including and enabling citizens; Passion for the people and the country.

Source: De Wet (2010:120-121)

respondents suggested 2 competency contributors and the LDMSF suggested 0 competency contributors. The percentage value of the literature study presented a value of 100%, focus group respondents presented 8.6% and the LDMSF presented 0%. It can therefore be reasoned that there is substantial reason for the inclusion of competencies in the LDMSF, that address public sector, senior management competence in the economic dimension.

Competency contributors gathered to support the social dimension of a developmental state revealed that there were 25 from the literature study, 3 from focus group respondents and 9 from the LDMSF. The percentage value of the literature study is 100%, from focus group respondents it is 12% and the LDMSF is 36%. It can be argued that there is significant reason for the inclusion of competencies to address the social dimension of a democratic, developmental state in the LDMSF.

In terms of professional competency contributors in public administration, the literature study provided 36 competency contributors, focus group respondents offered 13 and the LDMSF provided 16 competency contributors. The percentage value against the literature review is 100%, focus group respondents' percentage value is 36% and the LDMSF percentage value is

Table 4: Professional competence domain: Public Administration competency contributors

Professional: Public Administration domain	Competency contributors
Literature study	Legislation and policies; Resolute, effectual, closely controlled and answerable; Anti-corruption Ethical values, principles and norms; Effective implementation of policies, Formulate and implement policies, Ability to execute economic policies, Strong policy control; Direct administrative and political resources to achieve economic development; Organisation constitution; Contending and collaborating dimensions in a developmental state; Skilled and moral servants; Robust character of government; Change enablers; Inter-departmental partnerships; Optimally functioning, results-oriented bureaucracy; Organisation that can safeguard itself against global force-fields; Moderniser and innovator of socio-economic development; Pre-emptive and forceful; Strategies for achievement; Recognise landscape; Strengthened administrative, specialised and depersonalised standards; Well-defined medium term organisational goals to organisational mission; Bureaucratic polity; Merit-based; Reform-induced efficiency improvement; Ability to translate strategy and developmental policies into action; Optimal functioning, results-oriented, streamlined organisations; Resource mobilisation; Real power, authority, technical competence, insulation and continuity; Innovation; Flexibility; Developmental oriented; Accountability; High trust, high discretion, high ambition, honesty; Passion for the nation and its citizens; Responsible, taking ownership, inclusivity , decisive, vigorous; Management and leadership; Performance driven, results oriented; Resource effectiveness.
LDMSF	Legislative framework; Annual performance reporting; Financial reporting; Project and programme performance reporting; Change results impact: Monitoring and evaluation; Change management; Service delivery innovation; Strategic capability and leadership; Organisation communication; Management: People management and empowerment; Project and programme management; Financial management; Change management; Knowledge management; Problem solving and analysis.
Focus group session	Conduct and approach; Global and domestic landscape; Innovative solutions; Passion for the people and the country; Strategic capability and leadership; Matrix management; Programme and project management; Financial management; Human resource management; Culture of Ubuntu; Individual public administration orientation; Seriousness and commitment in line with environment and developmental objectives.

Source: De Wet (2010:121–122)

Table 5: Public business domain: competency contributors

Public business domain	Competency contributors
Literature study	Organisation constitution; Alterations to the way in which business is conducted, both private and public and interaction between private and public sectors; Information and technological innovation; Organisational transformation; Autonomous problem solving and decision making; Operational effectiveness; Communication; Negotiation skills; Resilience; Resource effectiveness – "more with less"; Re-engineer business processes and systems, Organisational development; Human resource management and development; Programme and project management; Financial management; Process and system analysis; Technical innovation; Institution building; Streamlined organisations; Innovation.
LDMSF	Business process delivery loops; People management and empowerment; Programme and project management; Financial management; Technical and professional skills; Best practice; Problem solving and analysis.
Focus group session	Programme and project management; Financial management; Technical skills; Innovation.

Source: De Wet (2010:123)

44%. The notion of improved competencies that specifically apply to the public service becomes evident.

