Conference Proceedings Published by the

INTERNATIONAL CONFERENCE ON
PUBLIC ADMINISTRATION AND
DEVELOPMENT ALTERNATIVES (IPADA)

The 3rd Annual Conference on "The Image of an African Politician and a Public servant in the 21st century"

ISBN: 978-0-9921971-4-8 (Print)
ISBN: 978-0-9921971-5-5 (eBook)

EDITORS
Prof MP Sebola, University of Limpopo
Prof JP Tsheola, University of Limpopo

Stellenbosch University, Faculty of Military Science, Saldanhabay, South Africa
July 04-06, 2018
Editorial Committee

Prof MP Sebola, University of Limpopo
Dr KB Dipholo, University of Botswana
Dr J Mamaile, University of Johannesburg
Dr YF April, Human Sciences Research Council
Dr KN Motubatse, Tshwane University of Technology
Dr T Molokwane, University of Botswana
Dr KI Theletsane, Stellenbosch University

Editorial Board

Prof SR Malefane, University of South Africa
Dr B Mothusi, University of Botswana
Dr MDJ Matshabaphala, University of Witwatersrand
Prof CC Ngwakwe, University of Limpopo
Prof O Mtapuri, University of Kwa-Zulu Natal
Dr LB Mzini, North West University
Prof L de W Fourie, Unitech of New Zealand
Prof M Marobela, University of Botswana
Prof BC Basheka, Uganda Technology and Management University
Dr RB Namara, Uganda Management Institute
Dr M Maleka, Tshwane University of Technology
Prof KO Odeku, University of Limpopo
Prof RS Masango, Nelson Mandela Metropolitan University
Prof O Fatoki, University of Limpopo
Dr S Kyohairwe, Uganda Management Institute
Dr A Asha, University of Limpopo
Dr J Coetzee, Polytechnic of Namibia
Dr MT Makhura, University of Pretoria
Prof J Gumbo, University of Venda
Dr E Bwalyae, University of Botswana
Prof EK Bothale, University of Botswana
Prof S Madue, Pro-Active Public Service College
Dr B Mothusi, University of Botswana
Prof OO Othata, University of Botswana
Dr TS Ngomane, Department of Land Reform and Rural Development
Dr KR Chauke, Tirhani Holdings
Dr CM Mukonza, Tshwane University of Technology
Prof L Marais, University of Free State
Dr R Shambare, University of Venda
Dr F Moyo, National University of Science and Technology, Zimbabwe
Dr KI Theletsane, Stellenbosch University
Dr C Reddy, University of Johannesburg
Dr D Awunyo-Vitor, Institute of Local Government Studies, Ghana
Prof K Motshegwa, University of Botswana
Prof P Mbecke, Universite du Moyen Lualaba, Democratic Republic of Congo
Dr O Adejumo, Obafemi Awolowo University
Prof T Van Niekerk, Central University of Technology
Dr DA Sinthumule, University of Venda
Prof D Daw, North West University
Prof N Holtzhausen, University of Pretoria
Dr C Kwenda. Cape Peninsula University of Technology
Prof O Mtapuri, University of Kwa-Zulu Natal
Dr D Zondo, Durban University of Technology
Dr MM Makhura, South African Reserve Bank
Editorial Note

As usual the International Conference on Public Administration and Development Alternatives (IPADA) again in 2018 achieved a milestone on its African scholarship project. From its two successful African Scholarship projects hosted in Limpopo province and Botswana in the years 2016 and 2017 respectively, the 2018 International Conference on Public Administration and Development Alternatives (IPADA) hosted its 3rd annual international Conference at the Saldanhabay, Military Science Academy, Western Cape, South Africa on 4th July to 6th July 2018. With the academic collaboration and networking being its ultimate scientific project objective, this conference continued to bring together academics from a multi-disciplinary context and the African region to engage on critical African issues. The deteriorating image of an African bureaucrat remain an apple of discord in African maladministration. African literature deriving its theory from the west has continued to provide deconstructive criticism with less contribution to constructive solution to African problems. In its 3rd Annual Conference the Scientific Committee of the International Conference on Public Administration and Development Alternatives deliberately crafted the theme “The Image of an African Politician and a Public Servant in the 21st century” to provoke debates that would ultimately bring about administrative, economic and political solutions to the African continent.

The majority of papers published in these Conference proceedings addresses Africa’s problems in general terms. Numerous case studies from South Africa, Uganda, Botswana, Zimbabwe, Malawi and Democratic Republic of Congo are offered in the Conference proceedings. Colleagues from all these countries presented all their work from Africa’s problems of political administration, service delivery, Africa’s role in the globe from general local government and public administration problems, African democracies, Coloniality and De-Coloniality, African development problems, military and security, economy and the regional African blocks.

All papers that are published in this Conference Proceedings went through a quality scholarship verification of Triple Blind Peer Review process by specialists in the subject of Public Administration, Development and Public Governance. Papers which were accepted with suggested revisions were sent back to the authors for corrections before a final decision could be made by the Editorial Committee to publish them. The review process which determined the publishability of each paper contained herein was compiled in accordance with the editorial policy and guidelines approved by the Scientific Committee of the membership of the International Conference on Public Administration and Development Alternatives (IPADA).

The International Conference on Public Administration and Development Alternatives (IPADA) third annual international Conference hosted by the Stellenbosch University (Faculty of Military Science Academy) successfully managed to draw together experts from the subjects’ fields of Public Administration, Development Management, Human Resources and Local Government, Public Finances and Military studies among others to converge in Saldanhabay, Western Cape South Africa and engage scholarly in an attempt to find solutions that would improve African policy and administration systems.

