



ETHICAL LEADERSHIP AND SERVICE DELIVERY: A CASE OF MANGAUNG
METROPOLITAN AREA

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by

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ABSTRACT

The study assessed the ethical leadership impact and service delivery challenges in Mangaung Metropolitan Municipality (MMM), in the Free State province of South Africa. An interview and open-ended questionnaire were used to gather in-depth information from individuals, allowing participants to voice their own opinions and ideas. The study provided inductive reasoning; as a result, holistic results can be interpreted. The sampling size was drawn from five ward committees consisting of 10 members, with two members from each ward selected as participants. Ten randomly selected residents from Mangaung and two senior managers from MMM were also considered for interviews. Therefore, a total of 10 ward committee members, two senior managers and 10 selected residents were used as a means of gathering data through interviews and a semi-structured questionnaire.

The findings of the study reveal poor compliance with legislation, ineffective policy implementation, and shortage of skills required for Local Economic Development (LED), as well as poor ethical leadership, resulted in slow service delivery provision. The study also showed financial constraints are a significant problem in MMM.

It was, furthermore, revealed that MMM is currently placed under national administration, and the researcher noted the unhappiness of the Mangaung community with the poor service delivery and unfair job appointments in MMM, which resulted in service delivery protests around Mangaung. The findings highlight that certain ward committees believe residents are deprived of services in Mangaung due to political (dys) functionality and failure of employees to execute their duties efficiently.

The study results will be highly beneficial to researchers, scholars, policy makers, and MMM officials, as well as CoGTA, SALGA and other relevant stakeholders. Generalisation of the research findings ought to be undertaken with care; however, further research is encouraged and could focus on other municipalities and Metropolitan municipalities in the country.

DECLARATION

I, the undersigned, Mr O Kganyape, hereby declare this is my own, original work and all sources used in this study have been correctly and appropriately acknowledged. I furthermore declare this dissertation has been submitted neither for a degree at any University nor for any publication as articles, in journals or at conference.



Obakeng Kganyape

DEDICATION

The research is dedicated to my mother (Elizabeth Seageng Kganyape). May God bless you abundantly for always encouraging me not to give up. The dedication also to the one I call my second mother, Keneilwe Martha Tebang. Thank you for being my strength at all times. My great Aunt, Watty Bulawa, thank you for always believing in me. My Beautiful Wife, Relebogile Kganyape, you have been a shoulder to cry on throughout my studies, you are the best and I adore you. To Sister Kelepile Modise, I appreciate you very much, I am still running with your motivations to date. The research is also dedicated to my special friend, Gift Ramotsoto who never gave up on me.

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ACRONYMS AND ABBREVIATIONS

AG	Auditor General
AGSA	Auditor General of South Africa
CEO	Chief executive officer
CFO	Chief Financial Officer
CoGTA	Cooperative Governance and Traditional Affairs
DEA	Department of Environmental Affairs
DPSA	Department of Public Service and Administration
ETU	Education and Training Unit
FFC	Financial and Fiscal Commission
HRM	Human Resource Management
ICM	Intermediate City Municipality
IDP	Integrated Development Plan
IIPSA	Infrastructure Investment Programme for South Africa
ILO	International Labour Organisation
LG	Local Government
MFMA	Municipal Finance Management Act
MM	Municipal Manager
MMM	Mangaung Metropolitan Municipality
NDP	National Development Plan
NSG	National School of Government
Persal	Personnel and Salary System
PFM	Public Finance Management
PMS	Performance Management System
PPE	Personal Protective Equipment
PSA	Public Servants Association of SA
SA	South Africa
SACsi	South African Customer Satisfaction Index
SALGA	South African Local Government Association
SCM	Supply Chain Management
StatsSA	Statistics South Africa
UNEP	United Nations Environment Program
WPTPS	White Paper on Transformation of Public Service

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CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

In the year 2000, local government (LG) was recognised as the third sphere of government, to serve as the point of departure in terms of service provision to local communities, which, in the opinion of Nkahlle (2015: 8, 9), requires LG of municipalities to provide operative administration to ensure the smooth running of service delivery. Nevertheless, in order to meet LG objectives, sound ethical leadership should be adopted and there must be good relations between officials.

The Constitution of South Africa (SA CA1996) mandates LG to: provide accountable government for local communities; ensure services are provided in a sustainable manner; promote a safe and healthy environment; and promote social and economic development; as well as encourage community participation. However, LG in South Africa (SA) still experiences challenges with regards to ethical leadership; such as the inability to manage the public interest, particularly the demands of local communities, as well as the not being able to account effectively.

A study conducted by Madumo (2012: 1), regarding the “conceptualisation of leadership challenges in municipalities”, shows failure by the municipality to provide services is generally due to a lack of ethical senior management leadership; not only management, but also administrative officials who lack the necessary skills to execute their duties. Against the background of these issues, this study focused on examining the impact of ethical leadership challenges on service delivery provision in the MMM, in the Free State province of SA.

1.2 BACKGROUND OF THE STUDY STATEMENT

The Constitution of the Republic of South Africa (RSA) (SA CA 1996) is the supreme law of the country and seeks to improve the quality life of citizens. In order to meet this desired goal, the Constitution developed the local sphere of government as an accountable government that will deliver services to the people. However, residents in the MMM remain dissatisfied with the poor service provision, which has resulted in service delivery protests.

According to a report by UNEP (2020), ethical leadership is described as leadership that demonstrates appropriate executing of duties. It is also explained as putting people in leadership positions to promote ethical behaviour and ensuring the goals of the institution are met. However, the report further stipulates that ethical leadership plays a critical role in the operation of LG in SA.

The study examined ethical leadership challenges on service delivery in the MMM, through interviews and a semi-structured questionnaire administered within the MMM. An interview and open-ended questionnaire were used to address two imperative questions: (1) What ethical leadership challenges are faced by Mangaung Metropolitan Municipality (MMM)?; (2) How can ethical leadership challenges be influenced in MMM service delivery?

1.3 PROBLEM STATEMENT

There is poor service delivery in SA's municipalities and the municipalities are constantly faced with new challenges. The LG is seen as the most important sphere of government because it is a sphere that is closer to the community (Masuku and Jili 2019: 1). The LG is expected to provide ethical leadership in order to distribute essential services to the people in the community. According to Mayekiso, Taylor and Maphazi (2013: 187), service delivery by South African municipalities has been a major concern as it results in protests. In 2021, on May 16th, the residents in Mangaung expressed their deep service delivery concerns through protests and riots. This followed a memorandum of demands from Mangaung residents on May 13th to the MMM. According to a statement issued by the MMM, resident demands entailed the following issues that resulted from a lack of leadership:

- Poor service delivery, including road infrastructure and maintenance, lack of water and sanitation, problems with street lighting and potholes;
- Lack of leadership trust;
- Lack of employment of local people;
- Learnership development training.

In a statement by BusinessTech (2017), the South African Customer Satisfaction Index (SAcsi) for municipalities demonstrates that Cape Town city has been ranked as the best and most trustworthy municipality in SA, whereas MMM was ranked number seven in 2016 and 2017, the least performing municipality. Furthermore,

according to SAcsi (BusinessTech 2020), the index remains relatively low as LG in SA still fails to provide basic services to the public at large. The city of Cape Town in 2020 again ranked as the best performing municipality in the country. However, it is noted with concern that MMM still performed poorly in terms of service delivery to the people.

The Democratic Alliance (DA) issued a statement on 10 February 2021 illustrating the challenges experienced by the MMM. According to the statement, the DA is mainly concerned by the decline of services under the current administration led by the municipality in Mangaung, which highlights that the municipality has failed to provide basic services to residents in the community. Some of these failures include: not ensuring good service delivery, compliance with legislations or ensuring budgetary control. According to Savides (2019), MMM has been placed under administration, as the Metropolitan has been distressed and should be assisted to recover from the financial pressure. This is, however, an alarm call reflecting a critical need for ethical leadership in MMM.

1.4 RESEARCH AIM

The study aimed to examine ethical leadership to improve service delivery in MMM.

1.4.1 Research Objectives

To reach the aim of this study, the following objectives were considered:

1. To determine the ethical leadership challenges faced by the MMM on service delivery.
2. To Influence ethical leadership in MMM service delivery.
3. To develop recommendations to assist and maintain ethical leadership in MMM.

1.4.2 Research Questions

1. What are the ethical leadership challenges faced by MMM on service delivery?
2. How can ethical leadership be influenced on MMM service delivery?
3. Which recommendations can be proposed to assist and maintain ethical leadership in MMM?

1.5 RESEARCH APPROACH AND DESIGN

Kumar (2014: 122) states research design is defined as the plan, road map, or structure a researcher decides to follow in obtaining answers to the research questions. This entails an outline of what and how different methods as well as

procedures will be applied during the research process. It is also described as a plan of how data will be gathered from respondents, how the collected data will be analysed, as well as how the findings are communicated. There are three types of research, quantitative, qualitative and mixed methods. However this study used an interview schedule and a questionnaire to collect data from the respondents.

In quantitative research an attempt is made to precisely measure something. Cooper and Schindler (2014: 146) explain that:

“In business research, quantitative methodologies usually measure consumer behavior, knowledge, opinions, or attitudes. Such methodologies answer questions related to how much, how often, how many, when, and who. Although the survey is not the only methodology of the quantitative researcher, it is considered a dominant one”.

The purpose of qualitative research, as explained by Carson *et al.* (2001, cited in Cooper and Schindler 2014: 147) is based on

“[...] researcher immersion in the phenomenon to be studied, gathering data which provide a detailed description of events, situations and interaction between people and things, providing depth and detail”.

Qualitative research—sometimes labelled interpretive research because it seeks to develop understanding through detailed description—often builds theory but rarely tests it”. The data obtained allows for more depth of understanding regarding the topic under study, therefore this study was able to produce richer data with regard to ethical leadership and service delivery.