Public business competency contributors are representative of modern bureaucracies and therefore potentially critical to consider for inclusion in the framework directing a public service senior management's competency. The literature study presented a value of 17 competency contributors, focus group respondents offered 4 and the LDMSF displayed 7 competency contributors. The percentage value for the literature study is 100%, the percentage value for focus group respondents is 23.5% and the percentage value for the LDMSF is 41%. Significant improvements can therefore be made to support public service senior management to impact positively on a contemporary public service.

Based on this analysis it can be argued that if the literature study presents a benchmark of 100% total, the figures displayed in Table 1 represent evidence that the focus group was able to identify a total of 21% competency contributors and the LDMSF present a total of 27.4% competency contributors. It can therefore be argued that there is reason to re-evaluate critically and align the South African Public Service's senior management competency framework and related competencies, and to consider the suggested competence domains as determinants of competencies that would support senior management of a developmental oriented public service to achieve South Africa's developmental goals.

Table 6: Competency contributors identified through the literature study, focus group session and LDMSF: statistical values

Political competency contributors			
	Literature study	**Focus group session**	**LDMSF**
Value	23	4	2
%	100%	17%	8,7%
Economic competency contributors			
Value	23	2	0
%	100%	8,7%	0%
Social competency contributors			
Value	25	3	9
%	100%	12%	36%
Sub-total: Developmental state landscape	71	9	11
Average %	100%	12,7%	15,5%
Professional competency contributors: Public Administration			
Value	36	13	16
%	100%	36%	44%
Public business competency contributors			
Value	17	4	7
%	100%	23,5%	41%
Average total	124	26	34
Average %	100%	21%	27,4%

Source: De Wet (2010:124)

CONCLUSION

This article explored the topic and contributed through a literature review of Japan, South Korea, China, Indonesia, Botswana and the Republic of India as

developmental states. The research enabled a focus group session and existing data in practice to intensify and redirect the focus of public service senior management competencies. In addition, the research enabled competency contributors that shaped clusters of competence domains that are relevant to a developmental, public service, senior management environment. Such competence domains could contribute towards strengthening a developmental public service's sustained achievement of the state's developmental goals. This article highlighted five domains for inclusion into the public services' senior management competency framework which would strengthen and enable senior management to manage and lead effectively, efficiently, economically and with accountability. The study reinforced each of the five domains with competency contributors that could model a set of developmental public service senior management competencies in the Republic of South Africa as a democratic and developmental state.

REFERENCES

Abdullah, A. and Van Dyk-Robertson, H. 2008. Enhancing the Performance of the Public Service in a Developmental State: A Country Case Study of Nigeria. Paper prepared for the 2008 African Association for Public Administration and Management (AAPAM) Roundtable. Accra, Ghana. October 2008. **http://unpan1.un.org/intradoc/groups/public/documents/amdin/unpan032580.pdf**. Date of access: 2 April 2010.

Bellis, I. 1997. Outcomes-Based Education: Issues of Competence and Equity in Curriculum and Assessment. Paper presented by Professor Ian Bellis at the International Association for Educational Assessment Conference, Durban, 1997. *South African Qualifications Authority (SAQA) Bulletin.* 1(2), February 1998. **http://www.saqa.org.za/show.asp?include=docs/pubs/bulletins/bulletin98-2.html#IanBellis**. Date of access: 5 November 2010.

Boyatzis, R. 1982. *The Competent Manager: A Model for Effective Performance*. New York: John Wiley and Sons.

Boyatzis, R. 1992. Building on Competence: The Effective Use of Managerial Talent. In Salamon, G. 1992. *Human Resource Strategies*. London: Sage.

Castells, M. 1992. Four Asian Tigers with a Dragon Head: A Comparative Analysis of the State, Economy and Society in the Asian Pacific Rim. In Henderson, R. and Applebaum, J. (Eds.) *State and Development in the Asian Pacific Rim*. London: Sage Publications.

Chalker, L. 1994. *Good Government: Putting Policy into Practice*. London: Overseas Development Administration.

De Wet, C.H. 2010. *Public Sector senior management competencies required for the South African democratic, developmental state*. Potchefstroom: NWU. Mini-thesis – MPA.