This compilation provides only 80 papers out of 205 paper abstracts received and read at the 3rd Annual International Conference on Public Administration and Development Alternatives (IPADA) held at Saldanhabay, Stellenbosch University, Faculty of Military Science Academy, South Africa July, 04-06, 2018. Indeed, only 106 papers were reviewed in which 90 received favourable review reports and 16 were rejected for publication. While 80 papers from this conference were published in the 3rd Annual International Conference on Public Administration and Development Alternatives (IPADA) Conference Proceedings 2018, 10 other quality papers from this conference were selected for publication in the African Journal of Public Affairs, a peer reviewed journal accredited with the International Bibliography of the Social Sciences.
(IBSS) for the March 2019 issue. This Conference proceeding is published online (ISBN no. 978-0-9921971-5-5) and print (ISBN no. 978-0-9921971-4-8) in order to be accessible to as many academics, researchers and practitioners as possible.

This publication consists of 80 scientific papers contributed by authors from varying South African Universities, Regional universities and public institutions. The Volume consists of 60% of papers published from varying institutions as per the requirements of the South African Department of Higher Education and Training Research Output Policy guidelines published in March 2015.

Papers published in this Conference Proceedings may be reproduced for Pedagogic and Non-Commercial purposes. For republication of the paper in a journal, the authors have to secure a written permission from the publisher. In this case, the Editor and Deputy Editor of the International Conference on Public Administration and Development Alternatives (IPADA).

Editors

Chief Editor: Prof MP Sebola, University of Limpopo
Deputy-Editor: Prof JP Tsheola, University of Limpopo
Guest Editor: Dr K.I Theletsane, Stellenbosch University

Copyright 2018, International Conference on Public Administration and Development Alternatives

Private Bag X1106, Sovenga, 0727, South Africa

Copyright of this conference Proceedings as a whole and in part is vested in the International Conference on Public Administration and Development Alternatives(IPADA); and, no part may be reproduced in whole or in part without Editors expressed permission in writing. All material used and presented in papers are the sole responsibility of author(s); and, the editors take no responsibility for author(s) transgressions on copyrights.
# TABLE OF CONTENTS

1 Unlocking Potential Initiatives for Retracing the Public Service Delivery in a Uganda’s Case Amongst the African Countries  
*SB Kyohairwe*

13 Coup D'état on South African Government:  
Is State Capture a Threat to Democracy?  
*KM Mulaudzi and MJ Masenya*

21 Ascribing Learner Development to Quality Schooling:  
A Case of Three Schools  
*NS Modiba*

28 The Elusive Quest for a Functional Higher Education Funding Mechanism for South Africa:  
A Time to Walk the Talk  
*PT Ayuk and SB Koma*

40 Strengthening Non-Governmental Organizations Accountability Through Beneficiaries’ Participation:  
The Case of NGOs in Botswana  
*K Mooketsane, K Bodlilenyane and B Motshegwa*

49 Community Participation in a Democratic Dispersion:  
A Sine Qua Non for Integrated Development Planning in Lepelle-Nkumpi Local Municipality  
*KI Makalela*

60 Are State-Owned Enterprises (SOEs) Catalysts for or Inhibitors of South African Economic Growth?  
*P Modumi*

71 Effectiveness of Student Involvement Theory Through Co-Curricular Development in College Context:  
Enhancement of Societal Transformation  
*BK Sebake*

79 Transforming Healthcare Service Delivery at a Selected Public Hospital Through Appreciative Inquiry  
*CA Mayeza and HR Maluka*

88 Rethinking Student Leadership in Higher Education Through Civic Perspective Rather than Transactional Leadership  
*BK Sebake*

96 How Extra-Ordinary Public Servants Shield Schools from Perpetual Underachievement  
*NS Modiba*

104 Accountability as One of the Basic Values and Principles Governing Public Administration in South Africa  
*SV Ubisi*
<table>
<thead>
<tr>
<th>Page</th>
<th>Title</th>
<th>Authors</th>
</tr>
</thead>
<tbody>
<tr>
<td>112</td>
<td>An Analysis of Women’s Control and Ownership of Land According to Marxist and Socialist Perspectives: A Case of Mpumalanga Province</td>
<td>TS Ngomane</td>
</tr>
<tr>
<td>118</td>
<td>Stewardship of Resources in the South African Public Sector Institutions</td>
<td>P Hlongwane</td>
</tr>
<tr>
<td>126</td>
<td>The Unabated Power of South African Traditional Leaders on Service Delivery Enhancement</td>
<td>FKL Kgobe and KI Makalela</td>
</tr>
<tr>
<td>133</td>
<td>Managing Urban Growth in South Africa: Challenges and Constraints</td>
<td>A Selemele and R Ngoepe</td>
</tr>
<tr>
<td>139</td>
<td>Women Empowerment Through a Comprehensive Rural Development Programme in Muyexe Village, Limpopo Province</td>
<td>M Mailuleke and AA Asha</td>
</tr>
<tr>
<td>148</td>
<td>Legislative Oversight in the Democratic South Africa: An Analysis of the Effectiveness of Portfolio Committees</td>
<td>A Malapane and M Madue</td>
</tr>
<tr>
<td>158</td>
<td>Translating Policy into Practice: Challenges in the Implementation of Local Economic Development (LED) Projects in Greater Tzaneen Municipality in Limpopo Province</td>
<td>LE Malele and T Moyo</td>
</tr>
<tr>
<td>165</td>
<td>Learning Approaches as Constraints to Education Capabilities Development Among Students of Social Sciences at Makerere University, Uganda</td>
<td>S Bigabwenka</td>
</tr>
<tr>
<td>175</td>
<td>South Africa’s State and Business Governance of Public Private Partnerships for Provision of Services and Infrastructure: A Case of Gauteng E-Tolls</td>
<td>TM Ramoroka</td>
</tr>
<tr>
<td>182</td>
<td>Human Capital Investment’s Contribution Towards Economic Growth in Malawi</td>
<td>SA Milanzi, IP Mongale and OD Daw</td>
</tr>
<tr>
<td>192</td>
<td>Citizen Involvement in the Formulation of Public Policy</td>
<td>T Molokwane and MT Lukamba</td>
</tr>
<tr>
<td>201</td>
<td>The Relevancy and Demand of Public Administration Today: The Case of Botswana</td>
<td>S Balisi</td>
</tr>
<tr>
<td>214</td>
<td>Political Consciousness Contribution to Public Participation on Socio-Economic Issues in South Africa</td>
<td>MG Makganatha and KK Moikanyane</td>
</tr>
<tr>
<td>222</td>
<td>Contribution of Small-Scale Fish Farming Subsector to Rural Income Generation in Thulamela Municipality, Limpopo Province, South Africa</td>
<td>MJ Phosa and MX Lethoko</td>
</tr>
</tbody>
</table>
# Table of Contents

