RESTRICTURING THE POLITICAL ECONOMY OF PUBLIC ADMINISTRATION AND GOVERNANCE FOR THE 21ST CENTURY: TRUMPETING FOR PARADIGM REVOLUTIONS

Anis Mahomed Karodia (PhD)

akarodia@regent.ac.za

Professor, Faculty Member and Senior Researcher, Regent Business School, Durban South Africa

Abstract

Public administration and by implication governance throughout the world must undergo paradigm shifts out of necessity, in terms of changes in socio-economic and political imperatives that, require very serious attention, because of the immense possibilities for change, offered by an array of new paradigms that need to be very seriously explored. This also has to be undertaken on the basis of the urgency of the change required in the economic and political landscape of developing countries and, particularly South Africa, given the uncertainties that the world is already confronted with in the 21st century. Against this background, the paper will attempt to look at and explore the deeper understandings of these paradigm shifts, in order to make public administration capable of responding to a plethora of changes required in Africa, South Africa in particular, and the developing world. More importantly, the idea of improving governance will remain important in respect, of public administration that, is beset with an array of problems and challenges, in respect of efficiency, motivation, commitment, resource constraints, conflicting ideological frameworks, and amidst greater expectations of citizens in general, with regards to the performance of governments. There is no doubt therefore, that efficient and effective governance requires institutions, delivery mechanisms and supportive rules, regulations and procedures. It is therefore of cardinal importance that issues of distributive justice, the rule of law, consolidation of constitutional democracy, and including a social warrant necessitate, the key role that both public administration and governance can play, in an ever increasing, complex, intricate and advancing world. In other words vibrant mechanisms and efficient systems must become the order of the day. The imperatives and innate importance of public administration and governance in the 21st century are forms that need to be delved into because, the old forms of public and private governance are increasingly proving to be
ineffective and inadequate and, therefore, organizations must give way to more flexible and dynamic models. This will be necessary based on the all embracing fact that, the world is becoming increasingly globalized and therefore, fostering shared values is of vital importance for purposes of sound decision – making, and for purposes of addressing rigid and bureaucratic political and public service hierarchies. These are some of the issues that will be addressed in this paper. It is important to appreciate that the paper will not be able to capture all of the issues that permeate public administration and governance in the 21st century and, by the same token, it will not be in a position to exhaust the subject, or for that matter delve into all of the areas that encompass the 21st century public administration and governance discourse and salient issues, which are elaborate in nature and, therefore, the paper, will not pretend to do so.

Key Words: Governance; Paradigms; Economic; Political; Bureaucracy

INTRODUCTION

Public administration has increasingly become inter – disciplinary and para – disciplinary in character and execution. It is aimed at the betterment of society in consonance with the requirements and compulsions of fast changing societies. “It is only through the mutuality of understanding and support of different institutions and fields of knowledge that governments, institutions, organizations and society as a whole can take a meaningful view of the concepts of governance in the 21st century with its challenges, opportunities and possibilities” (Chaturvedi, 2004: v). This paper together with other papers by an array of authors is seminal in the sense that, the public administration community in South Africa, for all intents and purposes must discuss the impact and implications of the landmark developments that have occurred in the world, since the latter half of the 20th century. There is no doubt that at the dawn of the 21st century and, as the world and governments move into the first quarter of this century, public administration and governance stand at the cross roads. Following the paradigm shift in the policy of the government of the Republic of South Africa and the provinces in some instances, in favour of privatization, liberalization and globalization since 1991 and, given the birth of democracy in April of 1994, the landscape, the machinery and procedures of South African administration have undergone mammoth changes in the first twenty years of the new found democracy together with the onerous task of dismantling of the policies and legislation of the former apartheid regime.

Debureaucratization, downsizing, transformation agendas, reinventing the new democratic government, good governance, e – governance, public sector enterprises, greater role of civil society in governance and development, the formulation and constitution of the nine new provinces and, a host of other intervention strategies have been a mammoth task, with successes, failures and criticisms of the new democratic government, led by the African National Congress since 1994. All of this has led to far – reaching impact on the democratic South African government and state apparatus and, has exacerbated the problems, challenges and successes on the South African polity and upon its public administrative apparatus. Public administration in the 21st century shows the declining and increasing role of the state and public administration in South Africa, and the continent of Africa.
PUBLIC ADMINISTRATION ERRORS AND THE NEGATION OF THE RULE OF LAW AND CONSTITUTIONAL DEMOCRACY

South Africa’s acclaimed constitution has a huge hole. According to Mkhabela (2013: 19) “this became and was due to various incidents like the Guptagate scandal when a plane landed without permission at the Waterkloof air base, a key strategic point in South Africa, the flouting of Treasury regulations to the tune of R206 million for the building of the Presidents private home in Nkandla and this became known as the Nkandlagate scandal; the financing of a R350 million dairy farm at Vrede in the Free State Province, without the requisite Treasury permission and, the allocation of these rights to politicians, friends and relatives, the non delivery of textbooks and overt corruption amounting to R2. 6 billion rands within the Limpopo, Department of Education, with senior politicians of the ruling party and companies from the private sector involved, prior to 2012, and a host of many other similar incidents.” It is an indictment to public administration and governance reform that a new democracy is unable to deliver to the people because of corruption and a government that is unable to take remedial action. Kerry Cullinan (2013:13) states that “public health facilities are in a dire state, exacerbated by poor infection control, dismal maintenance of equipment and infrastructure and very poor staff attitudes continue to sink South Africa’ health system. She adds “that drastic intervention is required in order to reengineer this essential service, for purposes of greater accessibility, service delivery and accountability within government.” Such a situation defies the very principles of the generic processes of administration and management. There is poor monitoring and evaluation of services provided by the government, with poor skills within the public sector. It is therefore, imperative, given the morass and malaise within the South African public sector, post 1994 that stringent steps be taken to rectify the situation. If this is not undertaken rapidly South Africa will miss the opportunity, to join countries that are making great strides, in order to take a quantum leap, into the first quarter of the 21st century.

At the root of all of this is the reality that the democratic government has relied on the practices of the old apartheid state, but after twenty years of democratic government, this alone cannot be held responsible for the current state of poor governance and public administration. In other words, it is the highly uneven institutional character of the state that gives South Africa its colonial, apartheid and developing features and, not just the uneven distribution of the cost of certain services. These are the issues that government policy makers and, its bureaucracy have not fully understood and have not comprehended, post the 1994 democratic elections, in terms of formulating policies for the democratic state, for purposes of South Africa entering the 21st century, in respect to public administration and governance. It is therefore imperative that, attention be given to building the public service, rather than simply transforming it. As long as the public sector of South Africa is not overhauled and driven to efficiency, accountability and productivity, success and becoming a winning nation will be a utopian ideal, a dream and a mirage of the so – called democratic state and government, and in the main, it would have negated its revolutionary credentials to lead an emerging modern state. It would have failed the historically marginalized and oppressed, primarily the poor citizenry.