1.5.1 Population of the study

The research population is defined as the entire population the researcher is primarily interested in and would like to find results from through study (Singo 2018: 153). The researcher must determine the sampling to understand the type of population that fits the study. The target population is described as a group of people or element, used by the researcher in order to gather information.

In this study, the MMM is the target area and comprises 787 803 residents as at 2016, with 256 185 residents in the Bloemfontein municipal area (StatsSA 2016). Furthermore, CoGTA reported only a third of the MMM population (234 338) as

formally employed in 2019 (CoGTA 2020). For this study, the executive mayor and Municipal Manager (MM) of the MMM, 10 ward committee members, comprised of two elected members from each ward (5, 9, 11, 17, and 23) and 10 residents from the Bloemfontein municipal area formed the basis of the target population.

1.5.2 Sample Size

An important part of the research plan is sampling, because it determines the participants in the research. Sampling is defined as the process of selecting a small number of respondents from a relatively larger number (Motingoe 2011: 96). Sampling is important in both qualitative and quantitative research. The researcher should select a sample as it is impossible to interview everybody within the target population.

According to Punch (2014: 211), the sampling plan must be associated with the research objectives and questions. However, three different types of sampling in qualitative research are identified, namely; quota, snowball, and purposive sampling. In this study, a convenience method was used to identify the executive mayor and the MM of the MMM, who are viewed as the expertise of LG leadership matters in MMM, in addition to 10 ward committee members, with two elected members from each ward (5, 9, 11, 17, and 23). Semi-structured interviews were conducted to produce information about the leadership challenges faced by the MMM. However, a convenience sampling method can be used both in qualitative and quantitative studies (Magagula 2019).

Through purposive sampling, which is a non-probability sampling method, 10 residents were selected to complete a semi-structured questionnaire to produce information about current MMM leadership challenges. The semi-structured questionnaires took between 20 to 30 minutes to complete.

1.5.3 Sampling Method

Teddlie and Tashakkori (2009) state there are two types of sampling methods identified in research, namely probability and non-probability sampling. Probability sampling is when every member of the population has a chance of being included in the sample and is mainly utilised in quantitative research. Non-probability sampling means members have little to no chance or guarantee of being selected. However, for this study, a convenience sampling method under a non-probability sampling was

used mainly because of the accessibility of potential participants. A purposive sampling method, was also employed to select participants.

Inclusion Criteria

- Males and Females from Mangaung
- Adults 18 years and older

Exclusion Criteria

- People under the age 18 years
- People residing outside of Mangaung

1.6 DATA COLLECTION AND DATA ANALYSIS

Data are defined as information that is useful in reasoning, calculating or planning (Kumar 2011: 26). A research methodology study conducted by Kumar (2011: 26), describes data collection as the process of gathering information useful to the study, after the researcher has formulated the research problem, developed the research design and research instrument, as well as selected the study sample.

For this study an interpretive paradigm was followed. The interviews were conducted to capture the meaning and understanding of what participants would say. The researcher used a semi-structured interview schedule consisting of open-ended questions as a means to administer one on-one interviews, for between 30 to 60 minutes, gathering data from participants. Interviews were conducted in a central area without distractions, to maintain confidentiality.

Data analysis is defined as the way of reducing and organising the collected data. In the research project, the data analysis is intended to summarise the data gathered and allow for presentation of the results. Data are utilised to define a phenomenon and to also understand what it in fact means. The data analysis can also be explained as the technique for analysing data systematically and understand what was revealed during interviews. However, a thematic analysis approach to data analysis was used to analyse the information received from participants. According to Magagula (2019: 109), a thematic analysis is explained as a demanding set of techniques designed to detect and examine themes from the textual data that is credible.

1.7 MEASURING INSTRUMENT

Questionnaires and interviews are mainly used as an instrument of gathering information (Burns and Bush 2014). However, measuring instruments can be useful in exploring information about participant perceptions and understanding.

Magagula (2019: 108) states several ways to gather data, such as interviews, questionnaires, observations and abstraction. In addition, a questionnaire is described as a data collection instrument with a standardised series of questions relating to the research topic that ought to be answered by respondents. According to Magagula (2019: 108), in a semi-structured interview, the researcher has an interview guide with a set of questions that should be covered during the interviews.

For this study, permission to conduct research was requested via email from the MMM General Manager: Human Resource Development. This allowed for a semi-structured interview schedule to conduct interviews with the executive mayor, the MM and 10 ward committee members, to gather information regarding leadership issues of the MMM. A semi-structured questionnaire was used to collect data from 10 selected residents in Mangaung.

Motingoe (2011: 95) is of the view a questionnaire is defined as a transcribed document with several questions. The following are important in a questionnaire:

- Confidentiality should be guaranteed.
- Sufficient space should be provided for answers and a layout is vitally important.
- Questions should be designed in a way that does not offend the participants.
- Questions should be on point, simple, short and not require any calculations.

For this study, confidentiality was assured through a cover letter and unbiased questions.

1.8 SIGNIFICANCE OF THE STUDY

The study seeks to contribute positively to the leadership of the MMM. The findings of the study will benefit the MMM by providing in-depth insights on ethical leadership competency skills and how ethical behaviour impacts on the role of public leaders.

According to Singo (2018: 11), ethical leadership is viewed as the demonstration of appropriate conduct through interpersonal relationships as well as decision making.

The findings of the study will also impact knowledge to researchers and scholars who have an interest in ethical leadership.

1.9 PILOT TESTING

Teddle and Tashakkori (2009) are of the opinion that a pilot study is mainly utilised to determine the effectiveness and accuracy of the questionnaire before it is handed to the selected individuals. It is used to measure accuracy with regards to the length, wording and validity. In order to confirm whether the participants understood the interview questions in the schedule, a pilot study was undertaken using four participants not involved in the main study. Piloting played a crucial role in the study and offered the respondents an opportunity to obtain clarity of any question being asked. Four ward committee members were, therefore, selected to pre-test the measuring tool.

1.10 ETHICAL CONSIDERATIONS

1.10.1 Anonymity and Confidentiality

The confidentiality, right and anonymity of participants should be respected (Laws, Harper, Jones and Marcus 2013: 171). For this study, the developed questionnaire did not require the names of participants to ensure anonymity; participants remained strictly anonymous.

Laws *et al.* (2013: 171) state no one, including the researcher, should be able to identify the names of participants. Chapter 2 of the SA Constitution, 1996, critically highlights the bill of rights for all citizens in the country, with Section 4 of the Constitution stating the right to privacy. However, it is vitally imperative that the researcher does not disclose any information given by the informant. Anonymity and confidentiality are important concepts the researcher should adhere to.

1.10.2 Avoidance of harm to participants

The researcher is obligated to protect participants from any harm, either physical or psychological. Singo (2018: 169) explains some participants may view this as a great opportunity to disclose or mention individual names. The term ethical leadership entails explanations pertaining to ethical conduct of officials and, as a result, some participants may be tempted to provide an indication of unethical doing by revealing names of individuals. However, the researcher was extremely cautious and

demonstrated respect to individuals who assumed some of the questions were investigative (Singo 2018: 169).

1.10.3 Informed Consent

Participants were informed of the research project purpose and participation was entirely voluntarily.

1.10.4 Deception

Deception is explained as misrepresentation and happens when the researcher encourages individuals to partake in the study by deceiving them (Singo 2018: 168).

1.10.5 Management of Information (Data storage Information)

The researcher is obligated to keep all scripted data safe, in a locked-up area. The data will be destroyed after completion and after 15 years, the hard copies will be shredded. Mngayi (2021: 70) is of the view ethical consideration is a vitally important characteristic and exceptionally sensitive with regards to data collection.

1.11 CHAPTER LAYOUT

The study consists of five chapters:

- **CHAPTER 1: BACKGROUND AND OVERVIEW OF THE STUDY**

Chapter 1: Provided the general overview of the study. This chapter addressed the problem statement, the objectives, significance of the study and the methodological approach of the study.

- **CHAPTER 2: LITERATURE REVIEW**

Chapter 2: This chapter will focus on the roles, functions and mandate of councillors, the legislative framework applicable to leadership development in municipalities, as well as strategies for effective leadership development in municipalities.

- **CHAPTER 3: RESEARCH METHODOLOGY**

Chapter 3: This chapter discusses the research methodology as well as the design. It also outlines a discussion on the sample selection, target population and data collection.

- **CHAPTER 4: RESULTS ANALYSIS AND DISCUSSION OF FINDINGS**

Chapter 4: This chapter will focus on findings and results and will also outline the research findings.

- **CHAPTER 5: CONCLUSION AND RECOMMENDATION**

Chapter 5: This chapter provides conclusions from the study findings along with recommendations.

