



African Journal of Public Affairs

Volume 7 number 4 • December 2014

Table of Contents

Editorial vii

ARTICLES

D Sing

**Understanding and promoting value considerations
in South African public administration** 1

A G Rapoo and M M Tshiyoyo

**Management of collaborative partnerships for
the delivery of social welfare services** 19

T I Nzimakwe

Practising *Ubuntu* and leadership for good governance 30
The South African and continental dialogue

I Tsheletsane and D Fourie

**Factors hindering public financial management and
accountability in South Africa** 42

K Müller

**Enhancing the adaptive capacity of collaboratives
through education and learning in South Africa** 57

R M Mthethwa

Public policy in complex situations 69
A critical review of social security in Africa

H G van Dijk and M Mokgala

**Does the administration of the Old Age Grant
really benefit the rural poor?** 82

P M Sokhela

Managing change as a critical success factor for humankind 97
Lessons from Mandela and De Klerk

N T Nhede

Prospects, challenges and constraints of social security 108
The public administration quagmire for selected African countries

A Saloojee

**Leadership, governance and public administration
training in countries emerging from conflict**

121

A case study Burundi, Rwanda and Southern Sudan

C Thornhill

South African municipalities

140

Prospects and challenges: An African perspective

W Gumede

**Fostering a common SADC regional identity
through higher education institutions**

156

J O Kuye

**A critical re-think of public administration and
management in continental Africa**

177



AFRICAN JOURNAL OF PUBLIC AFFAIRS (AJPA)

published on behalf of

THE AFRICAN CONSORTIUM OF PUBLIC ADMINISTRATION (ACPA)

© 2014

IBSS Accredited

ISSN 1997-7441

EDITORIAL BOARD

Chief Editor: **J O Kuye**, University of Pretoria, South Africa (kuyej@up.ac.za)
Managing Editor: **D J Fourie**, University of Pretoria, South Africa (Prof.djfourie@up.ac.za)
Editor: **C Thornhill**, University of Pretoria, South Africa (chris.thornhill@up.ac.za)
Public Administration: **G Mutahaba**, University of Dar-es-Salaam, Tanzania (gelasemutahaba@yahoo.co.uk)

COPY EDITORS

K Raga Nelson Mandela Metropolitan University, South Africa
EJ Nealer North-West University, South Africa

ADVISORY PANEL

K Mishra, Institute of Public Enterprise, Osmania University, India
A Saloojee, Ryerson University, Canada
DJ Brynard, University of South Africa (UNISA), South Africa
O Bouare, AEM, Paris, France
H Woodhouse, University of Saskatchewan, Canada
I Ile, University of Western Cape, South Africa
A Agbaje, Deputy Vice-Chancellor, University of Ibadan, Nigeria
PS Reddy, University of KwaZulu-Natal, South Africa
G Larbi, Senior Public Sector Specialist, PREM, Africa Region, World Bank, New York
P Sokhela, Department of Public Service and Administration, South Africa
V Ayeni, Government and Management Services (int.) London, UK
Juraj Nemec, Economicka Fakulta UMB, Banska, Brystrica, Slovakia
D Sing, University of KwaZulu-Natal, South Africa
J Cedras, South African Qualifications Authority (SAQA) South Africa
H Fisher, H.E. Ambassador, Republic of Chile
C Auriacombe, University of Johannesburg, South Africa
G Naidoo, University of South Africa (UNISA), South Africa
R Cameron, University of Cape Town, South Africa
S Banfa, University of Jos, Nigeria
D Tshidi, CEO, Financial Services Board
U Kakumba, Makerere University, School of Business

EDITORIAL ASSISTANT

Mr O Madumo University of Pretoria (Onkgopotse.Madumo@up.ac.za) Tel +27 12 420 5736

PUBLISHER

P O Box 1399
Faerie Glen,
South Africa,
0043
Tel: + 27 12 420 4772/3606/3472/361 5030
Fax: + 27 12 362 5265