All of the above informs our analysis of what has gone wrong and continues to go wrong currently. It’s a question of a lack of skills and poor leadership. According to Chipkin and Gibert (2013: 27), “the right leadership matters, as about the conversation about the skills needed for an
effective public sector, and that, these realities affects the kinds of interventions that stand a good chance of improving performance, accountability and the kind of interventions that would bring about transformation. The issue is what shapes current performance and delivery?” They point out that the new democratic government undertook the following intervention strategies:

- “Went out to expand services to black South Africans radically, in order to transform the economy, but it was and is faced with an inherited bureaucracy that was in the service of a brutal, racist regime. (However, it must be realized that this cannot be used as the primary reason for public administration and governance failures, after twenty years of being in power because, the current public service is not in the main efficient and productive).

- Departments and agencies need to be changed to achieve a new democratic development mandate.

- The focus of transformation perhaps, ironically, took the cue from one of apartheid’s own myths and a flaw in the ANC’s own analysis, that the apartheid state was fully institutionally developed and that, was what was needed to change the orientation away from simply serving whites or homeland elites and, how it worked through the processes of a white oligarchy, authoritarianism and its inward focus.

- The reality was somewhat different, in the homelands and self – governing Bantustans for example, had weak administrations, poor infrastructure, distances were not connected, patronimial relations, poor skills, poor and untrained seconded white public servants from apartheid South Africa, and very poor technical capacity amongst a host of other poor and weak administrative capacities.

- As the apartheid regime began to cede its authority, it provided more opportunities to the traditional elites, senior bureaucrats and to South African and international companies for purposes of accumulation of wealth and land. This strengthened the resolve of these constituencies to maintain the status quo and thus make transformation of the new democracy, all the more difficult.

- In the post apartheid era, these administrations together with their bureaucracies were incorporated into the new provinces, except Gauteng and the Western Cape provinces, which did not have the features of self – governing states or the homelands, and therefore, did not have to incorporate nor integrate the former homeland or self – governing administrations into their provincial governments. There is therefore, no surprise that these two provinces are better run administratively than the other seven provinces of South Africa” (Chipkin and Gibert, 2013).

It is therefore most obvious to any public administration and management student or scholar, through a purposeful analysis of the above scenarios that understanding the unevenness of the apartheid state has resulted in some major policy errors under the ANC government and, within the ambit of the so – called democratic state and era. In this regard, for example, the policy imperatives of the democratic government have been encapsulated as follows:
According to Karodia (2008) and Chipkin and Gibert (2013: 27) there has been some unintended and unexpected consequences of this focus and the implementation of the New Public Management (NPM) model. Some of these are as follows:

- That it has been interpreted to mean that senior officials should concentrate on policy, strategy and vision at the expense of administration and governance.
- The situation is therefore characterized by high vacancies and turnover rates among senior staff.
- This occurs because the state and government cannot provide skilled staff and senior officials, not grounded into management positions, who constantly move on to higher positions with the minimum experience and often without the requisite skills and education, causing a systemic failure of the administrative services of the public sector.
- It drives inefficiency and the collapse of productivity.
- This has created instability and the ‘Juniorization’ of the senior management of the public sector of South Africa.
- Induction and training of new staff is made difficult and the development of a coherent corporate or organizational culture becomes compromised.
- The lack of a systems approach to public sector reform has resulted in overt and vulgar corruption within the public sector.

In other words the effects of new managerialism have been uneven in the South African public service post 1994. It has arguably increased efficiency in already established and functioning organizations, but in those parts of the country where institutions were and are weak or new, it has deflected attention from what is needed to make them effective, by negating reliable administration and management, and from implementing sustainable systems. It thus helps us to understand why corruption has taken a foot hole and has become entrenched and rooted in the South African public service and throughout the country, including the private sector. In short, unstable organizations are ripe for the taking in respect of corruption. It therefore, requires a moral rejuvenation of the public service. Chipkin and Gibert (2013: 27) state that “it is the highly uneven institutional character of the state that gives South Africa, its colonial or developing world features, and not just the uneven distribution of wealth. All of this therefore, requires the state, its government and its policy makers, revising the deeply ingrained conceptions of the apartheid state and is the challenge, as a paradigm fertile for intervention as we approach the entry of the second decade of the first quarter of the 21st century, in order to truly reconstruct a post – apartheid public sector.

**RETHINKING THE STATE’S ROLE IN FINANCIAL MANAGEMENT FOR PURPOSES OF DEVELOPMENT AND PUBLIC SECTOR REFORM**

The above paradigm in respect of state intervention, according to Karodia, (2013: 7) “is crucial and required more than ever before, and as South Africa attempts to consolidate its democracy and establish constitutional democracy and the rule of Law, financial management and fiscal prudence will determine the rise or fall of the developmental state that, it is in pursuit of. This
becomes all the more important because of the lingering and protracted financial crisis that began in 2008. These interventions must be facilitated within its financial systems, from regulation, stringent supervision of financial institutions, markets, state ownership of banks, state guarantees, the curbing of external debt, regulating lending institutions that place large numbers of the population into debt and thus creating a savings culture.” It therefore opens up a vexing question – What is the role of the state in financial development? In this regard the World Bank’s Financial Development Report 2013: “Rethinking the Role of the State in Finance” - reexamines a basic question: What is the proper role of the state in financial development? It examines new and existing evidence on the state’s performance as financial sector regulator, overseer, promoter, and owner. Its emphasis is on emerging markets and developing economies. The report also tracks financial systems in more than 200 economies, before and during the global financial crisis. It is an indication that, it is cardinal for South Africa to track its performance against economies of a similar profile, and with other emerging markets for purposes of knowing and determining that, it falls short in respect of the implementation of financial systems; and that, the public administration system looks seriously at good financial practice, in terms of reengineering its financial systems; their tracking; and for purposes of reexamining the training agenda, given the financial skills shortage in the country and, its negative impact upon the public sector, as a whole, be it at local, provincial and central levels of government.

The report strikes a cautionary chord but indicates that the financial crisis has given greater credence for direct state involvement in the financial sector, such as lending by banks, for purposes of maintaining economic stability, driving growth and for purposes of creating employment by the creation of sustainable jobs. This can have both positive and negative effects. As and when the economic crisis abates and subsides there, may be a need to adjust the role of the state from direct intervention to less direct involvement. This must not be misconstrued as withdrawal of the state from the financial overseeing role that, it generally must perform. It has a decisive role in providing strong supervision, ensuring healthy competition and enhancing financial infrastructure. It also has a major role to play in respect to financial management and administration through the processes of training. The report also alludes to financial sector incentives which it states as crucial. The main challenge of financial sector policies is to better align private incentives with public interest without taxing or subsidizing private risk taking. A balance must be drawn between promoting development in a sustainable manner and the report focuses on four main areas. These are:

- **REGULATION AND SUPERVISION**: It indicates that the first priority is to get the basics right coupled with market discipline. Less complex regulations, building supervisor capacity and better monitoring by stakeholders.

- **COMPETITION POLICY**: Remedy the poor regulatory environment, improve efficiency and enhance access to financial services. Improve the flow of information and strengthen the contractual environment.

- **DIRECT INTERVENTIONS**: Lending by state owned banks. The report indicates that this can create stability during times of economic downturn. Resource misallocation and deterioration in the quality of intermediation must be guarded
against. The state banks should not play a counter–productive role during financial crisis, but the track records remain poor in respect to credit allocation. All of this can be avoided by paying special attention to the governance of these institutions and schemes, by installing adequate risk management processes. This is most serious in South Africa and other African countries and also in the developing world, because of weak institutional environments within governments.