<table>
<thead>
<tr>
<th>Page</th>
<th>Title</th>
<th>Authors</th>
</tr>
</thead>
<tbody>
<tr>
<td>234</td>
<td>Internal Audit and Financial Misconduct: The Case of the South African Social Security Agency (SASSA)</td>
<td>VT Sambo</td>
</tr>
<tr>
<td>247</td>
<td>Personal Rule in Africa: The Case of Botswana Under General Ian Khama</td>
<td>B Seabo</td>
</tr>
<tr>
<td>257</td>
<td>Corporate Governance Failures: Is it the End of Governance as We Know it?</td>
<td>KR Chauke and MP Sebola</td>
</tr>
<tr>
<td>264</td>
<td>Examining the Determinants of the South African Current Account Deficit and its Sustainability</td>
<td>T Ncanjwa and J Koehler</td>
</tr>
<tr>
<td>276</td>
<td>Transgression of Corporate Governance in South Africa's State-Owned Enterprises</td>
<td>P Raseala and KA Mashamaite</td>
</tr>
<tr>
<td>284</td>
<td>Public Sector Employee Perceptions of Risks and Rewards in Terms of Entrepreneurial Orientation</td>
<td>I Malatjie</td>
</tr>
<tr>
<td>299</td>
<td>Export Performance and Foreign Direct Investment in Zimbabwe: An ARDL Approach</td>
<td>S Zhanje and R Garidzirai</td>
</tr>
<tr>
<td>309</td>
<td>Developing Tomorrow's Leaders: Applying Neuro-Linguistic Programming Techniques in Public Affairs Education and Human Resources Development</td>
<td>EJ van Rooyen and S Ebrahim</td>
</tr>
<tr>
<td>318</td>
<td>Human Rights Activism for Democracy and Human Development in the Democratic Republic of Congo: A Conceptual Appraisal</td>
<td>P Mbeke</td>
</tr>
<tr>
<td>326</td>
<td>The Effects of Political Leadership on Public Administration Within South African Local Government</td>
<td>MM Mehlape</td>
</tr>
<tr>
<td>333</td>
<td>Communication Tools for the Enhancement of Effective Management and Governance at Institutions of Higher Learning: A Case of the University of Venda</td>
<td>TV Dzoga</td>
</tr>
<tr>
<td>339</td>
<td>Implications of Performance Management System on Service Delivery in the South African Post Office: A Case of the North East Region</td>
<td>KC Khotsa</td>
</tr>
</tbody>
</table>
# Table of Contents

352  The Challenges Facing Development Policy and Projects Implementation in Malawi  
    *MK Hussein*

359  Positioning Stakeholder Engagement Theory on Governance of Communal Farms:  
    A Proposed Framework for Land Governance in South Africa  
    *MA Mamabolo*

367  The Effect of Work Conditions on Performance of Employees in the Mining Industry in the Limpopo Province  
    *TR Leboho and TS Setati*

378  Investigating the Causes and Impact of Inconstant Water Supply on The Wellbeing of Communities:  
    A Case of Molemole Local Municipality  
    *SJ Mabeba and NE Mathebula*

386  The Impact of Electricity Supply in Malawi on Economic Development  
    *SA Milanzi and D Daw*

393  Manufacturing Sector and Economic Growth in South Africa:  
    A Time Series Test of Kaldor’s First Growth Law  
    *IP Mongale and M Tafadzwa*

401  Senior Management’s Perceptions with Regard to Strategy Implementation in the Limpopo Department of Health  
    *WM Boloyi and LJ Beyers*

412  Sustaining Separatist/Terrorist/Liberation Movements in the 21st Century:  
    Who Does the Financing?  
    *P Chigora*

426  Examining the Role of Transport Infrastructure on Economic Development in South Africa  
    *TNcanywa and N Stuurman*

436  Providing Better Services to All Through the Implementation of E-Governance at the Local Government Level in South Africa  
    *TI Mokgopo*

447  Financing Climate Change Mitigation Measures in South African Local Government  
    *MM Mashamaite*

457  Professionalising Supply Chain Management as an Alternative Mechanism to Curb Corruption in the South African Public Institutions  
    *SK Mokoena*