MANUSCRIPT SPECIFICATIONS

1. The preferred length of articles is about 5000 words.
2. Articles are to be submitted ready for the press: finally edited, stylistically polished and carefully proofread. Readability, fluency of style and clarity of exposition are essential.
3. The article should represent an original contribution to the current knowledge in the subject field AND/OR provide a comprehensive review of the current body of knowledge.
4. The article should contain a relevant and suitable summary (abstract) in English of between 150 and 200 words.
5. The Chief Editor reserves the right to make language alterations as he/she sees fit to accommodate the style and presentation of articles to the house style. Where major changes are necessary, the text may be returned to the author for correction or approval. Copyright is transferred to **AJPA** on acceptance for publication.
6. Relevant **key words** should be provided.
7. Composition
 - **Introduction:** a short, concise synopsis of the current knowledge in the field must be provided. The introduction should also serve to provide a rationale for the rest of the article.
 - **Methodology/research process:** an adequate, clear description of the methodology employed and/or the research process followed should be provided.
 - **Discussion:** a comprehensive discussion of the major/primary findings should be provided. The discussion must be relevant in the context of the research methodology/process described in point 6. Furthermore, it should be adequate in terms of the depth and scope.
 - **Conclusion:** conclusions drawn in the article should be appropriate and justifiable in the light of the research process/methodology.
 - **References:** the list of references must contain sources that are recent and relevant to the research described. All sources must be listed alphabetically by authors' surnames, in the following format:
 - Kamanga H J, 1977. Leadership, Governance and Public Policy in Africa. *AJPA* 27(3):1736.
 - Ero-Phillips (ed.) 1986. *Local Government Policy in South Africa*. 2nd ed. Pretoria: KUKURUKU.
8. Source references in the text should be in the Harvard style, using the authors surname only, e.g. (Kamanga 1986:234–45).
9. Only genuine footnotes should be used, i.e. notes containing relevant elucidation of the text. Footnotes should be kept to a minimum. Numbered footnotes should appear at the bottom of the page. The position of the note should be indicated in the text in superscript Arabic figures without brackets.
10. Abbreviations and acronyms should be avoided (except where an acronym, e.g. is current parlance). When an acronym is to be used, it must be written in full when used for the first time with the acronym in brackets. e.g. National Council of Provinces (NCOP)



11. Italics should not be over used for emphasis. Latin phrases such as *per se* must be italicized. Words in languages other than that of the manuscript should be given in quotation marks.
12. Statistical and other tables should be labelled. Tables, as well as mathematical or similar symbols and expressions should be kept to a minimum.
13. Diagrams, sketches and graphs must be submitted in print-ready high resolution JPEG format as separate files (i.e. not copied into Word). Each diagram must have a short explanatory label.
14. If applicable, full details of the origin of the article must be provided (e.g. a paper delivered at a congress).
15. Refereeing is always anonymous.
16. Articles will only be refereed if accompanied by a declaration that the text has not been published or submitted for publication elsewhere.
17. The author of a published article will receive one free copy of the relevant issue of the journal.
18. Page fees of R300 per page and graphics at R150 per graph are payable by authors.

Note: Plagiarism is a serious offence and could result in actions against the author.

A Tribute to Nelson Rolihlahla
Mandela
(1918–2013)

*THE AFRICAN JOURNAL OF PUBLIC AFFAIRS (AJPA) RECOGNISES
HIS POLITICAL VISION TO AFRICA AND THE WORLD*

THEME

*Twenty Years of the Nelson Rolihlahla Mandela Legacy:
His Contributions To Africa And The World*

Editorial

The editorial team of the African Journal of Public Affairs (AJPA) salute the Great African and Global icon, a world leader, a pioneer of leadership exemplified through forgiveness and reconciliation—The Great Nelson Rolihlahla Mandela who departed on December 5th, 2013. As the world remembers his contributions, this edition of the AJPA would like to dedicate and share the academic contributions of the authors in this volume in recognition of Nelson Mandela's work and motivation to the world at large.