- **THE ROLE OF THE STATE:** The state must play a useful role in promoting transparency of information and reducing risk. It must allow greater access and provide high quality credit, information where there are no monopolies that discourage information sharing.

Karodia (2013: 9 – 10) states and points out that “It is obvious and necessary that the South African financial environment requires a determined sharp and overdue rethink in respect of the state’s role in finance. The introduction of the Financial Management Act (PFMA) and the Municipal Financial Act (MMFA) are models in the main not adequately thought out and are imported from abroad, in terms of the prescriptions of the World Bank, without taking into consideration the transformative agenda of the new democratic state and the administrative problems and financial skills shortages within the country, and, without understanding the classical financial administrative system, inherited from the apartheid era, in order to promote good and sustained financial governance regimens. These are complex financial regulatory mechanisms that have been engineered by the World Bank. These acts are not easily and quickly understood and applied by the Heads of Department (HOD’s) and, lower order public servants involved with finance. It places responsibility upon HOD’s who are in the main untrained and lack skills in financial management, who have little or no experience with regards intricate financial matters, and how to control, appropriate and run large budgets, let alone small budgets within government departments, that amount to billions of rands. This is further complicated by poor and unskilled financial managers as Chief Financial Officers (CFO’s) and, the country exhibits after twenty years of democracy, an acute and chronic shortage of skilled financial personnel. Political expediency is also involved in appointment of financial personnel, patronage and cronyism also adds to the problem. In addition, Karodia (2013) further points out that Ministers at central level and Members of the Executive Level (MEC’s – Ministers at Provincial level), within provinces are not held responsible in respect of accounting practices and, there is much financial abuse on their part, and also the abuse of HODs’ by MEC’s, including lower level financial personnel. Any reform process within the public sector should therefore, seriously look at reforming these Acts, for making them less tedious and cumbersome, because it stymies development and brings about excessive caution on the part of financial functionaries within government departments. It also negates spending for development and thus large amounts of money within budgets are returned to Treasury, because it remains unspent in a particular financial year. This has been a chronic problem in South Africa and continues unabated in spite of twenty years of democracy. This situation occurs year after year with no consequences or reprimand and punishment meted out to Ministers and their HOD’s. This reform is overdue and, is a clarion call to reengineer a new financial regimen, system and paradigm for South Africa, for the 21st century.
MAKING PUBLIC SECTOR REFORMS WORK

Making public sector reforms work should become a priority for developing nations and South Africa is no exception. However, in South Africa, there seems to be a lack of commitment by the democratic government and the public service bureaucracy. This is characterized by a bloated bureaucracy, overt amounts of inefficiency in respect to service delivery and, an ingrained culture of entitlement, after democracy in 1994 that, permeates the civil service. This is further exacerbated by nepotism, political patronage and cadre deployment into the public service that has heightened inefficiency and contributes to a lack of service delivery. Bunse and Fritz (2012: 4) state that “supporting effective public sector reforms is a big challenge for purposes of development and sustained and coordinated service delivery. It is also a great challenge for development agencies and their governments. Part of the reason for this situation in developing countries is the crucial role that the political economy factors play in such reforms.” They further state:

- Political economy incentives to initiate public sector reforms, such as global and regional trade integration, fiscal procedures, and
- For lower income countries donor demands are present in a wide range of countries.
- However, disincentives to implement more challenging aspects of public sector reform are also widespread.”
- Economic and political conditions for successful large scale public sector reforms, including a process of economic transformation and the presence of programmatic parties or otherwise strongly motivated leadership are less frequently available.

Given the above, if drastic intervention is not undertaken by developing countries and by South Africa, in terms of a paradigm shift, it would not be possible for these countries to enter or for that matter make a dent on improvement of public sector reform, and this will negate economic development. Karodia, (2013: 10), points out and argues that “by this is meant that no significant improvement will be made in terms of public administration in the continent of Africa. This, therefore, will certainly hamper their emergence into the first quarter of the 21st century. By the same token, it has to be recognized that developing governments, in many countries face incentives to initiate public sector reforms, at the implementation stage, but political costs often outweigh potential gains, and reforms are therefore abandoned or left to wither. This is the reality in South Africa and other African countries with regards the implementation of the NPM model, in South Africa. However, it must be acknowledged also that real breakthroughs have been achieved in countries experiencing major structural shifts, for example in Vietnam, Brazil, Botswana and Mauritius, and those with a political leadership committed to higher – level goals. In many other countries incremental gains are observable, even if overall reform goals were not achieved, such as Ghana.”

Bunse and Fritz (2012: 4) state that “70 percent of all potential client countries borrowed from the World Bank for public sector reforms, over the last decade, indicating a significant interest in such reforms. They further indicate that only a quarter of the countries borrowing for public sector reforms can be considered aid dependent. Many are middle income countries. Global integration appears to be the most common driver for public sector reforms.” World support for
public sector reforms typically involves areas that are narrow and technical, for example, revising a chart for accounts or introducing a medium – term expenditure framework (discussed earlier) in South Africa, as well as areas that are more politically salient or sensitive, such as strengthening external audit. “moderately successful operations are found across a wide range of country contexts, including post conflict countries, with the most limited prior government effectiveness” (World Bank Research Digest, Fall, 2012). “Karodia, (2013: 10 – 12) states that “developing countries, often have to capitulate to the World Bank initiated reform packages because of poor political leadership, and the possibilities of losing financial aid. The World Bank reform packages are aimed at serving the interests of capital rather than development. This scenario keeps developing countries in a state of bondage, structural adjustment modes and increasing dependency. Real reform geared to development is not addressed. The emergence of the BRICS nations, it is hoped will address the development agenda of Africa by setting their own goals, and it is hoped that the influence of the World Bank will be curtailed and reliance upon the Bank will in a meaningful manner be broken, curtailed and re - discussed by developing nations.”

Political economy factors according to the World Bank Research Digest (2012) figure prominently in ex post reviews of supported public sector reform projects.” Karodia, 2013: 10) states that “for those judged as moderately unsatisfactory or worse, they are most frequently cited, while in respect of ex post reviews of operations raise concerns about the sustainability of their achievements because of political economy disincentives. There is no tracking currently in respect of whether achievements are in fact sustained. However, the reviews do not specifically address how political economy challenges could have been better managed to make reform achievements more robust for purposes of sustainability. The researcher is of the opinion that:

- “More work has to be undertaken in respect of government commitment.
- Differentiation of country contexts must be factored into the equation, such that, the potential for reform could be understood.
- Choices and approaches must be delineated, offering some opportunity for incremental or tangible reform gains.
- Avoiding large scale or complex reform designs” (Karodia, 2013).