469  Long-Term Serving Political Leadership:  
    An Impediment to a Dream of an African Renaissance  
    *MK Mooto*

478  Students’ Perception of Factors Influencing Graduate Employability at a Higher Education Institution in South Africa  
    *TF Rukuni, D Woudberg, C du Preez, K Fourie and S Jute*
Table of Contents

488 Corporate Governance in the Tertiary Education Sector
   S Ndzingane and MD Mathebula

494 Influencing Change in Municipalities Through Leadership:
   A Case Study of the City of Tshwane Municipality
   KM Sebidi and SM Madue

504 The Integrated Development Plan as a Strategy to Empower Informal
   Traders:
   The Case of Thohoyandou
   MS Selepe

512 South Africa Beyond the Millennium Development Goals (MDGs):
   Examining the Essentials for Development
   MN Njotini

523 South Africa’s Foreign Policy Since 2009:
   A Case Study of the South African National Defence Force
   N Breakfast and WA Nkosi

533 Audit Committee Evaluation in South Africa’s Public Sector:
   The 360-Degree Approach
   KN Motubatse

540 The Assessment and Enhancement of Performance Management Within
   South African Local Government Environment
   MM Selepe

549 Epistemological and Ontological Discourses on the Role of Universities in the
   21st Century
   NTshishonga

563 Integrated Development Plan Implementation and the Enhancement of
   Service Delivery:
   Is There a Link?
   NE Mathebula

572 The Praxis of Leadership Styles on Employee Productivity:
   A Case of the Greater Sekhukhune District Municipality
   W Majebele

583 Assessing the Inclusion of Climate Change Strategies in the Integrated
   Transport Plans of South African Metropolitan Municipalities
   MM Mashamaite

593 Audit Committee Effectiveness in the South African Provincial Treasuries:
   Regular Meetings and Commitments
   KN Motubatse and M Mashele

601 Challenges Faced by Sekhukhune District Municipality in Limpopo Province
   in Terms of Spending Municipal Infrastructure Grant Funds
   MP Tjêbana and MF Rachidi

615 Redeeming the Splendor of Africa from its Deadly Zone:
   A Case of South Africa
   ME Setelo and MG Manamela
<table>
<thead>
<tr>
<th>Page</th>
<th>Title</th>
<th>Author(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>622</td>
<td>Factors That Hinder Effective Management and Supply of Clean Potable Water at eThekwini Municipality in KwaZulu-Natal</td>
<td>N Gumbi and MF Rangongo</td>
</tr>
<tr>
<td>632</td>
<td>Community Development Projects and Sustainable Livelihoods: Evidence from Selected Projects in Lepelle-Nkumpi Municipality in Limpopo Province</td>
<td>PK Letsoalo and T Mayo</td>
</tr>
<tr>
<td>641</td>
<td>Prospects and Challenges of Transforming Local Government into a Learning Organisation</td>
<td>N Tshishonga</td>
</tr>
<tr>
<td>658</td>
<td>Global Terrorism: A Case Study of Botswana</td>
<td>E Bwalya</td>
</tr>
<tr>
<td>669</td>
<td>Community Assemblies and the Implementation of Local Economic Development Policy in Uganda</td>
<td>M Gakukande Kiganda, O Kabatwirwe and LB Mzini</td>
</tr>
<tr>
<td>676</td>
<td>Compliance with Procurement Processes and its Effect on Service Delivery: A Case of Selected Departments in Limpopo Province</td>
<td>HE Zitha, MA Mamabolo and MP Sebola</td>
</tr>
<tr>
<td>688</td>
<td>An Analysis of Gender Equalities on Leadership in Local Government: The Case of the Mpumalanga Province, South Africa</td>
<td>SK Mokoena</td>
</tr>
<tr>
<td>695</td>
<td>ICT Policy Development and Implementation in South Africa: Towards an Improved E-Government Implementation</td>
<td>MB Mosehloa</td>
</tr>
<tr>
<td>704</td>
<td>Assessing the Demand for Public Private Partnerships in Botswana's Water Utilities Corporation: The Case of Lobatse Management Centre</td>
<td>T Molokwane</td>
</tr>
<tr>
<td>715</td>
<td>Reconfiguring Military Capabilities into the 21st Century: Reflections on Selected Operational Activities for Development</td>
<td>SB Ramokgadi and KI Theletsone</td>
</tr>
<tr>
<td>728</td>
<td>Contemporary Second Economy and Business Contestations in South Africa</td>
<td>MG Makgamatha and KK Meso</td>
</tr>
<tr>
<td>734</td>
<td>The Perceived Effects of Foreign Migration on Service Delivery in a South African Local Municipality: A Case of Musina Local Municipality</td>
<td>P Sikhwivhilu and E Zwane</td>
</tr>
<tr>
<td>749</td>
<td>Municipal Financial Viability and Sustainability in South Africa: A Case of Molemole Local Municipality, Limpopo Province, South Africa</td>
<td>KA Moloto and MX Lethoko</td>
</tr>
</tbody>
</table>
Stewardship of Resources in the South African Public Sector Institutions