1.12 STRUCTURE OF THE DISSERTATION

The study is structured as follows:

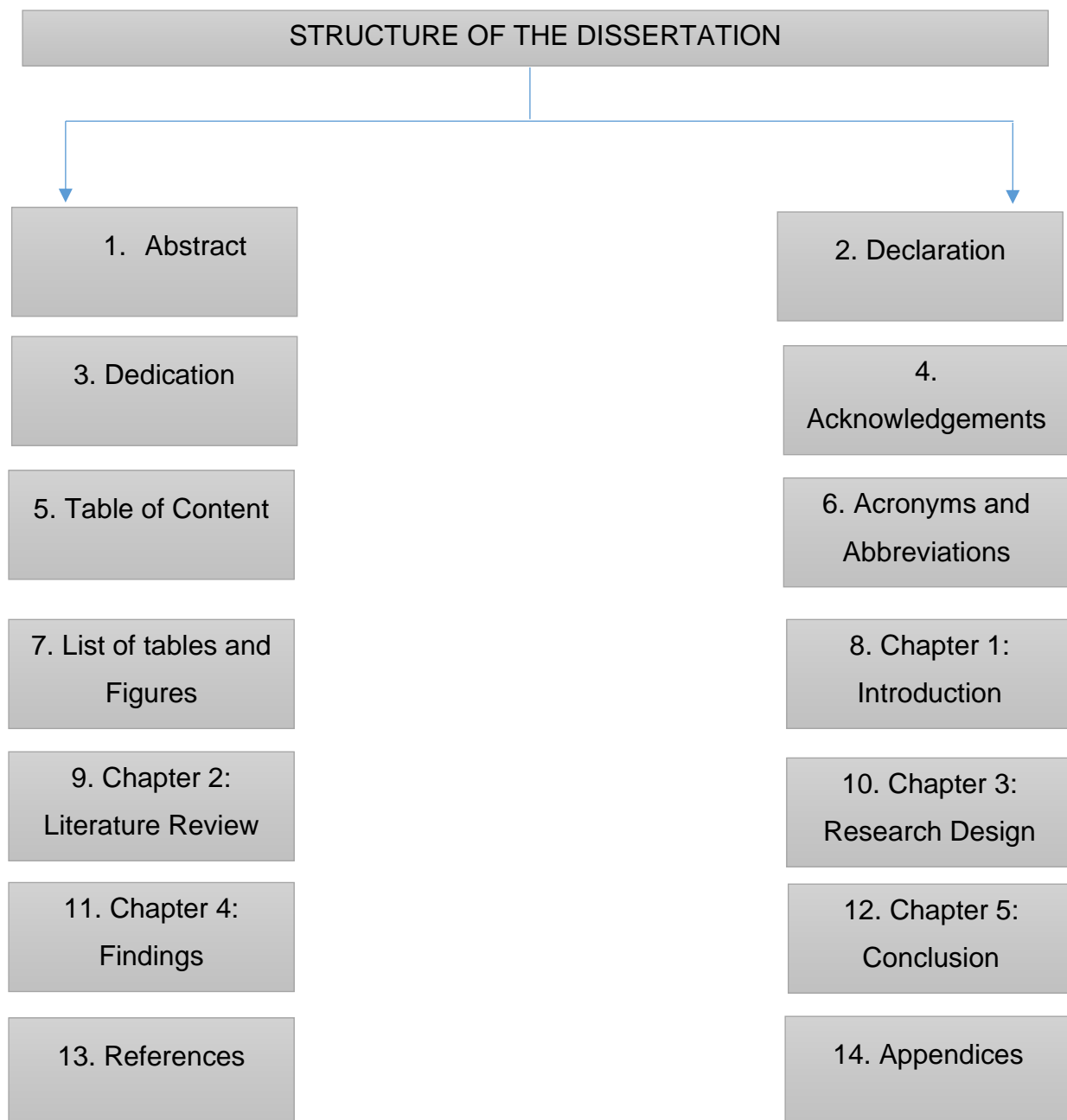


Figure 1.1: Structure of the Dissertation

1.13 CONCLUSION

This chapter provided a brief overview relating to the study. The research problem statement was outlined in this chapter. The main aim of this study was clearly indicated as well as the objectives, with the study significance and chapter layout outlined in this chapter. This, however, allowed the reader a clear understanding of the dissertation content. The next chapter focuses on the literature review of this study.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

The term “service delivery” is relatively well-known across the world; it is commonly used to emphasise the allocation of basic services and needs such as electricity, land, water and sanitation, as well as infrastructure. In the South African context, the continuous delivery of these necessities has been shown as unreliable in local communities (Reddy 2016). In addition, the author highlights a lack of effective, ethical leadership and clashes between political components in South African LG have unpleasantly affected municipal service delivery.

The local sphere of government is of pivotal importance in service delivery, as it is considered closest to the people and seen as the grassroots of governance. According to Reddy (2016: 2), service delivery is defined as “the distribution of municipal goods, activities, and considered public, to improve the livelihood of the community”. The purpose of this chapter is to present literature reviewed for this study, with the main objectives to determine more regarding the said leadership, as well as governance. Furthermore, the literature review allowed the researcher to gain knowledge from the existing body of knowledge.

This chapter thus explains ethical leadership and distinguishes the difference between ethical and unethical leadership, with the importance of ethical leadership in municipalities also clarified. In addition, guidelines for promoting ethical leadership in the South African public sector, service delivery and leadership pre- and post-1994, the categories and functions of municipalities in SA, and the code of conduct of municipal councillors are explored. Lastly, this chapter evaluates the factors that contribute to ethical leadership challenges and service delivery in the administration of municipalities.

2.2 DEFINITION OF ETHICAL LEADERSHIP

Ethical leadership is defined by Singo (2018: 29) as “an appropriate act of conduct through personal and interpersonal relationships”, requiring a leader to be a moral person and “should be judged when the leader engages in decision-making and

implementing such decisions”. Additionally, the way in which a leader demonstrates communication must reflect ethical values immediately (Singo 2018: 29).

The following is a table adapted from Mihelic, Lipicnik and Tekavcic (2010: 32) that clearly distinguishes the differences between ethical and unethical leadership:

Table 2.1: Ethical and Unethical leadership

AN ETHICAL LEADER	AN UNETHICAL LEADER
Is always humble	Is selfish and always arrogant
Is more focused on producing good results	Promotes excessive self-interest
Shows courage to stick to what is right	Lacks courage to confront unwanted acts
Serves others	Withholds support
Is focused on developing others	Ignores the development of others
Demonstrates respect for everyone	Is disrespectful to others
Fulfils commitments	Breaches agreements
Always seeks fairness	Always deals unfairly

The authors suggest ethical leadership should be viewed as “enabling people to do the right thing” (Mihelic *et al.* 2010: 32). An ethical leader is a person that observes principles more critical to him/her; however, to be an ethical leader, a person must adhere to the standard of moral behaviour (Mihelic *et al.* 2010: 32).

Kariuki (2019) is of the view the foundation of ethical leadership is that the leader’s actions are governed by principles, morals and beliefs. The author adds the main values of ethical leadership include integrity, accountability, honesty, and fairness, as well as respect. This leadership style is, however, not guaranteed to any sector, bound only by a set of principles, values, and morals and determined by an ethics code. Moreover, Kariuki (2019) states any person in a position of leadership ought to apply these values in performing their day-to-day duties. These ethical leadership values should, nevertheless, not be violated when that leadership delivers on its mandate. Moreover, this clearly means an ethical leadership style is one mostly guided by integrity and morality principles, with a mission of serving people and not narrow, personal interests.

Cloete (2022), in a recent opinion piece in the Sowetan (29 March 2022), states: “Local Government will fail without ethical leadership” and that “South Africans are rightfully

angry at the state of local government and service delivery”. In addition, the author highlights that in 2020/21, the Auditor General (AG) noted “the only thing that can save local government from the abyss is ethical and accountable leadership”.

Ethical leadership is a “principle-based leadership style concerned with a code of morals to govern leadership tasks” (Mihelic *et al.* 2010: 32). Kariuki (2019) concurs, asserting that ethical leadership is important in South African municipalities because it can boost officials’ performance, accountability, integrity and confidence. In order to enhance ethical leadership, unethical and wrong conduct must be avoided at all times and public officials, including senior leaders, must have the courage to stop wrongdoing (Kariuki 2019). The South African government essentially needs ethical leadership (City Press 2019), with a persuasive vision, for the sake of social transformation in society.

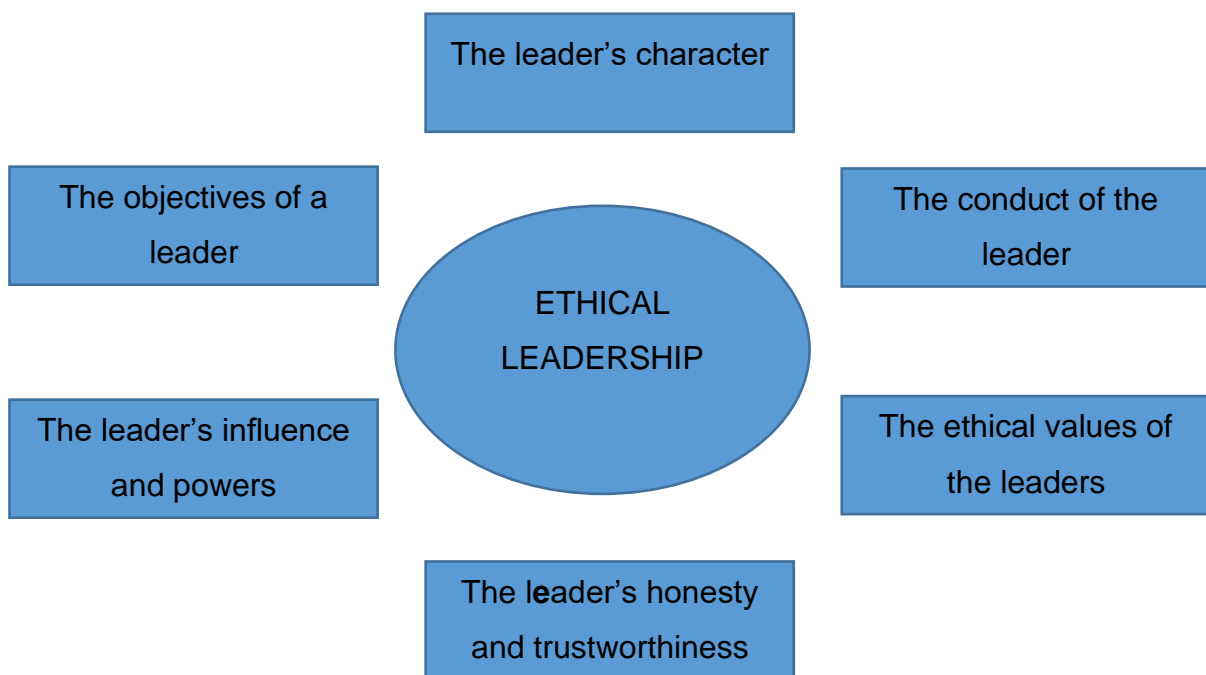


Figure 2.1: The elements of ethical leadership

Source: Northouse (2015: 262)

According to Madlala (2019: 26), ethical leadership has a huge progressive impact on the efficiency of the institution. Madlala (2019: 26, cited in Engelbrecht *et al.* 2014: 2) asserts, ethical leadership is a type of a leadership that is based on values and it comprises influencing the follower’s beliefs

a. Factors that influence ethical conduct in the workplace

Madlala (2019: 28) is of the view that it is imperative for institutions both in the public and private sector to pay special attention to the ethical conduct of its workers if they are more committed to a strong ethical culture in their work environment. Madlala (2019: 28) illustrates a diagram that demonstrates elements that influence ethical conduct in the workplace.