The above discussion should evolve as a paradigm for the 21st century by entering into sustained discussion, by developing nations through their politicians, the bureaucracy, scholars and civil society, in terms of clearly defining the reform processes needed for financial reform and governance, including the role of the World Bank, in proper and sustained intervention, in terms of economic growth, the trajectories of development, the modalities of financing, and thus engineering sustainable policies and intervention strategies for public sector and governance reforms in the developing world, with particular reference to South Africa and Africa as a whole. It is essential that public sector reform be given priority by the South African government. However, as a developing nation, it must be cautious as to what reform programme agreements, it structures, as a developing nation with agencies, Western governments and the World Bank. South Africa must and has to limit its borrowing, because such borrowing is overtly compromising the country to address its development requirements, as public servants salaries
rise beyond control, as social grants escalate and the fact that corruption is seriously entrenched. This is also a salutary warning to other developing countries. However, Karodia (2014) points out that “there is nothing wrong with deficit budgets, provided that the borrowed money is used in a cohesive manner to promote development and projects that will advance the democratic mandate of the people. Deficit budgets must be monitored in the interest of the taxpayer, and must not be used to promote the desires of the elite and, must not promote inefficiency and corruption initiatives.”

THE DECLINE OF INEQUALITY IN LATIN AMERICA

Given the above scenarios in respect of public sector reform with particular reference to South Africa and given the issue of inequality in Africa’s largest economy that permeates its’ sad history under apartheid, and its’ management by the so – called democratic government post 1994, what efforts can be made to reduce inequality. This aspect can be registered as a paradigm for 21st century public administration reform, in order to deal decisively with inequality in South Africa and other developing African countries. The two main factors that drove the drop in inequality in Latin America were: lower skills premium and more progressive social spending. Given these intervention strategies, what are the lessons to be learnt by South Africa? Some of these are as follows:

- Income inequality declined in the majority of Latin American countries in the 2000’s.
- Existing analysis suggests that the decline in inequality is robust to the selection of the time interval, income variable, inequality measure, and data source. This decline is nontrivial and statistically significant.
- Reduction in poverty accounted on average for 50 percent of the observed decline in poverty.
- To a large extent in Latin America, it is the result of state capture by elites, (no different in South Africa at the present time) capital market imperfections, inequality in access to good – quality education, labour market segmentation, and discrimination (reminds us of the dismal picture in democratic South Africa).
- The analysis finds that the decline in overall inequality as measured by Gross Domestic Product (GDP) in Brazil, Mexico and Argentina, can be attributed to a decline in labour and non – labour income inequality.
- A decline in labour income inequality can occur because of an expansion of employment of low skilled workers and because of changes in the distribution of hourly wages, which in turn is driven by changes in the distribution of characteristics, especially education and experience and by changes in returns to those characteristics, especially education.
- The changes in the skills premium in all three countries were equalizing.
- The skill premium is affected by the demand for and supply for workers with different skills and by institutional factors such as the minimum wage and the influence of unions.
labour demand by skill, is affected by the characteristics of technological change and international trade.

- The composition of the labour supply is determined to a large extent by the characteristics of educational upgrading and demographic factors.

- In the case of Argentina the fall in the skill premium can be explained by a decline in the relative demand for skilled workers, and by a rise in the minimum wage and the power of the unions.

- In Brazil, in addition to demand – side and institutional factors, supply – side factors played an important part; while in Mexico institutional factors were unimportant and the demand for skilled labour may even have continued to rise; the fall in the skill premium was therefore driven primarily by an expansion in the supply of skilled workers.

- In Brazil and Mexico the decline in labour income inequality was linked to the fact that unskilled labour became relatively less abundant.

- A conscious government effort in Brazil and Mexico in respect to education was a feature of intervention. High spending per student in basic education and an effort to make education accessible in rural areas eased supply – side constraints.

- Compensating poor households for the costs of schooling and compensating child – labour earnings.

- More progressive social spending.

- Government transfers rose over time, which assisted people to deal with interest payments, profits and rents.

- The cash transfers are a small share of total government social spending, but assists in redistributing income to the lowest – income households.

The expansion of their coverage during the 2000’s was important and necessary to reducing both inequality and poverty. South Africa and the countries in Africa can learn from the lessons of Latin America. Failure to deal with these issues and learn from the positives of the Latin American experience, will no doubt hamper public sector reform, negate the development of democracy, and would place the country on to the path of further decline. Income inequality unambiguously declined in the majority of countries in Latin America in the 2000’s; a trend not observed in other parts of the world.

How exactly South Africa gets there is a route that will vary from country to country, and will be grounded upon economic realities and, the global economy. Policy challenges will have to be addressed with commitment and leadership. South Africa and generally African countries would have to benchmark these experiences and develop a plan for sustainable intervention. Monitoring performance against benchmarks would pose serious data challenges, but it would have to be done. Therefore, this must become an important variable as an effort for change and reform of public administration and governance, for South Africa and Africa, as a paradigm that, must be explored in the 21st century.
SOME FURTHER THOUGHTS

All of this is exemplified by the observation by Rao (2004: xviii) that, “the World Bank has pressured South Africa and a host of other developing countries, and have been made to serve the interests of capitalism rather than democracy. Thus the market model of government in the form of New Public Management (NPM) is threatening to eliminate democracy as a guiding principle in public administration.” Under this present phenomenon of economic imperialism citizens in South Africa and many developing countries are treated as mere clients / customers; government is treated as nothing more than a business and, public administration is separated from the public policy process. There is no doubt therefore that, this is a threat to democratic governance and impedes the development of many developing countries in the continent of Africa.

Singh (2008) points out that “certain factors have hindered the evolution of public administration from becoming an international discipline. She further states that business administration has conquered international frontiers but public administration has developed as two separate disciplines, one for the developed West and the other for developing countries. Singh adds that “this can be attributed to the Post World War II initiatives taken by the West and, warns public administrators that the inexorable march of New Public Management (NPM) is leading to public administration, losing its turf to business administration.” Pathak (2010) states that “civil service reforms for the 21st century must extol the values of independence, efficiency, integrity, impartiality, objectivity and accountability of the civil service as indispensable characteristics of good governance.” It is therefore essential for governments to ensure professional, friendly and acceptable governance. On the other hand, governments and their institutions have to deal with conspicuous consumption and social status of their politicians, bureaucrats and civil servants and therefore, the state /government and public administration must be depoliticized for purpose of reinventing government for the 21st century because, the citizenry of countries are reduced to mere consumers. In other words the economic man is concerned only with self – interest, profit maximization, consumerism and materialism. The political and economic hegemony of developed countries must be seriously addressed in the 21st century, particularly by the so – called developing countries.

In the context of the 21st century and the new paradigm of NPM, the genesis of the doctrine of politics – administrative separation, and its corollary, the neutrality of the civil service, at the hands of Woodrow Wilson, and Max Weber for different reasons and, the failure to meet the ground realities in modern states needs to be understood and projected upon. The myth of separating politics from public administration must be considered in any public administration discourse because bureaucracy plays an increasingly important role in the process of policy formulation (Appleby, 2009). Under their profound influence the neo – classical and public choice theories proponents of NPM advocate rolling back of the state; a role involving 'steering, rather than 'rowing’ of the economy; and, therefore, markets are superior to the public bureaucracy in improving aggregate welfare and economic efficiency, according to the proponents of NPM. However, it must be recognized and understood that if this situation is allowed to be strongly rooted within the ambit of government policies, the NPM would result in the centralization of decision – making, diminution in the power, authority and number of civil servants and therefore, loss of standing.
Among the various strategies available to modern organizations for achievement of their growth, prosperity and survival human resources development (HRD) has been acknowledged as the most effective strategy all over the world” (Bava, 2004). Sharma (in Bava) states in her conceptual paper on HRD initiatives for organizational growth’ presents in a very lucid manner the various components of the concept of HRD and its critical importance for the survival of any organization in the fast changing and uncertain world.” In recent times various models of HRD have been developed and utilized by government organizations for purposes of leadership, creativity and stress control, thus inculcating the idea that government is a learning organization. According to Bava (2004: xxi) “Peter Sengi’s concept of a fifth discipline for a learning organization in the absence of concrete and sound empirical evidence; the claims remain narrow and hollow and thus lose their credibility.” As a paradigm, more intense and credible research is required in this direction, for it to become more salient and acceptable for purposes of application within public administration organizations.