P Hlongwane
University of South Africa, South Africa

Abstract: The purpose of this paper is to assess the extent to which public officials adhere to the basic principles of stewardship in the use and management of public resources in the South African public sector institutions. In this regards, it is imperative to note that public officials have a significant role to fulfill as stewards or managers of financial and non-financial resources entrusted upon them. Moreover, public officials (stewards) are responsible for protecting or safeguarding public resources in an efficient and responsible manner. Despite this pivotal role, public officials misuse resources entrusted to them for personal gain at the expense of general populace. In order to comprehend and appreciate the importance of stewardship in the context of public sector institutions, this paper presents the scope and definition of stewardship. The paper argues that the resources under the custodianship of public officials belong to the citizens and therefore ought to be managed with utmost circumspection. To this end, public officials have to denounce greediness and corruption thereby exercising self-control in order to eschew misuse of scarce resources. Further, this paper maintains that if public officials aspire to abide by basic tenets of stewardship they must be accountable, trustworthy, honest and loyal to the citizens. Building a relationship of trust and maintaining loyalty to the citizens is important primarily because citizens are the real owners of resources under the control of public officials. Equally important, citizens deserve to be treated with positive attitude, humility and care. In other words, stewardship ought to be a manifestation of love for the citizens by public officials. It is also argued that to be good stewards requires total commitment or dedication from public officials in managing resources. This paper concludes that failure by public officials to give account for the utilisation of resources and ineptitude to render quality service to the citizens with humility in the South African public sector institutions constitutes an antithesis of the spirit of stewardship.

Keywords: Accountability, Discipline, Professionalism, Steward, Stewardship, Trust

1. Introduction

There is paucity of research on stewardship particularly in the context of public sector, and the extant research on this subject is predominantly theoretical, with less empirical research (Ee Wan, 2015:18). The concept of stewardship can be traced from the book of Genesis in the bible when God created human beings to be in charge of creation (Saltman & Ferrousier-Davis, 2000:732). Further, Worrell and Appleby (2000:272) point out that stewardship emerged as part of Judeo-Christian heritage although similar terms can be found in other religious traditions such as Hinduism, Islam and Confucianism. Clearly, religious institutions have played a significant role in promoting the concept ethical stewardship. According to Caldwell, Hayes, Karri and Bernai (2008:161), ethical stewardship seeks to achieve effective and efficient governance model that would bring about long-term institutional prosperity by maximising employee commitment. In the same vein, Section 195 (1)(b) of the Constitution, 1996, calls for the promotion of efficient, economic and effective use of resources in the public sector institutions (Republic of South Africa, 1996:99). Despite this provision in the Constitution, abuse of monetary and non-monetary resources is prevalent in the South African public sector institutions. In this regard, Botha (2017) reports that approximately R16 billion was missappropriated during the 2015/16 financial year. The national departments of Basic Education, Transport and Water and Sanitation were severely responsible for misuse of about R9 billion. Additionally, Mngoma (2017) reports the irregular deployment of members of public order police to guard a private house of former Minister of Police, Nathi Nhleko, in the northern KwaZulu-Natal. This occurred irrespective of the fact that politicians are protected by the VIP protection services in the South African Police Service. Indeed, the use of public order police to guard the Minister’s private house amounted to an abuse of human resources because public order police are trained to deal with chaotic riots and protests. Therefore, this paper focuses on the assessment of the extent to which public officials adhere to the basic tenets of stewardship.
while utilising and managing public resources in the South African public sector institutions. In the first section of this paper, the meaning and essence of stewardship as well as steward is provided in context. Moreover, this paper discusses important principles linked with stewardship. This paper concludes that failure by public officials to account for usage of public resources and incompetence to render quality service to the citizens with humility, care and respect in the South African public sector institutions constitutes an antithesis of the spirit of stewardship.

2. Conceptual Clarity: Stewardship and Steward

Worrell and Appleby (2000:269) define stewardship as sagacious utilisation and management of resources with a view to sustain and improve life for present and future generation. Further, stewardship can be defined as "careful and responsible management of something entrusted to one's care" (Barret, 1996:11). Salman and Ferroussier (2000:733) assert that stewardship connotes a desire to be held accountable for the success of an institution through total commitment in service, instead of imposing control measures upon others. In agreement with this view, Worrell and Appleby (2000:266) emphasise that the importance of stewardship is predicated on taking a good care of something which is in one's trust on behalf of another person. In other words, stewardship indicates that public officials have an obligation to conduct themselves as reliable stewards of resources they control on behalf of ordinary citizens (Cossin, Ong & Coughlan, 2015:4). Moreover, Cossin et al. (2015:4) contend that stewardship requires appropriate management and usage of resources "with integrity and high moral standing with a view to serving the wider community." In support of this notion, Hernandez (2000:122) states that stewardship concentrates on subjugation of personal interests in pursuit of broader communal goals, with positive attitude and conduct.

Nassauer (2011:321) suggests that stewardship could mean the following: the provision of what is necessary for the health, welfare, maintenance and protection of someone or something; serious consideration applied to doing something correctly or to avoid loss and risk. According to Caldwell, Truong, Linh and Tuan (2011:173) ethical stewardship emphasises a need for proper institutional governance whereby public officials pursue broader interests of the stakeholders, particularly the citizenry, through cultivating a culture of trust between institutions and citizens. Fundamentally, stewardship is the principle of "service over self-interest" and requires that citizens ought to be treated as "owners and partners".

In Saltman and Ferroussier-Davis' (2000:735) view, stewardship presents public officials a good opportunity to advance public trust and legitimacy in state governance. However, stewardship may encounter some major challenges when public officials are pressurised by political office-bearers who seek to achieve self-interests. In this sense, the political, religious, social and economic patterns (e.g. corporatism, authoritarianism, theocracy) can influence the extent to which public officials could be good stewards (Saltman & Ferroussier-Davis, 2000:736). Additionally, Sindane and Uys (2014:401) note that since public officials are entrusted with public money, it is possible for them to utilise their authority to hinder the freedoms of the citizenry. Contrary to the aforementioned challenges in relation to stewardship, Barret (1996:16) maintains that stewardship requires that the rightful owners of the resources should be able to exercise control over the allocation of user privileges as well as the "enforcement of stewardship responsibilities." In the context of this paper, stewardship is a responsible utilisation of financial and non-financial resources by public officials in such a manner that the interest or aspirations of the citizens are taken into consideration and ensuring that public servants remain accountable to the people they serve.