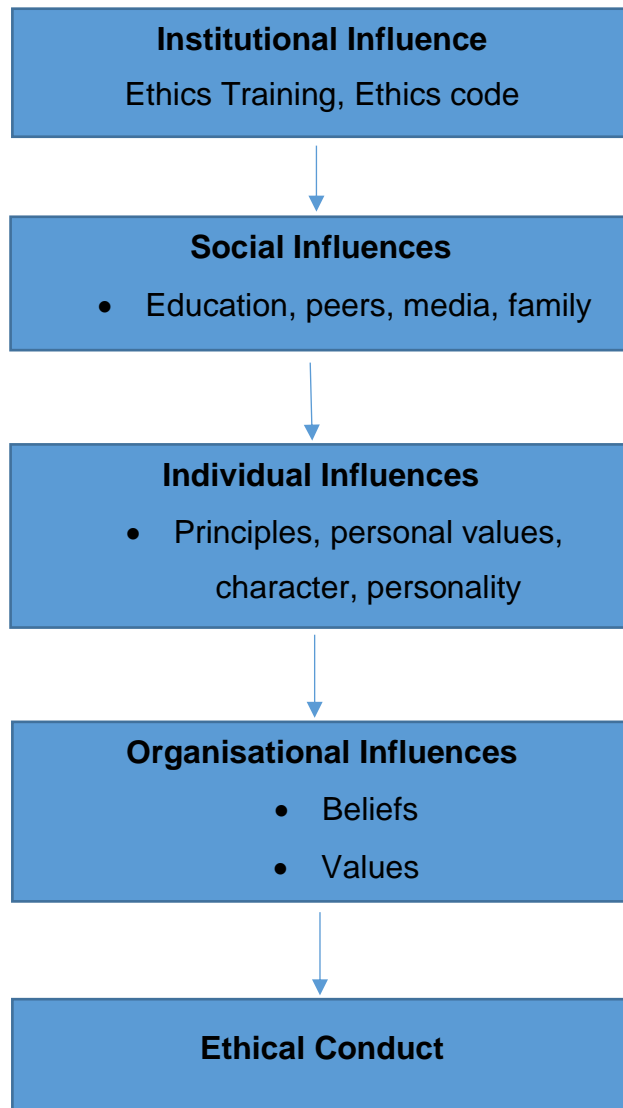


Figure 2.2: Elements that influence ethical culture in the workplace

Source: Madlala (2019: 28)

2.3 IMPORTANCE OF ETHICAL LEADERSHIP IN MUNICIPALITIES

Unethical conduct by municipal officers has increased government attention across the globe (Zitha and Mathebula 2015). Manyaka and Sebola (2013) are of the view unethical public servant conduct has activated world-wide attention on good governance. However, the South African Constitution (SA CA 1996), hereafter referred

to simply as the Constitution, states public servants ought to conduct themselves in the most responsible and ethical manner. It is also important to note the code of conduct is an effective requirement in South African municipalities.

Mashilo and Selelo (2020) aver that municipal officials are challenged by several ethical issue dilemmas. The authors add ethical leadership is vitally important for both the public and private sector, with the purpose of ensuring good governance. Individuals who have ethical leadership skills are more qualified and take on opportunities to ensure smooth operation of the organisation. Ethical leadership ensures good adherence to set principles and rules in municipalities (Mashilo and Selelo 2020). Subsequently, ethical behaviour is interpreted as doing what is right, while also following standard procedures that will lead to good governance in municipalities.

In the public service, effective ethical leadership is essential, providing public service delivery direction. Mbandlwa, Dorasamy and Fagbadebo (2020: 9) contend public service delivery, essentially, depends on effective ethical leadership, which includes the smooth provision of guidance to government officials. The author adds ethical leadership is a critical element for the success of any municipality, however, public service delivery is emphasised as generally achieved by all employees who display great leadership skills. Buye (2021a: 8) argues ethical leadership is categorised with numerous benefits for public organisations. Furthermore, ethical leaders in municipalities ought to have several qualities, including integrity, honesty, transparency, and accountability, as well as fairness and impartiality.

Buye (2021a) additionally points out these qualities promote improved employee performance, critically arguing employees will gain confidence and good reputation in the public sector (Buye 2021a: 8). Ethical leadership is also required at all times in the municipalities and the public service, with the key aim of guiding civil servants and officials to ensure they follow the ethical conduct, values and principles of an institution. Nonetheless, it is the responsibility of the ethical leader to formulate an ethical work culture (Buye 2021a: 9).

The importance of ethical leadership in municipalities is that it enables leaders to promote moral principles and the spirit of trustworthiness within the individuals in an institution. Ethical leadership that is effective, is mostly associated with an open-

mindful ethical culture within the public sector. Buye (2021a: 9) is of the view leaders ought to demonstrate effective ethical leadership within their day-to-day decision-making and actions. Ethical leadership is necessary in order to ensure public sector improvement. However, Buye (2021a: 9) suggests effective ethical leadership is needed to mitigate cases of poor good governance and corruption in public sector. Additionally, ethical leadership in the public service can inspire employee to be highly motivated and adhere to the values of the institution. Ethical leadership promotes accountability and enhances efficient public service delivery in municipalities. Nonetheless, unethical leadership creates an immoral image for the municipalities and can lead to wasted public resources.

Adeoye (2021) examined the impact ethical leadership has on worker commitment in organisational effectiveness and found ethical leadership has a great influence on employee commitment, as well as attitude, to the work. Teimouri, Hosseini and Ardeishiri (2018: 357) believe ethical leaders by nature are trustworthy, honest and humanitarian. The authors additionally state ethical leaders are seen as fair and good decision makers who, above all, care about people, society, as well as individually behaving ethically in their daily lives. Teimouri *et al.* (2018: 358) state ethical leadership is a top priority in many institutions across the globe.

Teimouri *et al.* (2018) highlight that leaders who are effective, ethically, lead people in such a way their position and rights are regarded. They add that, fundamentally, the primary focus of ethical leaders is on how to use their power in their daily decision-making and in what way they influence other individuals to achieve a certain goal.

Ethical leadership is regarded as the type of governance that fully supports honesty, fairness, trustworthiness and ethical standards. Moreover, with this in mind, Teimouri *et al.* (2018) assert leaders receive their follower's loyalty and trust through ethical conduct. Teimouri *et al.* (2018: 359) are of the opinion ethical leadership style is an imperative tool and when used correctly, it could enhance positive relationships among the workers, along with organisational performance. Buye (2021b) contends ethical leadership can assist governments to become reputable, which can also lead to exceptional clients within the public service with the aim to render goods and service. Gabriunas (2017) states ethical leadership promotes ethical behaviour in leaders and the way they operate within an institution. According to Buye (2021b: 1), ethical

leadership highly supports good conduct of workers and largely enhances institutional performance.

Ethical leadership enhances the values, behaviour and traits of personnel in an institution. Nevertheless, critical concepts of fairness, honesty, integrity and trust are essential to ethical leadership. Buye (2021b: 1) suggests ethical leadership is the type of leadership focused predominantly on appropriate conduct, through respect for good values and ethics. Moreover, ethical leadership is thought to promote suitable conduct within individuals in the workplace. On the one hand, ethical leadership is thus viewed as an imperative leadership style that maximises employee productivity in an institution.

Kimuyu (2018: 3), on the other hand, is of the view the main purpose of an ethical leader is to be able to use market competition strategies and best business practices to facilitate smooth operations in an institution. Within the public sector though, this then requires those in leadership positions to practice ethical standards in order to meet the required level of service delivery in the communities. Copeland (2015: 6) highlights empathy, empowerment, and fairness as important values associated with ethical leadership. Copeland (2015) additionally states these values can result in confidence and a high level of integrity.

In the opinion of Wetes (2019), ethical leadership is a prerequisite in South Africa for effective municipal management. The Local Government Turnaround Strategy (LGTAS) was released with the main objective of transforming LG to become more service-orientated (Meyer and Venter 2014). The LGTAS is aimed at addressing serious challenges pertaining to governance and ethical leadership in the South African municipalities. Conversely, Wetes (2019: 5) highlights that ethical leadership is relatively seen as an important leadership style and it is beneficial both to the private and the public sector.

According to a study with regard to “Ethical leadership in South Africa and Botswana”, conducted by Cheteni and Shindika (2017), ethical leadership, on the one hand, decreased absenteeism, as well as misconduct, and also enhanced job performance in an institution. Conrad (2013), on the other hand, considers ethical leadership is regarded as the key essential pillar of successful institutions. The following are crucial ethical leadership principles that should be adhered to:

- Ethical leadership ought to adhere to the organisation's policies and code of ethics;
- Ethical leadership is more concerned with human security;
- Ethical leadership recognises accountability and transparency;
- Ethical leadership does not use workplace for personal gain

(Wetes 2019: 5).