Durrheim, K. 2009. Research Design. In Terre Blanche, M., Durrheim, K. and Painter, D. (Eds.) 2009. *Research in Practice: Applied Methods for the Social Sciences*. Cape Town: University of Cape Town Press (Pty) Ltd.

Edigheji, O. (Ed.) 2007. Rethinking South Africa's Developmental Path: Reflections on the ANC's Policy Conference Discussion document. Special Edition of *Policy: issues and actions.* 20(10):1–214.

Edigheji, O. 2009. How to construct a 21st-century developmental state in Africa. *New Agenda*. April 35(3):60-63.

Edigheji, O. (Ed.) 2010. *Constructing a Democratic Developmental State in South Africa: Potentials and Challenges*. Cape Town: HSRC Press.

Fukuyama, F. 2008. What do we know about the Relationship between the Political and Economic Dimensions of Development? In North, D.D., Acemoglu, F., Fukuyama, F. and Rodrik, D. (Eds.). *Governance, Growth, and Development Decision-making*. The International Bank for Reconstruction and Development. The World Bank.

Global Competitiveness Report, 2010–2011. **http://www.weforum.org/en/initiatives/gcp/Global%20Competitiveness%20Report/index.htm**. Date of access: 14 October 2010.

Gumede, V. 2007. Is Government optimally poised to achieve set objectives and targets in time? *Service Delivery Review*. 5(3):48–51.

Gumede, V. 2009. Delivering the Democratic Developmental State in South Africa. In McLennan, A. and Munslow, B. (Eds.) 2009. *The Politics of Service Delivery*. Johannesburg: Wits University Press.

Harvey, D.F. and Brown, D.R. 2001. *An Experiential Approach to Organisation Development*. New Jersey: Prentice-Hall.

Heller, P. 2001. Moving the State: The Politics of Decentralisation in Kerala, South Africa and Porto Alegre. *Politics and Society*. March 29(1): 131–163. **http://abahlali.org/files/Heller%202001%20Moving%20the%20State%20The%20Politics%20of%20Democratic%20Decentralization%20in%20Kerala%20South%20Africa%20and%20Porto%20Alegre.pdf**. Date of access: 27 September 2010.

Hellriegel, D., Jackson, S.E. and Slocum, J.W. (jr). 1999. *Management.* 8th Ed. Cincinnati: South-Western College Publishing.

Hjort, K. 2008. Competence Development in the Public Sector: Development, or Dismantling of Professionalism? *Asia Pacific Education Review.* 9(1):40-49.

Hogg, C. 2010. *Competency and Competency Frameworks*. London: Chartered Institute of Personnel and Development (CIPD). **http://www.cipd.co.uk/subjects/perfmangmt/competnces/comptfrmwk.htm**. Date of Access: 5 November 2010.

Holmquist, F. and Ford, M. 1994. Kenya State and Civil Society. The First Year after the Election. *Africa Today.* 4th Quarter:5–25.

Horton, S., Hondeghem, A. and Farnham, D. (Eds.) 2002. *Competency Management in the Public Sector: European Variations on a Theme.* Amsterdam: IOS Press.

Johnson, C. 1982. *MITI and the Japanese Miracle: The growth of industrial policy, 1925–1975*. California: Stanford University Press.

Kaniki, A. 2009. Doing an Information Search. In Terre Blanche, M., Durrheim, K. and Painter, D. (Eds.) 2009. *Research in Practice: Applied Methods for the Social Sciences*. Cape Town: University of Cape Town Press (Pty) Ltd.

Leftwich, A. 2002. Forms of the Democratic Developmental State: Democratic Practices and Development Capacity. In Robinson, M. and White, G. (Eds.) 2002. *The Democratic developmental State: Political and Institutional Design*. Oxford: Oxford University Press.

Leftwich, A. 2007. *States of Development: On the Primacy of Politics in Development*. Cambridge: Polity Press.

Macgillivray, A. 2002. Educating for Competence. *FMI Journal. Sharing Best Practice in Managing Public Sector Resources*. 14(1):7–10.