Having defined the meaning of stewardship in the context of public sector, it is essential to explain the meaning of the concept "steward". Equally important, it is necessary to state who the stewards are, and what their concomitant characteristics are. Steward refers to a person entrusted with responsibility of protecting and taking care of another's property or resources (Ee Wan, 2015:5). In keeping with the foregoing definition of steward, it is clear that public officials are the stewards since they are responsible for administering finances and other important resources on behalf of the citizens in a state. For instance, Pauw, van der Linde, Fourie and Visser (2015:15) state categorically that "public money belongs to the community of citizens in a state." Further, Pauw et al. (2015:15) accentuate that public money does not belong to public sector
managers, taxpayers, president, treasury, or a specific racial group. However, the public officials play a pivotal role in safeguarding public money as well as other resources that generally belongs to the people.

In order for the stewards to discharge their duties with greater circumpection, it will be important to understand and adhere to some basic principles of stewardship. According to Mathews (2018:43), stewards are "defined by their willingness to accept and execute the moral principles of personal responsibility." Acceptance of personal responsibility as personal choice is an essential characteristic of stewards whose interest is maximising the interest of owners of resources. As a matter of fact, such responsibility should be discharged in such a manner that the current and future generations are not disadvantaged through depletion of resources (Worrrell & Appleby, 2000:268). In other words, stewards must not be ignorant and reckless in the performance of their duties and responsibilities.

Stewards are expected to conduct themselves in such a manner that they can be able to maximise results rather than making unprecedented concessions that culminate in lost opportunities (Caldwell et al., 2011:173). In support of this assertion, Cossin et al. (2015:4) and Caldwell et al. (2008:154) mention that stewards should not pursue self-interest, instead, they should strive to increase institutional performance for the benefit of the citizens. At the same time, Ee Wan (2015:5) argues that stewards must not be tempted to use resources in their trust for personal benefit. It is undesirable to have public officials who disregard moral principles of stewardship when performing official duties. Clearly, if stewards or public officials use their skills and knowledge to pursue the interest of the owners of resources (citizens), they are likely to earn respect and trust from them. To this end, stewards have to be proactive and preserve the truth, thus, stand for what is right (Mathews, 2018:41). By so doing, stewards will be able to defy all that is unethical, unconventional and shameful.

3. Accountability and Stewardship

The auditor general (AG), Kimi Makwetu, says that the South African municipalities are failing to enforce accountability in relation to usage of financial resources. This is evidenced by irregular expenditures, poor financial statements and performance reports (Auditor General South Africa, 2018:2-4). Section 195 (1) (f) of the Constitution, 1996, states that public administration ought to be accountable (Republic of South Africa, 1996:99). In other words, public officials as stewards must be able to provide account for their actions to the citizenry. Ee Wan (2015:5) states that an accountable steward should be able to take responsible and justifiable decisions and risks with a primary goal of satisfying the needs of the citizenry. Moreover, an accountable steward must be in a position to make decisions for the long-term benefit of the collective in the midst of competing options that are all ethical and defensible. Ssonko (2010:4) defines accountability as a "commitment required from public officials individually and collectively to accept public responsibility for their own action and inaction." This view indicates that public officials are not required to account only when things go wrong, but, they need to provide justification for the right things achieved as well. In fact, public accountability signifies and emphasises that citizens should be able to make inputs concerning the funding of government programmes (Sindane & Uys, 2014:401).

Ideally, "the notion of accountability requires that the governing body provide reasons to the electorate for their actions (or inactions) and allows a community to express an opinion on their governing ability. It is crucial that public officials and political office-bearers understand the need for accountability in public management and governance because the behaviour of various public role players directly affects the delivery of public services, and distinction between right and wrong is not always clearcut" (Thornhill, 2015:77-78). This view suggests that if the principle of accountability is not upheld and endorsed by public officials and political office-bearers, stewardship is bound to fail dismally. Realistically, stewardship cannot be divorced from accountability. Sindane and Uys (2014:401) maintain that in the context of public sector it is imperative for the public officials to account to the communities they serve as well as any other stakeholder. Consistent with these views, Dicke (2002:486) highlights that when accountability fails public money tends to be utilised recklessly and ultimately, ordinary citizens find themselves in a precarious situation.

There are multiple categories of accountability that are central to stewardship. In this regard,
Thornhill (2015:79) classifies accountability into five different categories as follows: legal accountability (requires adherence to legislative prescripts), financial accountability (emphasises a need to provide an explanation on how public funds have been utilised), procedural accountability (requires compliance with formal procedures), programme accountability (focuses on the implementation of programmes), and outcome accountability (place emphasis on the importance of achieving effective results). Public officials need to adhere to the aforementioned categories of accountability as they relate to the usage and management of resources in the public sector institutions. Ee Wan (2015:6) argues that there must be negative or positive consequences for stewards depending on how worse or better they have managed or used resources entrusted with. Nevertheless, Sindane and Uys (2014:401) postulate that the fact that accountability is associated with control and punishment tends to lead to distorted understanding of this basic tenet in public administration.