One of the new paradigms that emerged in the 1980’s is human rights. This was an important facet added to public administration and governance because, the goal of good governance and development cannot be achieved in any society without recognizing and understanding the implementation of human rights, civil, political, economic and socio – cultural variables into the body politic and total fabric and tapestry of civil society organizations, that are charged with upholding the dignity of people based on these concepts, for the purposes of promoting the general welfare and, for purposes of this securing democracy. Many countries including the Republic of South Africa are signatories to the Universal Declaration of Human Rights, as well as other conventions on human rights. The obvious question that must therefore be answered is to what extent human rights are recognized, respected and protected by governments and by their police, is a most relevant issue that deserves more attention in terms of democracy in general throughout the world and, in the context of South Africa because of the excessive force being used upon civilians by the South African Police Services, across the country. The government of South Africa has allowed this police violence to escalate and as things stand currently is unable to curb the increasing violence of the police against the helpless population of South Africa, particularly within the mining sector, during strike action and demonstrations in respect of the poor delivery of services by the government. The issue of human rights is becoming more serious in South Africa and a host of other developing countries, given the increasing cases of different crimes, ranging from death, indiscriminate police shootings, rape, bank heists, robberies, house breakings, and general murder in relationship to petty crime and so on.

The issue of social value creation through information and knowledge requires urgent action in terms of information and knowledge. The prerequisite is how can this be achieved in organizations? Information technology has to be harnessed by developing the IT capabilities of countries in the developing world. However, the challenges and problems and the constraints involved in the development, operation and utilization of IT in government is a major drawback in Africa within both the public and private sectors of most developing economies. It will be necessary for countries in the developing world to define the trends and implications for Africa, as any democratic political system in which ICT is used to carry out the crucial functions of democratic governments for purposes of the supply of information, communication, decision – making and for purposes of voting. According to Pardhasaradhi and Musalaiah (2011)” E –
Democracy may take any one of three forms, teledemocracy; cyber democracy; and, electronic democracy. It will be of vital importance therefore for African governments to invest substantially on internet capabilities and its impact on people. This will reveal and impact on good governance because it will facilitate efficiency, effectiveness, transparency, accountability, responsiveness and responsibility in the delivery of public services in an integrated manner by government departments under one roof. It is obvious therefore, that it will improve the interface between government – citizens and government, and civil society. ICT, there is no doubt must become the paradigm of public administration and governance in the 21st century.”

On the other hand Arora (2004) states that “that governance at the grass roots level’ accepts the Western – modern definition of the concept of good governance as that system of governance which is characterized by political and bureaucratic accountability, the rule of law, independence of the judiciary, freedom of expression and information, people’s welfare – oriented government and administration and cooperation between the government and civil society organizations.” Satyanarayan (2004) states that “the functioning of people’s institutions in the context of good governance for sustainable development brings out a number of shortcomings in their operations and is therefore reliant upon an honest bureaucracy and strong political leadership and, must function within a corrupt free environment. “The convergence and collaboration between the state, market, society, and the citizenry in the pursuit of common purposes is the most important lesson, and In this regard, according to Garg (2004), for purposes of pursuing sound public administration and governance in the developing countries., in order to achieve the goal of good governance and an effective system for redressing public grievances, must be put into place at all levels of governments.”

It is important to realize that in the context of the ongoing liberalization, privatization and globalization process that has affected developing countries and, particularly African countries because, of their un - brindled support for capitalism and the acceptance of the misled notions of Western democracy, that has taken hold of African political leaders; has stymied economic growth and development initiatives; to promote the general welfare and thus deal decisively with corruption and political patronage. All of this has led to poor decision – making, the lack of compliance in respect to rules and regulations, poor coordination, inadequate power by various public and private institutions, the complete lack of meaningful and necessary training in a host of important spheres, poor tax collection and assessment. This is due to the all important fact that, there is a lack of strong political will and commitment to democratic governance by most of the political leadership of Africa. If these issues are decisively addressed, it will pave the way for the successful functioning of local, regional and central government in many countries of Africa and the developing world.

The issue of gender within the framework of global development and human rights requires urgent discussion and have to be addressed on the basis of the on – going processes of globalization. There is therefore, the pressing need for equal rights and opportunity, particularly in patriarchal societies of Africa and indeed the attitudes of political leadership that pay scant reference to issues of gender. The issue of occupational segregation has to be dealt with decisively by African governments. The social status and position of women including access to development can no longer be left in limbo, for purposes of solving the problem of inequality and injustice arising from the globalization process and, the lack of commitment on the part of
African leadership. It is obvious that no human society can develop without the active participation of women and their involvement in the processes of governance and socio-economic development. If this is not done and if political leadership leaves women out of the orbit of development is to definitely invite failure of all development programmes. It is therefore crucial and of vital importance that public policy makers, bureaucrats, and politicians formulate realistic policies in respect of women’s empowerment.

In a unitary state like South Africa, with its federal characteristics through its nine provinces, central state relations is for one thing, but it is too expensive and has to be relooked at with the distinct possibilities of scrapping the system of tedious provincial governments or redrawing the boundaries, after consultation with the people and creating fewer provinces. Thus the role of public administration at the central, state, and local levels will be of interest not only to politicians, administrators and managers but also to teachers and scholars of political science and public administration. According to Bava (2004: XXV) “Article 356 of the Constitution of India which provides for President’s rule in any state of the Indian union where government of the state cannot be carried out, in accordance with the provisions of the Constitution has become very controversial, in the light of the misuse and abuse of the power behind the Article by both the ruling Congress Party and the non – Congress governments at the centre. Since 1950 to 1999, President Rule has been proclaimed 106 times in various states more for political vendetta than for Constitutional reasons.” Tiwana (2004) states that Article 356 and Central – State Relations’ refers to the misuse of this article for political purposes” By the same token reference to South Africa, in this regard has to be made because the invoking of the Constitution of the Republic of South Africa, like the Indian Constitutional example is no different, as was applied in South Africa. Karodia (2012) states that the provisions of Section 100 (b) of the Constitution of the Republic of South Africa, similar to India was invoked within the Limpopo Province of the Republic because of massive corruption, the looting of the provincial coffers within five departments and the total breakdown of public administration and governance within the province. He further adds that politicians including the Members of the Executive Council (Ministers), the Premier and a number of bureaucrats were involved. In spite of explicit reports outlining who the culprits were in this scenario. Billions of rand amounting to nearly 12 Billion rands and more was looted and siphoned from the provincial departments including the Treasury. The ruling African National Congress refused to take any action against these high ranking officials and, not a single individual has been thus far charged or brought to book after nearly 15 months of administrative intervention, which still persists. This false and misguided intervention is the abuse of the Constitution of the Republic of South Africa and has been used for political reasons, in order to settle scores, eliminate opponents and dissenters to ANC rule in the Limpopo Province. It is a mockery of democracy which has cost the taxpayer billions of rands. The Administrative task team has achieved nothing tangible and does not have the capacity to intervene and has to follow the directives of the central departments, and, who have to toe the acceptable and defined intervention strategy or bear the brunt of the President and the ruling party. These aspects have to be looked at very seriously in the 21st century reform processes in respect of public administration and governance. Since democracy was ushered in after 1994, this was the first time that Section 100 (b) of the Constitution was applied to a province in South Africa. The ruling African National Congress government has lost a golden opportunity to right the wrongs that occurred in the Limpopo Province and, therefore, lost the chance of
consolidating democracy and, thus failed to strengthen public administration and governance, because of political patronage, cronyism, and abuse of power by protecting its members, at the expense of democracy. Reform in the 21st century as concerns public administration, governance, the rule of law and a host of other variables, for purposes of consolidating democracy must be placed high on the agenda of debate and discussion and that, such scenarios must be exposed and administrators, scholars, politicians and bureaucrats must become more vocal in this regard.”