Wetes (2019: 22) asserts ethical leaders seek to enhance good collaboration between themselves as well as the workers, by means of engagement in consultation and decision-making. According to a study undertaken by Hassan (2015: 702), ethical leadership has a set of characteristics that includes; being ethical, adhering to organisational policies, treating people fairly and with respect, and actively managing ethics in an institution. Hassan (2015), furthermore, argued ethical leadership ought to demonstrate honesty, accountability and integrity within their scope of work. The author also points out decision-making of leaders is essential for every institution and state ethical leaders should ensure they make fair decisions. Additionally, Hassan (2015) affirms ethical leadership is a pillar to improve government employee willingness to report any unethical conduct within an institution.

As determined by Remisova, Buciova and Lasakova (2015), ethical leadership is closely interrelated to transformational leadership style. The authors argue one transformational feature of leadership is to illustrate a very high ethical conduct. Honesty, integrity and trustworthiness are the traits an ethical leader ought to possess (Remisova *et al.* 2015).

The LG Anti-Corruption Strategy (2015) illustrates the importance of ethical leadership, particularly in LG where;

- Ethical leadership is professional and embedded in its ethical culture.
- Ethical leadership is highly committed to good governance, service delivery and professional ethical standards.
- Oversight processes are resourced.

The objective of the LG Anti-Corruption Strategy (2015) aspires to maintain an enhanced ethical leadership and offers a detailed guideline for an organised national dialogue, for the formulation of principles and values for an ethical standard in South African municipalities. The Code for Ethical Leadership in LG (2023) states ethical

leadership is an essential need for LG development. The Ethical Leadership Code further affirms the research has clearly indicated to demonstrate ethical leadership in municipalities can be problematic, in addition to highlighting there are more often factors that complicate ethical leadership practice. Nonetheless, ultimately, it is an individual choice to engage in ethical conduct and possess good morals.

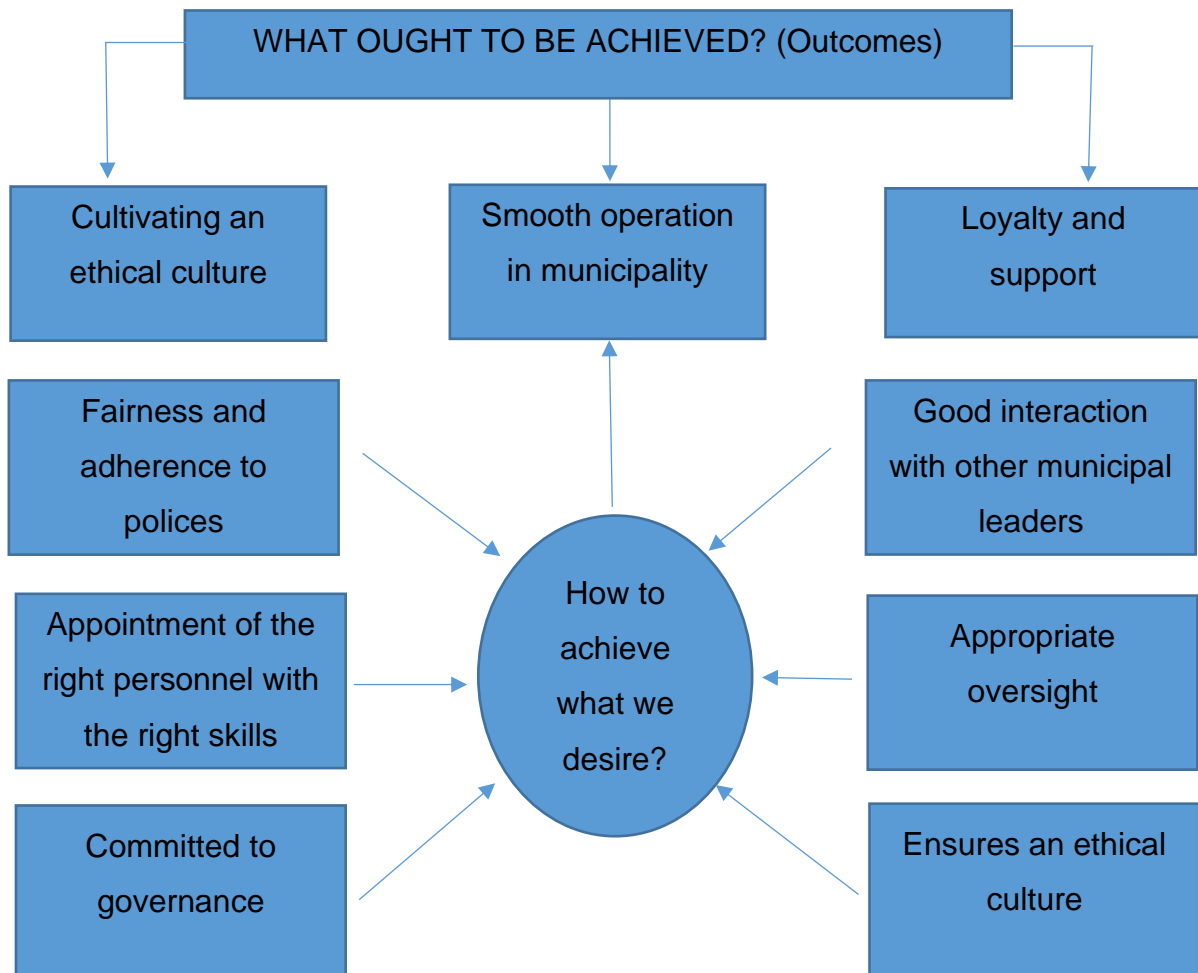


Figure 2.3: Local Government ethical municipal leadership spirit

Source: *Code for Ethical Leadership in LG (2023)*

In order to meet municipal objectives, an ethical culture must be cultivated and applied (Code for Ethical Leadership in LG 2023: 10). Ethical leadership in the workplace safeguards ethical culture. Yet, this implies ethical culture makes it easier for individuals in the workplace to behave in the right manner. Ethical leadership also enhances integrity in the community. This means ethical leaders are thus expected to act responsibly, promoting great interactions within the community and creating social consistency, as well as values that strive for positivity.

Smooth operation in municipalities can be achieved through effective ethical leadership. According to the Ethical Leadership Code an efficiently operational municipality is achieved through procedures that convey direction, great accountability and adherence to policies. The Ethical Leadership Code additionally notes the right personnel ought to be appointed and use of municipal resources must be efficient and effective. This can, moreover, lead to sustainable service delivery and enhanced municipal development.

The Code for Ethical Leadership in LG (2023: 10) suggests ethical leadership formulates loyalty and trust between stakeholders and municipalities. Additionally, ethical leaders are able to commit to their day-to-day activities in order to fulfil the objectives of the municipalities. Toleikiene *et al.* (2022: 130) similarly argue ethical leadership “plays a very significant role in public administration, with regard to responsibility, accountability, openness and integrity.”

2.4 GUIDELINES TO PROMOTE ETHICAL PUBLIC SERVICE LEADERSHIP IN SOUTH AFRICA

2.4.1 Constitution of the Republic of South Africa, 108 of 1996

The Constitution clearly highlights that it is mandated for a municipality to provide an effective management of its administration, ensure proper budgeting tools and planning of processes to give the community priority in basic service delivery. Furthermore, the Constitution also states a municipality must promote social and economic development of the community. In this regard, the objectives of the Constitution are outlined, in terms of Section 152, as follows:

- to enforce and encourage public individual of communities,
- to provide an effective accountable government for local communities,
- to promote a safe and healthy environment for local communities,
- to promote economic as well as social development in the community, and
- to promote proper allocation of basic services in a sustainable way.

(RSA 1996)

Taaibosch (2015: 55) is of the opinion all municipalities must ensure good structure and management for its affairs, to achieve development in local municipalities. According to Section 153 of the Constitution (SA CA 1996), a municipality must manage its budgeting and planning processes in a way that will enhance the livelihood

of communities. Furthermore, this Act clearly highlights all municipalities in SA must participate in provincial as well as national programmes of development.

It is noted chapter 10 of the Constitution highlights the primary democratic values and principles to govern public administration (SA CA 1996). As the aim of public ethics is to promote effective government that will ensure the welfare of citizens, democratic and professional values are highly associated with ethical prescriptions (Singo 2018: 54). According to the Constitution (SA CA 1996), government is divided in three levels, namely national, provincial and LG. All these levels of government in SA are interdependent in law-making and policies to govern public service institutions (Singo 2018: 54).

The following are ethical values that should be followed by the public service: public administration must be accountable at all times, professional ethics must be maintained and promoted, development-orientated public administration must be enforced, and the public must be responded to and encouraged to take part in policy-making. In addition, good career–development practice and human resource management (HRM) must be cultivated, along with the provision of effective and efficient use of resources that must be fair, impartial, equitable and without bias. Public officials are expected to adhere to these standards when executing their day-to-day duties (Singo 2018: 55).

Ethical leadership must, however, ensure promotion and appointment procedures are based on merit to avoid issues of nepotism and favouritism, which affect the integrity of the public service. Thus, public officials should have a better understanding regarding the purpose of their jobs. Furthermore, Singo (2018: 55) states senior managers in the public service influence the choices officials make and should be aware of personal values, morals and ethics. Therefore, policies and programmes should be translated into ethical processes, with professional values and high standards reflected through laws, rules, norms, as well as regulations. Nevertheless, the Constitution seeks efficiency in the public service and to ensure effective use of resources. Shai (2018: 55) adds all government departments must “promote transparency, accountability and good financial transparency”.