4. Stewardship and Trust

"The South African government is least trusted by its people, with only 15% of the citizens affirming their trust in the government, according to the 2017 Edelman Trust Barometer" (Rittenberry, 2017). In other words, the South African citizenry have less confidence and trust in public officials as well as political leadership. Trust is an emotional trait that stewards need to achieve consistent and reliable performance and integrity (Cossin et al. 2015:16). In essence, stewardship is founded on the principle of trustworthiness. The issue of trust is important for improved relations between public officials and citizens. Caldwell et al. (2008:157) argue that "trust is an affirmation of one's own identity and an investment in one's future. When we trust we not only acknowledge our desire to enter into social contract with another party, but we willingly accept the risks involved within that relationship." This indicates that citizens have trust in public officials that they will preserve and manage resources in a responsible manner despite possible risks that could emerge. Mathews (2018:47) asserts that stewards ought to remain trustworthy or faithful, which implies that they must be champions of ethical deeds. Moreover, this denotes that stewards need to be extra cautious when making decisions in order to avoid unethical choices that could translate into erosion of a relationship of trust. In this regard, Caldwell et al. (2008:157) postulate that when people decide to trust one another it is essential to surrender their personal control and choice to another person in the belief that the other person will act honourably with due consideration of the parameters that define such relationship.

A trustworthy steward should demonstrate wisdom and courage to pursue all that is noble without fear or favour (Mathews, 2018:51). According to Mathews (2018:51), trustworthiness as it relates to ethical stewardship denotes a "crown jewel of ethics" which places the "moral principles on display in their purest form." Ethical public officials work towards building trust through real investment and affirmations of the identities of the communities they serve (Caldwell et al. 2008:157).

Hernandez (2007:123) points out that trust develops gradually and to a certain extent, it is determined by the observer's reliability and dependability judgements of those in positions of authority. Further, trust can be nurtured or nourished through dynamic interactions between public officials as stewards and citizens who are real owners of public resources; such interactions ought to be grounded on mutual interpersonal care and concern (Hernandez, 2007:123). Fundamentally, ethical stewards ought to focus on assisting individuals to attain their best possible potential (Caldwell et al., 2008:175).

As far as trust is concerned, Hernandez (2007:123) recommends that the creation of institutional trust which "facilitates calculative and relational aspects of trust through institutional factors (i.e. legal forms, social networks, and societal norms regarding conflict management and cooperation) whose interactions create a context for interpersonal and inter-organisational trust". This type of trust is crucial for creating a lasting bond based on trust between public officials as representative of public institutions and the citizenry. It is through the institution-based trust that public officials can be able to take the citizens into confidence particularly in relation to usage of resources in the public sector. Conversely, Mathews (2018:27) notes that unfaithful stewards strive to limit the owner's access to their own possessions. In other words, untrustworthy and corrupt officials can make it impossible for or difficult for citizens to gain access and enjoy benefits of their own resources.
5. Honest and Loyal Stewards

More than 3000 public officials unduly benefitted from government tenders worth more than R600 million. However, since the former President, Jacob Zuma, signed the Public Administration Act in 2014, which requires the public officials to declare financial interests, about 90% (9 689) senior managers in the public sector indicated that they have financial interest in private companies (Whittles, 2017). The above statistics shows that the levels of honesty among public servants could be alarmingly low. Honesty and loyalty of the public officials is important to the citizens since ordinary people are the real owners of the resources controlled by government institutions. If public officials steal and misuse public resources, this would constitute a betrayal of the citizens. Having said this, Mathews (2018:56) asserts that honesty is an important personality trait that can assist stewards to remain loyal, particularly under circumstances where they would have to choose between ethical and unethical options. Therefore, public officials must avoid dishonest practices thereby refraining from rationalising unethical actions or behaviour. In order to guard against betrayal, public officials must ensure that they do not commit public resources to illicit contracts or dealings.

An honest and loyal steward must not be controlled by selfish desires and emotions nor succumb to transient pressure that seek to dispose logical reasoning (Mathews, 2018:90). Additionally, Mathews (2018:90) argues that "the desire for instant gratification is symptomatic of uncontrolled mind; it is an enemy of patience that undermines long-term goals, mocking and injuring accountability." The issue of honesty and loyalty embraces the concept of integrity as one of the most important elements of ethical stewardship. In fact, integrity is concerned with an individual’s personal character in terms of perceived consistency pertaining to expectations, outcomes, values, actions, methods and measures (Ssonko, 2010:6). In other words, a person of integrity will not change his or her principled stance on the basis of who he or she is dealing with.

6. Stewardship and Transparency

There is a growing concern about perceived levels of transparency in the South African public sector institutions. This concern is reinforced by reports that "government officials were ordered by ministers, directors generals and a state security officer to destroy all traces of documents related to the controversial R246 million upgrades" to former President, Jacob Zuma (Thabane, 2014). The concept of transparency suggests that the decision and actions taken by public officials and political-office bearers should be subject to public scrutiny (Ssonko, 2010:5). This means that public servants ought to be ready and willing to be criticised harshly or constructively by the people they serve. At the same time, it means that the citizens will be informed constantly about the intentions or planned programmes that public sector institutions seek to pursue. More importantly, this suggests that members of the public will be able to know how their money was used in pursuit of government policies and programmes. By so doing, public officials embrace the notion of fiscal accountability. Hlongwane (2015:295) accentuates that transparency can be enhanced tremendously if the citizens are provided with timely, accurate, relevant and useful information regarding public officials’ actions or inactions.