The centrality of the role of education throughout the developing world, in terms of its importance to national, individual, socio-economic and political-cultural development of any society cannot and must not be underestimated, least of all in developing nations such as South Africa, and a host of countries in Africa and, with particular reference to Sub-Saharan Africa. In South Africa both basic education and higher education is in disarray and technically in shambles because of the poor leadership, post democracy 1994 and in spite for the poor legacy of apartheid education. South Africa has thrown billions of rands to develop a post–apartheid education system, but it has failed miserably because the situation is also exacerbated by gross interference on the part of teacher unions and some politicians, who defy the system and government is helpless to intervene. The role of universities in much of Africa, including South Africa in generating knowledge and employment opportunities, promoting research, scientific/industrial inventions and human resource development, but more importantly to lay the foundations for access to higher education, by the historically marginalized, has been found profoundly wanting. As African countries and the Third World enters the first quarter of the 21st century, it is imperative that the public administration and governance reform process gives these issues, unprecedented acknowledgement for purposes of reengineering, new defined trajectories for sustained and coordinated strategies in order to improve the quality of education, allowing greater access and above all to fulfill the role that graduates must play in development, employment generation, economic development, growth and towards a sustained and coordinated industrialization programme.

There is no doubt, given the above challenges and successes over the decades as concerns public administration as chartered above, great political events, developments and revolutions have taken place in the world during the latter half of the 20th century, at the global, regional and national levels. According to Bava (2004: 10) “these have brought about a great metamorphosis in the contour, approaches and paradigms of the discipline of public administration. The theme of this paper is public administration in the Twenty First Century. It is an exciting century for public administration, both as a field of intellectual enquiry and practice. It introduces new paradigms, new approaches, new challenges and new issues. Therefore, it is of cardinal importance for any reasoned and sound discussion about new paradigms, must project and take cognizance of the issues that permeated the 20th century.

It is not the purpose of this paper to delve into or explore those issues. This must be left to other researchers and scholars. There is no doubt, that the 20th century discourse will affect the 21st century discourse in public administration and governance. The 20th century saw the emergence and strengthening of positive governance, throughout the world. Public administration by the bureaucracy was viewed as the new guard capable of solving the problems of society. There was a relentless rise of public bureaucracy in the 20th century and, mankind looked upon public bureaucracy, as a solution to all problems. Having situated the discussion in this paper, from
various angles and paradigms, it is essential to steer the paper towards a discussion as the subject matter pertains to the 21st century. The issues raised thus far have not been all encompassing and, it is hoped that the following expose will allow for some expansion of other ideas. It is also hoped that the discussion will further introduce more paradigms in respect of the possible reformation of public administration.

PUBLIC ADMINISTRATION FOR THE TWENTY FIRST CENTURY

In the context of freedom, South Africa’s democratic constitution, its new public administration and governance structures, which is acknowledged as a profession and essential service, is only twenty years old. The previous public administration under apartheid serviced essentially the minority white population, and therefore, faced a legitimacy crisis in the eyes of the world and, the historically oppressed and majority black population of the country. The erstwhile South African apartheid states, public administration services, for all intents and purposes cannot, be considered public because, it never was for the public as a whole. It would therefore, not be naïve to state that real public administration came into being with the advent of democracy, in 1994. Hence, public administration and the entire polity of the country owe its allegiance to the democratic constitution, and the principles enshrined within the constitution. The new constitution guaranteed all citizens equal rights, equality of status and opportunity within the framework of the law. It also aims to bring about socio – economic transformation, and prevents discrimination.

South Africa’s revolutionaries and freedom fighters belonging to the ruling African National Congress, have in the main abandoned the ideals of the welfare state, and social planning as outlined in the historic Freedom Charter, by the founding fathers of the nation. The leadership of the freedom fighters who attempted to build a nation of a socialist pattern of development, and a secular state are now denigrated by the present leaders of the ANC, under the influence of the new world order and have capitulated and surrendered to the impact of liberalization, privatization and globalization. The ANC has technically succumbed to global capitalism, which is a world – wide trend. It is therefore necessary and of cardinal importance to reassess the role and functions of public administration in South Africa, within the realm and ambit of the contemporary setting. Public administration has been pushed by the government in the center, together with the rudderless provincial governments and, the virtually collapsed local tier of government, which without any direction continue their ‘own’ brand of public administration and governance frameworks. During the last twenty years of democracy, public administration has only responded, when it was pressurized through organized action, increased strikes and violence, due to a collapse of service delivery to the people. Bhaskara Rao, (1989) states that “for democratization, decentralization, participation, joint consultation, collective bargaining, and egalitarianism are not much palpable to public administration in many countries and to their public administrative systems.” “The fact of exploitation, economic inequalities, social oppression, and political servitude of people, explains the nature of public administration and political systems, in many parts of the world, and has to be understood from the perspective of improving the situation, but more importantly for purposes of reversing this untenable situation” (Moin Sakir, 1986).

THE CURRENT SITUATION OR CONTEMPORARY SCENARIOS
It would be an exercise of futility to predict the future of public administration in South Africa, in terms of its future outcomes, but, it is important to make some projections, in respect of the possible outcomes. Given the conditions under which public administration and its governing frameworks are invoked in South Africa, it will be essential that the nature, functions, and the role of the state must change, due to the current direction of the state and, its politics has chartered. This assertion is made on the basis of the all embracing fact that, in the first 20 years of democracy, the state has become more insular. It is emerging as a one party state, and thus defying the tenets of democracy; it has tampered with the judicial system and the media, becomes violent against criticism of its policies and has negated many aspects of constitutional democracy, and has not fully invoked the principles of the rule of law. Although much progress has been made, it has played into the hands of capitalism and the captains of industry, much to the detriment of securing the social benefits that the poor deserve, given the history of the past. The health, education and many sectors including municipal governance and finance are in disarray.