Mailafia, O. 2009. Global Financial Meltdown: Perspective of a Leading African Economist. *Global Economic Crisis*. **http://www.globaleconomiccrisis.com/blog/archives/tag/obadiah-mailafia**. Date of access: 2 April 2010.

Manuel, T.A. 2007. National Treasury, Economic Policy and South Africa's Growth Strategy. Manuel, T.A. MP, Minister of Finance. Republic of South Africa. Gordon Institute of Business Science (GIBS-Helen Suzman Foundation). *New Growth Paths*. March, 2007.

Mbeki, T. 2004. *Address of the President of South Africa to the first joint sitting of the third democratic Parliament*, Cape Town, 21 May 2004.

Mkandawire, T. 2001. Thinking about Developmental States in Africa. *Cambridge Journal of Economics*. May 25(3):289–314.

Mouton, J. and Marais, H.C. 1990. *Basic Concepts in the Methodology of the Social Sciences*. Pretoria: HSRC.

Mouton, J. 2008. *How to Succeed in your Master's and Doctoral Studies: A South African Guide and Resource Book*. Pretoria: Van Schaik Publishers.

Natrass, N. and Seekings, J. 2002. A Divided Nation: Distribution in Post Apartheid South Africa. *Daedalus*. 130(1):45–70.

Noordegraaf, M. 2007. From 'pure' to 'hybrid' professionalism: Present-Day Professionalism in Ambiguous Public Domains. *Administration and Society*. October 39(6):761–785**.**

Schwella, E. and Rossouw, A. 2005. Competencies for the Senior Management Service in the South African Public Service: An Evaluative Assessment. *Journal of Public Administration*. 40(4):761–779.

South Africa 1995. *White Paper on the Transformation of the Public Service*, 1995. Pretoria: Government Printers.

South Africa 1996. *The Constitution of the Republic of South Africa*. Pretoria: Government Printers.

South Africa 1997. *The Green Paper on Public Service Training and Education*, 1997. Pretoria: Government Printer. Pretoria: Government Printers.

South Africa 2003. Department of Public Service and Administration. *Senior Management Service. Public Service Handbook*. Pretoria. Government Printers.

South Africa 2007. Department of Public Service and Administration (DPSA). *Leadership Development Management Strategic Framework (LDMSF)*.

South Africa 2010. *Draft document on Measurable Performance and Accountable Delivery*. 2010.

South Africa 2010. National Department of Treasury. *Competency Framework for Financial Management*. 2010. **http://oag.treasury.gov.za/events/cbmfm/Competency%20Framework%20for%20Financial%20Management.pdf**. Date of Access: 6 November 2010.

Virtanen, T. 2000. Changing Competencies of Public Sector Managers: Tensions and Commitment. *The International Journal of Public Sector Management*. 13(4):333–341.

Whiddett, S. and Hollyforde, S. 2003. *A Practical Guide to Competencies*. London: Chartered Institute of Personnel and Development (CIPD).

Wien, C.A. and Dudley-Marling, C. 1998. Limited Vision: The Ontario Curriculum and Outcomes-Based Learning. *Canadian Journal of Education*. 23(4):405–420.

Wiseman, J.A. 1997. The Rise and Fall and Rise (and Fall?) of Democracy in Sub-Saharan Africa. In Potter, D., Goldblatt, D., Kiloh, M. and Lewis, P. (Eds.). 1997. *Democratisation*. Cambridge: Polity and Open University.

AUTHORS' CONTACT DETAILS

Ms Christa de Wet
Lecturer
Faculty of Arts
School of Social and Government Studies
Public Management and Governance
North-West University, Potchefstroom Campus
Private Bag X6001
POTCHEFSTROOM
Tel: 018 299 1748
Mobile: 082 324 7870
Fax: 018 299 4254
E-mail: christa.dewet@nwu.ac.za

Professor Gerrit van der Waldt
Research Professor
Faculty of Arts
School of Social and Government Studies
Focus Area: Social Transformation
North-West University, Potchefstroom Campus
Private Bag X6001
POTCHEFSTROOM
Tel: 018 299 1633
Mobile: 082 451 1752
Fax: 018 299 4254
E-mail: gerrit.vanderwaldt@nwu.ac.za