7. Stewardship and Commitment

Saltman and Ferrousier-Davis (2000:736) note that introducing stewardship into governance is an arduous process that requires total commitment by all interested stakeholders. Public officials need to approach their duties and responsibilities with positive attitude in order to raise levels of motivation in managing public resources while offering quality and good service to the citizens (Ee Wan, 2015:17). As far as commitment is concerned, public officials must be committed to the values, mission and vision of the institution. In the same vein, it is imperative for public officials to demonstrate commitment towards institutional goals. This means that public officials will work hard to achieve a predetermined performance targets (Staniok, 2016:19). In order to remain positive and focused, public officials will require high levels of motivation. Furthermore, Paille, Morin and Grima (2011:301) highlight that commitment by public officials is central to service quality in the public sector. In fact, commitment to the citizens indicates the extent to which public officials exercise their willingness to engage in continuous improvement and put more efforts to serve the citizens (Paille et al, 2011:301). Nevertheless, Mastekaasa (2004:ii) points out that public officials tend to be depicted as partly lazy and opportunistic. According to this view, public
officials are seen as being less committed to their duties and responsibilities.

8. Disciplined Stewards

Beangstrom (2018) reports that the national and provincial departments reported approximately 758 incidents of financial misconducts for 2016/2017 financial year whereby an amount of R524 million was involved. In other words, financial malfeasance in the public sector could be attributed to ill-discipline among public officials who are supposed to safeguard public resources or money. Stewards must adopt an attitude of self-discipline in order to nurture the ability to distinguish between good and bad. In Mathews’ (2018:101) view, the word discipline has its roots in the Greek word, "sophronismos", which is concerned with the capacity to do what is expected with a certain degree of balance, superior logic and understanding without diverting from ethical principles. Discipline connotes that public officials will comply with fundamental rules and regulations in the public sector (Sule-Dan & Ilesanmi, 2015:95). Mathews (2018:19) emphasise that stewards must learn to discipline themselves in important issues thereby showing more self-restraint and sound judgement. In an institution where there is a lack of self-discipline it is most likely that chaos, corruption and disobedience will reign, leading to institutional dysfunction (Sule-Dan & Ilesanmi, 2015:95).

Moreover, Mathews (2018:19) notes that self-discipline can be difficult to pursue or maintain due to a human’s insatiable desire to own things, greediness and covetousness. In this sense, public officials have an obligation to protect and preserve public resources entrusted upon them by the citizens. Therefore, it is incumbent upon public officials to be more circumspect and ethical in order to prevent theft and plundering of scarce resources in their custody. However, Mathews (2018:18) note that a major challenge is the fact that greediness "can be like a virus that will latch onto its host and consume every virtue until all that remains is more and more greed." In other words, although it is an important exercise to root out corrupt and self-serving practices in the public sector institutions, solutions to the spectre of greediness are still elusive.

9. Stewardship and Professionalism

The South African Nursing Council’s (SANC) statistical report indicates that unprofessional conduct among healthcare workers in the public service is rife (South African Government News Agency, 2013). Section 195 (1) (a) of the Constitution, 1996, demands that a high standard of professional ethics must be advanced and sustained in the public sector (Republic of South Africa, 1996:99). In this regard, Ssonko (2010:7) argues that professionalism becomes more evident when public officials are determined to improve their knowledge and skills in order to enhance the quality of service delivery to the citizens. In that sense, if public sector employees strive to improve their knowledge and skills, they will have better chances of managing public resources in a proper and accountable manner. Moreover, Ssonko (2010:7) adds that public officials should be suitably skilled, knowledgeable, neutral, unbiased and seek to pursue public interests in discharging their responsibilities. Essentially, public officials must be willing to apply their skills and knowledge to safeguard public resources against waste or possible irregularities. More importantly, there will be little prospects of success in provision of quality service if public officials remain unprofessional in their conduct (Mle, 2012:27).

10. Conclusion

The foregoing discussion indicates that the concept of stewardship remains crucial and relevant to the public sector institutions as it as it relates to responsible management of resources. Practically, public officials have to surrender themselves as stewards in the service of the citizens. This reverential call requires awareness on the part of the public officials about the important roles that they ought to fulfill as stewards. Public officials should put the interests of the people ahead of their personal preferences or desires. This assertion is in consonant with the South African principle of "batho pele" which means "putting people first”. Ideally, public resources must never be diverted for any purpose other than the one that seeks to advance or maximise public good.

Furthermore, accountability is a significant and infallible virtue of ethical stewards in the public sector. As such, public servants need to be answerable not only to the higher authority in the bureaucratic chain of command but also need to be accountable to the citizens who are the actual owners of public resources. Accountability in the public sector institutions can help to create a lasting bond of trust between public officials and the citizens. In this way, it could be beneficial for the public sector to
maintain trust and promote citizen's confidence in public sector institutions regarding the usage and management of public resources. If public officials are reckless, dishonest and disloyal to the citizenry it will be difficult to create or mend that relationship of trust with the citizens once it is broken. Honest and loyal stewards manifest through pursuit of noble ideals and abstention from unethical practices. Indeed, a discussion on stewardship would have been incomplete without reflecting on total commitment and positive attitude on the part of public servants. In this sense, positive attitude is not only critical to human interactions but it is required in order to ensure economic, efficient and efficient usage of resources. However, achieving this ideal requires public officials who are highly disciplined. In other words, public servants must be able to restrain themselves; prevent theft and looting of scarce public resources. Equally important, this calls for public officials to demonstrate highest standards of professionalism in carrying out their duties. The citizens must be treated with greater degree of respect, care and humility. Finally, failure by public servants to account for usage of public resources and inability to render quality service to the citizens with care, humility and respect in the South African public sector institutions constitutes an antithesis of the spirit of stewardship.

References