The present trends clearly confirm and clearly show the declining role of the state and, with concurrence of the South African government, the aggressive assertion of the market, and this therefore, has led to the ‘decay’ and ‘erosion’ of public administration and the frameworks of governance. “There has been a strong public opinion that public administration can no longer be the vehicle of economic growth and development, because it has failed to play a concerted welfare and transformative role, as envisaged by the constitutions of many developing countries with particular reference to Africa” (Bava, 2004: 166). It is obvious from the narrative above that, public administration succumbed to the political game, and therefore, both politics and the bureaucracy could fail public policy and its implementation, and corruption has become rampant and endemic in almost every walk of life. There is therefore no doubt in the context of South Africa and many developing countries of the world that, the objectives of the South African constitution like a welfare and developmental state and so forth, cannot and will not be achieved under the direction of democratic socialism and planning. It is therefore necessary that, the paradigm of public administration change be entered into the menu and mix of an agenda necessary to direct the South African state into, a trajectory of sustained intervention and changes in direction for the 21st century.

It is more than obvious that many Chapter nine institutions that were formed to safeguard democracy have in reality collapsed because of government interference and overt tinkering of these institutions to serve the interests of the ruling classes and, the misdirection of the ruling class and the inefficient South African bureaucracy for purposes of their self – interest. By the same token, problems such as poverty, unemployment, inequality, poor health and literacy, lack of infrastructure facilities, and the like, will not be solved because in South Africa, public funds in very large sums, through the abuse of the tender processes go into the pockets of private persons, government officials, politicians and public administrators that, share the loot or money. “Under these abnormal, unacceptable and absolutely precarious conditions, instead of mooting necessary reforms in both politics and public administration governance frameworks, economic reforms are introduced under the threat of external world bodies like the World Bank (WB), the International Monetary Fund (IMF) and, the World Trade Organization (WTO). It is now taken for granted that the market will perform the development tasks of the state and the scope of
public administration and the size of the bureaucracy are automatically reduced, and thus the role of governments are also reduced (Bava, 2004: 167).

WHAT THEN IS THE FUTURE OF PUBLIC ADMINISTRATION?

It is not easy to forecast the future because of the trend and endemic tendency towards planning, for purposes of extrapolating present trends into an uncertain future. There is inexorable progress of the capitalist economy. This therefore guarantees economic growth, affluence and mobility for the predatory elite and the sheer vulgar accumulation of wealth for the economically successful. On the other side of this continuum is a very bleak picture of idle and unemployable people, because the state cannot generate jobs, work and opportunities for the poor and unemployed except a few casual or part time workers suffering impoverishment among a sea of plenty (Peter Self in Bava, 2004: 167). It is therefore, vital to understand that the state of public administration in the 21st century can only be understood from the perspective of realizing and understanding the present trends in the world. The current state of play is controlled by free markets and political democracy represents individualism and self-interest. Powerful business and combined with it political interests are currently in ascendancy in South Africa and elsewhere in the modern world, serving the interests of capitalism rather than democracy; and on the more precarious side is the domination of negative liberalism and the individualist tradition which is directed towards the corrupt state. In other words the state and its government has lost its democratic trust, and this situation in terms of the present and future political system can only be mended by collective democratic action by these defects and deficiencies being fully exposed. South Africa and the developing countries of Africa, as nation states need to play a more concerted role in political life by devising a more balanced framework for market capitalism, on the one hand and, public services on the other. In short, the state has to reassert itself and, reclaim the lost role that, it has surrendered for purposes of protecting social and community values.

Given the scenarios discussed in this paper thus far, the future of South Africa would be decided in the first quarter of the 21st century by possibly two decided options. These are:

- The first option is that the ruling party led by the African National Congress, must be in a position to read the mood and pulse of the inhabitants of the country, who are the voters. It cannot live on its past glory of being a revolutionary party, because new and younger voters will not rely on past history and, therefore, people oriented policies of development, in order to maintain social stability and order for purposes of controlling unrest, discontent and corruption, must become the imperatives of the government. Public administration and governance must become clean, and that market capitalism of the state must be controlled for purposes of distribution of wealth equally to all citizens.

- The second option is one of design in that, if the state desires to be a negative one because of the influences of the predatory elite, corruption, nepotism, political patronage; if it succumbs to capitalism, the internal captains of industry and its bureaucracy, to the neoliberal agenda, strengthens its coercive apparatus and unleashes a campaign of terror and treats the elementary problems of people as law and order problems, and controls the media and manipulates the judiciary, it will move towards anarchy and total destruction.
The current system within South Africa, in terms of governance and, in respect of the symptoms of this diagnosis appears that the state has already opted for the second option. If South African politics and the administrative order that currently prevail and, if not contained decisively by the state, it could very easily move towards authoritarian rule. The role of the state has to be changed, so has its image and style of governance and administration the so-called myth of dichotomy between politics and administration and the political neutrality of administration must be erased from South Africa’s values, because politics and public administration cannot be separated. The future of decentralization and the concepts of public administration in the 21st century will depend on the nature and scope of the political system. Local government must increasingly be a recipient of decentralization of functions, along with financial resources and personnel. This will also allow for the reduction of crime, peaceful social life, reducing local unemployment. The values of democratic decentralization and active civic participation can and will facilitate the achievement of regional economic and social development. These are some of the new paradigms that must be seriously explored and implemented for the 21st century. In addition there has to be electoral and democratic reforms. Bava (2004: 169) points out that reform on the following lines are necessary:

- Democracy must be widespread;
- Sincere electoral reforms must be instituted;
- Political donations must be curbed, so must expenditure, the criminalization of politics and the use of power;
- Political activities must be strongly regulated;
- Smaller cabinets with greater legislative discussion and controls; and
- Democratic rights must be allowed to be exercised with appropriate political support.
- Empowering of people and the chosen leaders must exercise power, rights and duties in the public interest.
- Public administration must be change oriented and it must gain control over changes in science and technology.
- It must focus on civic purposes in changing societies and must provide ways for changing society.
- It must attempt to bring about justice, environmental sustainability and political inclusiveness.
- It must adopt the principles of collaborate action with government, the state, civil society and international and regional players and interest groups including donor agencies.
- It must promote the rule of law.
- Public administration must ensure that economic prosperity, social welfare and effective governance are interdependent for purposes of advancing the use of technologies and the promotion of national security.
The state has to achieve collaboration and coordination both horizontally and vertically within and among organizations and associated institutions.

WHAT THEN ARE THE CHALLENGES?
There are arrays of challenges that will confront public administration and governance in the 21st century. It is not possible to project on all of these challenges. The most important are synthesized hereunder. (They emanate from a host of authors such as, Bava, Meier, Hill, Ferlie, Lynn, Pollitt, Hood, Rainey, Bovens, Vinning, Weimer, Arora, Pathak, Pinto, Ramesh Raju, Bharati Sharma, Ingraham, Rubin, Kelley, Ayee and a host of other eminent scholars).

- The market model of government in the form of the New Public Management (NPM) threatens to eliminate democracy as a guiding principle of public administration.
- The problems of the 20th century, in the form of poverty, inequality, unemployment, poor education and health, inequalities in gender and wealth, crime and violence, corruption, patronage, destruction of natural resources, exploitation, pollution and a myriad of other problems will continue in the 21st century and persist for many decades.
- The problems persist because people lack information, knowledge and political influence.
- Globalization will affect economies and market concepts and thereby public administration.
- The countries of the world have to adopt the features of strong democracy by means of participation by communities and citizens.
- Public discourse must become a very strong feature of democracy for purposes of shaping the future.
- The current phenomenon of ‘economic imperialism’ wherein citizens are treated as customers and separating public administration from the public policy process, indicates that government is no more than a business. It therefore loses empathy with the people and becomes cold in nature and application, negating the personal touch and becomes exploitative. It threatens democratic governance.
- There has to be a connection between public administration, governance and social life.
- NPM avoids addressing the issues that affect society such as communalism and poverty and, other issues through substantive democracy.
- Public administrators and academics should play a greater part in the recovery of a substantive democracy.