According to the Public Finance Management (PFM) Act, 1 of 1999, legal prescriptions mandate public managers with the responsibility to ensure sound financial

management for utilising resources in an accountable manner. In SA, the Public Service Commission introduced a code of conduct for all public servants in the public service to guide professional ethics in public administration (Shai 2018: 55), with the aim to “measure professionalism for public officials in the public service”. The Constitution, furthermore, states public officials should adhere to legislations and regulations. LG plays a very important role in the provisioning of public goods and services to the community at large in SA and public officials should always adhere to the democratic values of public administration.

As stated by Lebodi (2021:14), numerous strategies and mechanism have been developed to support LG in meeting the desired objectives. The author explains some of these mechanisms including the LGTAS, as well as Operation Clean audit. Furthermore, irrespective of these mechanisms, LG in SA continues to face challenges that affects their service delivery. A report issued by the State of LG (2021:4) noted although there has been great support that assisted in certain manner, it remains evident numerous governance challenges and service delivery problems have been identified in South African municipalities. Lebodi (2021:14) critically notes South African municipalities experience issues regarding a severe service delivery backlog, insufficient ethical leadership and political management, mismanagement of finances, and corruption, as well as the delivery of public services.

It is further highlighted by Lebodi (2021:14) that the LGTAS was developed as a strategic tool to curb service delivery issues and address places more affected by poor performance. The LGTAS aims at ensuring;

- Municipalities in SA meets their service deliver needs to their communities.
- There is professionalism and enhancement of performance in municipalities.
- There is an improved provincial as well as national policy.
- There is an effective partnership between civil society, communities and LG.
- Municipalities build an accountable government that is more untainted and effective (Lebodi 2021:15).

However, Lebodi (2021:15) states there must be a high level of professional ethics when executing the duties, as stated in Section 195 of the Constitution, in order for all of these objectives to be met. Furthermore, chapter 10 of the Constitution states that people’s needs must be responded to and the public encouraged to participate in the

policy making processes. Lebodi (2021:15) highlights residents involved in the management decision-making process will be an ideal way to ensure effective service delivery in South Africa.

2.4.2 Municipal Systems Act, 32 of 2000

The Municipal Systems Act (RSA 2000) evaluates LG responsibility to promote basic services to people in their area of jurisdiction. This Act allows for the municipal council to choose the effective service delivery mechanism that will ensure a speedy provisioning of services to the community, which makes ethical leadership in LG of vital importance. However, section 4(2) of the Municipal Systems Act illustrates the duties and mandates of the municipal council as follows: to promote development in the municipality, ensure accountability for LG, enforce public participation in LG, and effectively consult the community regarding the quality of municipal services provided, in addition to promoting a healthy and safe environment, as well as encouraging Gender Equity (RSA 2000).

Provision is made for local public administration and HRM in chapter 7 of the Municipal Systems Act, which provides that municipalities in SA must facilitate participation in integrity development and budgeting planning, as well as decisions pertaining to service delivery. Nonetheless, the municipality must ensure participation by the community. According to Section 68 of the Act (RSA 2000), HRM capacity levels must be developed to enable the municipality to execute its powers in the most appropriate and ethical manner.

In terms of Chapter 4 of the Municipal Systems Act, guidelines are provided as to how a municipality should govern, formulation of the Integrated Development Plan (IDP), the performance management system (PMS), and the requirements for public participation. Furthermore, this Act states councillors must consult with the public to receive their input regarding the municipal budget (Taaibosch 2015: 47). Chapter 5 of the Municipal Systems Act highlights the IDP, in which the municipality must assess the following: Setting goals to meet community needs, assessing community needs, prioritising identified needs, and developing strategies to achieve goals and the current situation in the municipal area, including available resources, skills and capabilities.

According to the Municipal Systems Act, there is a regulation of the internal municipal system, which includes the mechanisms that boost service delivery (Lebodi 2021: 16).

Furthermore, this Act aims to plan, effectively increase municipal resources and also enhance organisational change. This Act endeavours to ensure community engagement in the process of the IDP and the budget planning processes. Lebodi (2021: 16) is, furthermore, of the view community engagement is essential to ensure ethical leadership and enhance public service delivery within the communities.

2.4.3 Municipal Structures Act, 117 of 1998

This Act deals with clarification of the status of municipalities and provides details on establishment categories, as well as the type of municipalities. The Municipal Structures Act also explains the power division and functions between categories of municipalities. The aim of developing this Act, was to further the vision of the White Paper on LG 1998 which outlined the formulation and development of a good PMS. However, Section 17 of the Municipal Structures Act states a municipal council must annually review the following: public participation processes, community needs and priorities, the overall performance in achieving the objectives, and meeting the needs of the dealing mechanisms (RSA 1998).

Mpabanga (2022: 31) contends the main requirement of the Municipal Structures Act, 1998, is that it emphasises the requirement of local council engagement with communities concerning the main municipal processes. This Act creates the ward committees (Mpabanga 2022: 31), which should consist of ten people and be chaired by a ward councillor.

2.4.4 Municipal Finance Management Act (MFMA), 56 of 2003

This Act aims to regulate financial management in the local sphere of Government, as well as borrowing of the municipality. The MFMA provides for the community to put forward submissions regarding a representative annual municipal budget. The person appointed to provide feedback and responses regarding these submissions, is the executive manager. The elected government, when it came into power in 1994, ensured good direction relating to change in governance, to dispense with apartheid laws. Numerous policies and legislation were introduced post-1994 to promote leadership and citizen participation in SA, enabling leaders to listen to citizen concerns and provide feedback and responses to citizens at large. Some policies and legislation formed after 1994 require leaders in the South African government to be fully accountable for their actions when managing public affairs.

One LG objective is to enforce community participation, in order to ensure the community is part of government decisions. However, it is a Constitutional mandate to involve communities in public affairs that concern them. In addition to the above-mentioned, the community is provided the opportunity to fully participate in issues relating to governance, regardless of their gender, race or even culture. The sphere of government closest to the people is LG; hence, it is viewed as the delivery arm of government (Shai 2018: 91). Moreover, since 27 April 1994, public participation in decision-making processes has been encouraged to ensure an honest democracy.

The organisational structure of a municipality (Figure 2.1) does, however, not resemble that of the private sector, where there are a board of directors, the chief executive officer (CEO) and board committees of a company. In LG, the CEO role is undertaken by the MM, who is the accounting officer of a municipality (LG and King III 2010). Section 56 of the Municipal Structures Act highlights the functions and power credited to the appropriate political party. The LG and King III (2010) report further states councillors and executive mayors are not accountable for their actions in a similar manner as a company's board of directors. In addition, LG and King III (2010) also indicated that present responsibilities and roles of the executive mayor and MMs often create misunderstanding and unnecessary conflict.

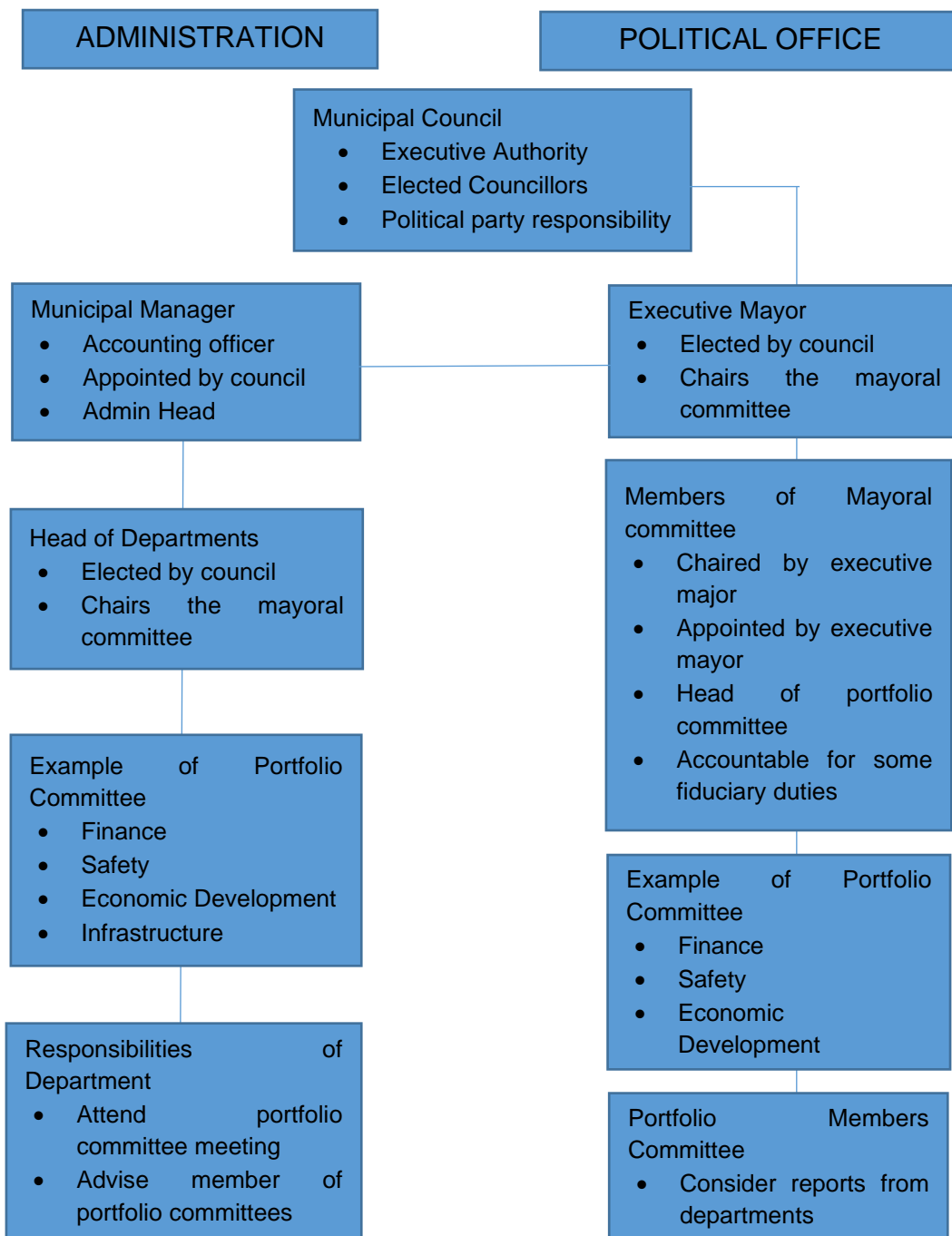


Figure 2.4: Organisational Structure of a Municipality

Source: LG and King III (2010)

The structures in a municipality's organisational structure (Figure 2.1) present certain governance issues. The LG and King III (2010) report indicates lack of independence by councillors is perceived as a challenge. To ensure appropriately relevant financial decisions of the municipalities, councillors should be held accountable for their actions. In order to ensure effective governance, the municipal council should be a custodian of good governance. However, the council needs to play a vital role in the strategy

development processes of municipalities (LG and King III 2010). In addition, the report suggested proper skills development initiatives and induction programmes in the municipalities to ensure good governance, along with performance assessment of all municipal council staff and councillors.