We salute Africa and the world for recognising the contributions of this great leader. His leadership style has created a bold statement globally in the procurement of peace, love and freedom to make the world a better place to live in. His life has been noted in terms of being a freedom fighter that rose to the status of a global statesman. We salute our great leader, NELSON ROLIHLAHLA MANDELA.

Long Live *Madiba*, Long Live Africa, Long Live the Global reconciliatory ideas and Long Live his ideas through intellectual engagements and constructive dialogues

This issue of the *African Journal of Public Affairs* consists of 13 articles. The first contribution **Sing**, addresses complex matters of values in South African public administration. He argues that a keen grasp of and application of the theoretical, political, ethical, social, human and spiritual orientations are required to deal with the challenges faced by the public sector. A robust public discourse, a vibrant and vigilant media also have to be added to a determined will to promote the value considerations as contained in chapter 10 of the Constitution, 1996. The second article by **Rapoo and Tshiyoyo** discusses the topical dilemma of managing the delivery of social welfare services and proposes the possibility of collaborative partnerships which could include non-governmental organisations to add capacity to the Department of Social Development to carry out its mandate. **Nzimakwe** considers the typically African culture of *Ubuntu* in his article and argues that this acceptance of human beings do not exist in isolation, but only in conjunction with other human beings is crucial in leadership. This cultural phenomenon is important in a South African and continental dialogue to improve leadership and promote good governance. **Tsheletsane and Fourie** contribute to the age old dilemma of enforcing financial accountability. They focus in particular on the factors hindering financial accountability. They argue that there are adequate oversight bodies, policies, procedures and Acts, but the lack of political will thwarts efforts to act against defaulters. In his article on the need for an adaptive capacity of *collaboratives* in particular in the Western Cape **Müller** highlights the *wicked* public problems facing natural resource governance. He investigates the possibility of enhancing the adaptive capacity of socio-ecological systems through education and learning and what the role of higher education institutions should be in this regard. In an article on social security in African states, **Mthehwa** investigates the challenges faced due to lack of adequate funding and capacity. He argues that a social security system could only be feasible in the current circumstances of widespread economic crises if appropriate regulatory authorities are put in place to regulate the public and the private partners to ensure proper customer care. **Van Dijk and Mokgala** add to the debate concerning social welfare. They pose the question whether the current administration of old age grants really benefit the rural poor. They argue that beneficiaries

remain dependent on the social welfare system for their livelihood and that an effective, efficient and ethical administration will contribute to the development of a capable state to sustain the social contract with its citizens regarding social welfare services to the rural poor.

In line with the general theme of this issue **Sokhela**, attends to complexities of managing change by investigating the lessons that could be learned from De Klerk as the last President under the non-democratic regime and Mandela as the first President of the fully democratic South Africa. **Nhede** adds to the theme on Southern Africa by looking at the holistic prospects, challenges and constraints. He proposes a multi-sectoral approach to obviate the problem of social exclusion and provide social protection to all citizens in the state. In his article on leadership, governance and Public Administration training in countries emerging from conflict, **Saloojee** provides three case studies involving Burundi, Rwanda and southern Sudan. He argues that inclusive, responsive and representative democratic institutions are required. To this should be added leadership and vision steeped in a democratic ethos promoting better governance, national integrity systems, rule of law and honouring the Constitution. In the article on South African municipalities' challenges and prospects, **Thornhill** considers local government in an African context. He argues that many South African municipal challenges are similar to those in various other African countries and could be attributed to an African culture and lack of political will to act decisively. **Gumede's** contribution adds to the theme the issue regarding Southern Africa by considering the need for a common SADC regional identity through higher education institutions. He analyses the implications in terms of leadership and management for higher education institutions in SADC if they pursue a new democratisation mission. In the last article **Kuye** critically analyses public administration in continental Africa. He provides an overview of the future ramifications in enhancing leadership skills and argues that the discipline of public administration must take the form of a co-operative scheme of engagement.

To our readers, contributors and well-wishers, we wish you a wonderful festive season.

HAPPY HOLIDAYS

Jerry O. Kuye
Chief Editor