“From the above issues Janet Denhardt in her book (in Bava, 2004: 173) suggests that, the new public service for the future must:
Serve citizens, not customers.
Seek the public interest.
Value citizenship over entrepreneurship.
Act democratically.
Recognize that accountability is not simple, and
Value people, not just productivity.”

It is of vital importance that all citizens be given the opportunity to participate, in order to deal with public policy issues. It requires courage and goodwill to share rather than control knowledge. Public administration must therefore in the 21st century contribute in achieving a democratic polity, and encourage more effective societal learning. In March 1999 the British government published “The Modernizing Government White Paper’. It set out a long – term programme of change for all UK public services. It had the following three aims:

- To ensure that policy was more strategic and linked;
- That public services were focused on the needs of users; and

This reform was based on six key themes as follows:

- “Strong leadership;
- Improving business processes;
- Performance management;
- Improvement in diversity;
- Open to people and ideas; and
- A better deal for staff.”

Public administration and governance, in South Africa and Africa, should also have all of the above long term programmes for the 21st century. This would not be possible until decisions are made and taken on the role of the state and the desired state that needs to be constructed and developed. The state itself perhaps would have to be rebuilt, in order to create an acceptable and ‘smart’ government, which must focus on social development, by promoting integration of economic and social development, by means of equity and strategic alliances among the various forces, in order to consolidate the current desire by South Africa to achieve and secure a developmental state for the 21st century” (Richard Box, et al. 2001; Terry, 1988; Robert Box, et al, 2001; Dawson, 2001; Kiksberg, 2000; Kirlin, 1996; King and Silvers, 1988).

Bureaucracy in the Twenty First Century

Meier and Hill (in Ferlie, Lynn and Pollitt, eds. (2007: 51 – 71) provide a fruitful expose on the above subject, which is relevant and important to this paper. This section is therefore provided to capture the salient issues that cover the aspects of – “Bureaucracy in the Twenty – First Century.
The summarized version of their arguments is, provided hereunder, together with the observations of the researcher. This is as follows:

Although numerous pundits claim the eminent demise of bureaucracy (Lane, 2000; Osborne and Gaebler, 1992; Handler, 1996; Kanter, 1989), it is argued by Meier and Hill (2007) that bureaucracy will not only survive in the twenty-first century but will flourish. The core of the argument is that large-scale tasks that government must perform—national defense, a social welfare system, political monitoring of the economy and so on, will remain key functions of governments and that bureaucracies, likely public but possibly private, will continue to be the most effective way to undertake these complex tasks. Bureaucracy has weathered other calls for its demise before (Bennis, 1966; Marini, 1971; Thayer, 1973); current efforts are likely to meet similar fates. It will therefore, be most pertinent, relevant and important for public administrators, governments and citizens to enter into dialogue to undertake the following: (These issues are beyond the scope of this paper).

- Defining bureaucracy;
- The challenge of politics;
- The New Public Management (NPM);
- The postmodern challenge;
- The principal–agent model challenge;
- The rise of networks;
- The architecture of complexity; and
- Back to Weber.

Bureaucracy as an organizational form is nothing if not persistent. To the degree that it does not meet the governance needs of societies, it would be expected that bureaucracy would be replaced with other organizational forms. There are a wide variety of factors that will contribute to the continued need for bureaucracy. It will be necessary to implement policies and both public and private bureaucracies will grow and flourish because of the processes of globalization. As yet no one and no institution or for that matter, governments, academics and scholars have developed a semblance of an alternative form or models of bureaucracy for the complex architecture of the current forms of public administration. The conservative nature of the architecture of complexity means that risk-averse policy makers will continue to opt for bureaucracy. Consistent, stable administration will still be prized on the basis that if governments seek equity in processes and continue to seek equity over time, then bureaucracy will remain the most effective way to do so.

Public policy will continue to demand expertise. Not all expertise is technical in nature; some of it is administrative, related to the problems of implementation and as to how they can be circumvented. Bureaucracies store expertise because of specialization under which they are built. The concerns of accountability will support the continuance of bureaucracies, because of the establishment of hierarchies that bring about rules and procedures that strengthen bureaucracy and allows for law and order. Government systems are headed by politicians, and in many countries these politicians have no experience, no world view, are often not formally educated,
possess parochial views, unable to comprehend the policy processes in terms of governing, and therefore rely on bureaucracies to advise them and carry out their functions. To them therefore hierarchy becomes an accountability concept that becomes easy to grasp. In practice all of this requires consistent application of accountability to make the hierarchical processes work.

In other words, bureaucracy will continue to flourish in the 21st century for the many reasons that it flourished in the 20th century. It facilitates the governance process in ways that other organizational forms do not. Challenges to bureaucracy will always be challenges at the margin. Reform, no doubt is important for various reasons, for better government, for economic growth and for purposes of development; however and irrespective of these reforms and forms, the world and arena of public administration, as man has conceived it historically and applied it, in spite of criticisms, will see Weberian bureaucracies continue, flourish, contribute and perform a myriad of tasks and necessary functions in the 21st century.

CONCLUSION

Public administration in the 21st century may be changing from time to time, from year to year, from decade to decade. This change is borne out of necessity and experience, as the world we live in becomes more complex with each passing year that, brings with it new challenges and therefore, its nature must be oriented towards change, accommodation, technological change geared to development, the improvement of people’s lives, the consolidation of democracy, human rights, the rule of law, mobilization and allocation of both human and material resources, for the purposes of the promotion of human welfare and, the advancement of the public good, which for all intents and purposes, must be its ultimate goal and primary objective. If this cannot be achieved, it would be to the peril of the very existence and survival of the democratic state in South Africa.

There is no doubt as things stand worldwide, in the second decade of the 21st century that, the future is uncertain but, the need for change is certain and therefore, democracy as a goal and objective has to be strengthened and, this must be pursued by means of political mobilization. Piecemeal reforms must become a thing of the past in order to see that democracy is on the march and the common good is protected through public administration in the 21st century.

NOTE

The author posits that, it is an impossible task to delineate all the issues that cover the spectrum of topics that require attention in respect of public administration and governance, in a paper of this nature. Having surveyed the literature in this regard, some of the topics that require attention by researchers, academics, scholars and government departments, including the private sector are as follows:

- Trends in Public Administration: Trends, Challenges and Reforms.
- New Paradigms in Public Administration.
- Human Resources Development and Human Rights.
- The IT Revolution, E – Governance and Public Administration.
- Good Governance and Public Administration.
Decentralized Governance and Development Administration


BIBLIOGRAPHY

Note: Some of the papers in this article cited in the bibliography (a few only) are not referenced and were used to broaden the thought processes of the author.


Marini, F. (1971). Toward a New Public Administration... PA. Chandler