The LG and King III (2020) report points out there should be ethical leadership and a good, reliable foundation provided by the municipal council. Additionally, ethical values of accountability, transparency, fairness and responsibility are to be followed to ensure good governance, while the municipal council should further ensure a culture of ethical conduct is properly followed by management. The report, furthermore, states municipal management and council should always ensure social and economic objectives of a municipality are met. Management of municipal ethics places a burden on councillors to effectively sustain and build an ethical corporate culture.

2.5 BRIEF DISCUSSION ON SERVICE DELIVERY AND LEADERSHIP IN AFRICA

Research conducted by Mafunisa (2013: 761) on the “Role of leadership in creating commitment in the Public Service,” shows unethical behaviour of public officials mainly begins at the top of public leadership, then manifests in lower leadership. Mafunisa (2013) also states leadership is all about motivating as well as influencing followers to achieve certain goals, which will be impossible to achieve once the leadership is corrupt. For example, when a senior public manager is actively involved in corruption, junior public officials will likely be influenced by the actions of senior management, as the junior public servant will not see anything wrong in following a senior’s example. Shai (2018: 79) asserts many African nations are governed poorly, further stating that development in Africa relies more on political than ethical leadership and should there be improvement in leadership, the continent would move forward.

According to Kuye and Shuping (2012: 154), on the one hand, leaders in North Africa are viewed as holding power for a relatively lengthy time and gradually promote their relatives to leadership. On the other hand, Malherbe (2013) asserts leaders in Africa should be well-known for what they deliver, not for what they say. In other words, leaders should practice action instead of simply talking. Further to this, Malherbe (2013) states issues relating to leadership and service delivery, in particular, relate to different political, economic, cultural and social contexts. Shai (2018: 79) avers

leadership in Africa should be seen as “the servant to the clan” and should influence the community towards goals and objectives, stating leadership should be “in the heart of the community instead of one individual”.

Atiku, Kurana and Ganiyu (2023: 4) argue ineffective ethical leadership in Africa is a particularly major problem that created difficulties in the region. They mention poor governance in Africa results from poor ethical leadership. The authors further highlight ineffective ethical leadership can result in lack of accountability and integrity, corruption, weak institutions, and insufficient transparency that, subsequently, lead to poor service delivery. Service delivery is defined, according to Atiku *et al.* (2023: 4), as the provision of basic services, for example, water and electricity, including other facilities. Atiku *et al.* (2023: 5) note, within the Southern African Development Community (SADC), Namibia is seen as one of the major economies. Helano (2015) outlines that in the year 2006, a comprehensive reform package was implemented, with the main aim of improving service delivery in Namibia. Helano (2015) additionally explains that in Namibia, the monitoring and evaluation system for service delivery, the development of public-private partnership of a framework was developed. However, the several reforms for enhancing service delivery have not materialised.

Atiku *et al.* (2023: 1) argue inadequate ethical leadership and insufficient community involvement in Africa have been perceived as major factors that disturb the effectiveness of service delivery. They also highlight an ethical leader’s role is mainly to set a clear vision, encourage subordinates and inspire them with confidence to achieve the organisation’s goals. However, service delivery in Africa remains a concern. Findings from a study on leadership challenges conducted by Kouzes and Posner (2012), show effective ethical leadership practices can influence service delivery in Africa. This concurs with Atiku *et al.* (2023: 4), who critically state an ethical leader’s duty is to ensure smooth service delivery, enhance business processes, encourage workers, and align organisational structure with organisational strategy, as well as coordinate activities. In order to experience uncomplicated service delivery in Africa, an excellent ethical leadership should be initiated (Mthembu 2012).

As Cheteni and Shindika (2017: 3) explain, when ethical leadership is followed, there are significant benefits for both the private and public sector in Africa. They further state ethical leadership can reduce worker absenteeism and enhance job performance

and satisfaction. Ethical leadership in Africa is an imperative pillar to better institutional success, which makes it indispensable, particularly in countries where there are relatively more cases of corruption (Cheteni and Shindika 2017: 3). However, increasing ethical standards are focused on the private sector, neglecting the public sector.

Cheteni and Shindika (2017) state, in the year 2005, the government in SA launched an initiative known as “Batho Pele”, which means ‘People First’. This initiative is meant to enhance public administration integrity through monitoring the performance of officials. In addition, Cheteni and Shindika (2017) note several countries in Africa have witnessed huge maladministration of government finances and corruption. They highlight such unethical conduct is often associated with a lack of unethical leadership. Nicolaidis (2016) notes Chief Justice Mogoeng Mogoeng, during his speech at the Serious Social Investigating Conference, highlighted SA requires ethical leaders, who do not engage in corruption.

It is further critically argued by Cheteni and Shindika (2017: 5) that corruption, maladministration and ethical violations are not problems for countries in Africa only. In SA, in order to improve service delivery and enhance ethical leadership in the public sector, certain ethics and governance measures were adopted, with among these, the Public Service Commission (PSC). In terms of the PSC, chapter 10, public service must maintain a high standard of professional ethics.

It is evident corruption and unethical conduct is a global concern seen in developing countries. However, by narrowing this to Africa, there has been an enormous amount of unethical activities in the post-colonial time. Nevertheless, this challenge has eventually resulted in most countries in Africa lacking socio-economic development and remaining underdeveloped. Nonetheless, in the South African context post 1994, the government was broadly expected to drive the status of the economy and improve service delivery (Mlambo 2019). The author further states corruption has grown to become a stumbling block in South Africa’s economic development.

2.6 SERVICE DELIVERY LEADERSHIP AND GOVERNANCE PRE-1994

In SA, governance is viewed as a public partnership, which is vitally important in the country’s democracy. Shai (2018: 85) highlights that during the apartheid era, black people were highly excluded from voicing their concerns regarding policies and laws

that were made. The word 'apartheid' is defined as the policy in SA aimed at racial separation (Shai 2018: 85). However, the government in the apartheid era applied a very cruel and autocratic leadership style to govern the country, employing apartheid policies and laws as a means of power and governance. Nevertheless, Shai (2018: 85) is of the opinion this leads to poor governance and lack of good leadership that results in non-transparent, unaccountable and non-participatory governance. Shai (2018) furthermore asserts the leadership in apartheid times did not leave room for black citizens in the country to effectively participate in matters of governance.

The apartheid government was characterised by poor decision-making and a poor system of government that only presented the minority in the country (Tau 2013: 152). Decisions taken during the apartheid regime, in Tau's (2013) view, excluded most SA citizens, who are Black, while services provided to black communities were of a relatively low standard. The majority black citizens in the country during the apartheid era were not allowed a say in government matters. Shai (2018: 85) highlights public protests and marching, as the black majority in SA seeks the intervention and attention of the government.

Black people in SA were not allowed to provide insight and input relating to government policies and laws (Shai 2018: 85), leaving the only participation by the black community in the form of mass demonstrations, also referred to as 'toyi-toying' (marching). Shai (2018: 85) finds that during the 1970's, numerous public unrests were held in SA to enforce the amendment of government policies. The author further stipulates that black people were not allowed to be seen in white residential areas outside specific times. Additionally, according to the Group Areas Act (Act 36 of 1996), harsh segregation was enforced between white and black people, with this Act making it compulsory that black citizens be removed from white areas and that they should have their own separate areas.

This clearly demonstrates that prior to 1994, the black community did not receive either freedom, equality, or justice, nor did they have democratic representation to effectively participate in all government activities. This effectively means the apartheid government denied the black community access to direct participation in any form of governance in the country. As far as the leadership is concerned, all decisions, as well as power, were assigned in a nationally controlled government.

Before 1994, the apartheid government had a legislative framework racially discriminating against Black individuals in SA (Mpabanga 2022). Mpabanga (2022: 27) states this autocratic government was in contradiction to the desires of the black majority in SA. Moreover, this government was discriminative and most South Africans were not provided the opportunity to take part in their own governmental matters. Prior to democracy, there was an extreme debate on how the country could transform from an apartheid regime to a democratic government. In the view of Mpabanga (2022: 28), enforcing a massive transformation on the existing legislative framework and policies will be an ideal way to improve service delivery in the municipalities in South Africa.

In 1994, there was a coalition with the government of National Unity and the African National Congress (ANC). This coalition aimed at implementing the Reconstruction and Development Programme (RDP). According to the Department of Planning, Monitoring and Evaluation (2012), prior to the current democratic government, the legislative framework governed the public service during the apartheid regime, which resulted in an autocratic, bureaucratic and unresponsive public service. Additionally, it lacked transparency, experienced increased corruption, and increased abuse of power, with no accountability.

Prior to the democratic government, most households did not have access to basic municipal services, namely; electricity, clean water, refuse removal and sanitation. In this regard, Sello and Ntsako (2015: 15) are of the view these services were particularly meant for areas inhabited by white individuals. In black community areas, when such services occurred, they frequently did not meet the primary needs of the community. Moreover, poor basic services to black communities contributed to excessive incidents of diseases such as cholera.

Similarly, the non-existence of electricity within the black communities is noted by Sello and Ntsako (2015: 15) to have resulted in individuals utilising coal stoves, which enhanced the risks of respiratory diseases. A recent study by a government-appointed panel from the Centre for Research on Energy and Clean Air (CREA), estimates “Eskom’s coal station pollution will kill 79 500 people from 2025, even if it shuts down its coal fleet according to the current schedule” (Labuschagne 2023: para 16). This is disconcerting as it underlines data analysis by CREA, reporting that SA’s national electricity utility Eskom, “has become the largest emitter of health-harming sulphur

dioxide in the world, surpassing the entire power sector emissions of any country in the world, except for India” (Myllyvirta 2021: para 1).

The Presidency (2015), similarly points out the state did not deliver a safe and reliable mode of transportation and as a result, black people had to travel long distances in order to reach their respective destinations. In addition, before 1994, most LG revenue in SA was mainly generated through businesses, taxes in property and service delivery to the people in the communities (The Presidency 2015). Furthermore, Sello and Ntsako (2015: 15) argue apartheid government regulations barred most industries and retail development in Black areas.

This does, however, mean black people were paying more money in tax than white people, with Sello and Ntsako (2015: 15) maintaining discrimination and inequality in the rural areas were predominantly stark. The authors add, not only were white residents effectively supplied with sufficient water and electricity, in contrast, township residents faced increased rent and service charges by the Black Local Authorities, with the aim of enhancing revenue. This highlights the challenges to public service delivery and governance pre-1994.

Ntlizinywana (2017), moreover, critically notes LG in SA during the apartheid era relatively failed to deliver public service to the people at large. The author highlights, the apartheid government, instead, formulated immense economic disruptions and skewed the infrastructure backlog.

2.7 SERVICE DELIVERY LEADERSHIP AND GOVERNANCE POST-1994

The South African government still experienced many issues to ensure municipalities make provisions relating to service delivery to communities. It is the main responsibility of LG to ensure basic services such as water and sanitation, housing, electricity, and more, are provided in the most dignified and efficient way. LG is obligated by the Constitution to provide basic services to poor and disadvantaged communities (Thornhill and Dlamini 2012: 36).

Shai (2018: 87) asserts that in 1994, after the democratically elected government came to power, there was a clear indication that black people needed basic services in the communities. Public legislation and policies were formulated to effectively address the inequalities, as well as poverty that black people endured, while also addressing the country’s basic service provision backlog challenges. These new

policies were aimed to successfully address past injustices. Additionally, legislation and policies were adopted to ensure an environment of good governance and ethical leadership in LG and the communities. Some of these policies and legislation include; the Batho Pele Principles, the Constitution of the RSA (Act 108 of 1996), the MFMA (Act 56 of 2004); the Municipal Systems Act (Act 32 of 2000); and the Promotion of access to Information Act (PAIA) (Act 2 of 2000).

In terms of Chapter 7 of the 1996 Constitution of SA, the democratic government in the country desired a moderately strong system of LG. Since 1994, the previously disadvantaged areas and individuals have been promoted and maintained. However, according to Reddy (2016: 1), the public protests for service delivery remain a major concern to date, with the author stating when LG fails, this certainly means SA has failed, as a whole. Subsequently, excellent ethical leadership and exceptional political management in SA are key to improved local governance and effective service delivery. Reddy (2016) argues the LG is deemed crucial as it covers the grassroots of local service delivery and good governance.

Ndudula (2013: 3) asserts the existence of a democratic government is more than two decades, yet it is a relatively young democracy. As stated by Reddy (2016: 4), public service delivery protests in SA began during the time of the apartheid government. Reddy (2016) explains the protests were used as a strategic tool to address dissatisfaction with the poor delivery of services to the community at large. To oppose the apartheid government, the main objective for the democratic government was, principally, to improve community-related structures. Public protests for service delivery are largely caused by insufficient provision of services to the community, therefore, Reddy (2016) points out the service delivery protests and community dissatisfaction after 1994, proved ethical leadership remains a necessity in the local sphere of government. The South African voting system can, in the view of Reddy (2016: 3), assist when suggesting a course of action in addressing LG deficiencies.

Moreover, Reddy (2016: 4) emphasises, the dysfunctionality of municipalities in the South African context has become evident in many different behaviours, notably in poor ethical leadership, politics and management, as well as through inadequate passing of municipal budgets and insufficient good audit reports. Nevertheless, since the democratic government, where service delivery is concerned, there is a continuous

question on the ability of councillor accountability (Reddy 2016). The author states several challenges have been effectively addressed since the ushering in of the South African democratic government, post 1994, namely;

- Lack of compliance with regard to legalities and legislative matters. It remains a struggle for South African municipalities to adhere and comply to the legislative prescripts. Furthermore, the governmental approach in SA is compliance-driven.
- Financial struggles. LG in SA still experiences financial problems and is, effectively, dependent on grants from the national and provincial government.
- Ineffective development of the local economy (LED) to curb poverty and unemployment. The money for projects related to LED is not enough and this poses a real challenge for LG in SA.
- Poor councillor accountability and lack of communication with communities.
- Fraud and corruption.
- Public protests over service delivery

(Reddy 2016).

Although the government attempted to address all these challenges, Reddy (2016: 4) avers this was without success; all these challenges have occurred over a decade. After 1994, Reddy (2016) points out the policies and legislation impacting municipal budgets to date are poorly formulated, particularly the collection of debts and credit control policy.

This confirms findings by Tshishonga (2015), who points out the procedures in the supply chain management (SCM) of public service delivery have provided an opportunity for nepotism and self-enrichment. In addition, Reddy (2016: 6) states unrealistic promises regarding public service delivery have been made, even post 1994. The violence, public protests and marches are often associated with lack of public accountability by councillors. On the one hand, Reddy (2016: 7) contends the key issue in the delivery of services to the community remains a debatable topic post 1994. On the other hand, while the government introduced several initiatives to address these service delivery-related challenges in SA, the people in the communities still feel agitated and tremendously disappointed with municipal inability to provide basic goods and services.

A way forward post-1994 was developed with regard to addressing service delivery challenges, as highlighted by Reddy (2016: 7), which includes;

- Respect must be adhered to by officials in the municipalities and by individuals in following the legislative framework and policies.
- There must be political maturity in municipal councils, notably among the different political parties.
- Municipal functionaries positioned in the LG ought to be more committed, as well as passionate, in enhancing service delivery. Municipal functionaries include; the mayors, deputy mayors, speakers, and MMs, as well as executive and senior managers.

Powell (2012: 4) points out a variety of governmental initiatives were developed when democracy came into power, namely: the White Paper, RDP and the 5-year Growth Employment and Redistribution (GEAR) macro-economic strategy. According to Maramura (2022: 1), most communities, notably in rural areas in SA, were still left underdeveloped. During pre-1994, municipalities were designed with the aim of addressing service delivery issues in urban areas, at the expense of rural communities. Maramura (2022: 1) points out enhanced service delivery and good governance post-1994, was effectively prioritised by the government. Additionally, Maramura (2022) explains development in rural communities was well-prioritised after the democratic government took over.

When South Africa gained independence in 1994 apartheid governance continued in the current government (Maramura 2022) creating many challenges for the new dispensation. Nevertheless, the Cooperative Governance and Traditional Affairs (CoGTA) asserts public service delivery protests have become a frequent occurrence due to poor governance and differences in local municipalities (COGTA 2020). These public service delivery protests are, furthermore, associated with limited resources and municipal inability to provide basic services to the communities. CoGTA (2020) contends there is an effective need to build up the governance in municipalities and also enhance LG's developmental state.

As highlighted by the Department of Planning, Monitoring and Evaluation (2012), post-apartheid required a system of reformed governance that allows individuals in SA to claim social and political ownership of the country. However, this meant adopting a

new transformative system, in terms of addressing service delivery. Nevertheless, after 1994, it was necessary to modernise the South African public service, in order to be more effective, accountable and transformative. Since the democratic government was established, the apartheid laws and policies were abolished (Department of Planning, Monitoring and Evaluation 2012)

Numerous policies and legislative frameworks were formulated In South Africa post-1994, to address service delivery and inequalities of the past, according to Sello and Ntsako (2015: 6). The authors further highlight South Africans expected an enhancement of public service delivery that would eradicate the apartheid legacy, particularly in rural and poor urban places. Nonetheless, many citizens in the country debate that this democratic government does not translate into better service delivery (Sello and Ntsako 2015).

The WPTPS was published by the Department of Public Service and Administration (DPSA) after 1994. This white paper outlined the eight Batho Pele principles, namely; courtesy, information, redress, and value for money, along with access, service standards, consultation, as well as openness and transparency. Sello and Ntsako (2015: 17) are of the view it is vitally important to take the legislation and policy framework into cognisance, with regard to the provision of public services to communities.

In 2011, the South African government introduced the National Development Plan (NDP), to assist as a policy formulation framework towards reaching its 2030 vision. In addition, Sello and Ntsako (2015: 25) argue policies related to governance and service delivery ought to be developed and enriched until the objectives of the RDP frameworks are accomplished. Sello and Ntsako (2015) aver, while the relationship between service delivery and governance is crucial, it is also essential to criticise the public sector and its governance. However, the authors concluded democracy in SA is relatively much better, compared with other countries that received freedom earlier, before South Africa did.

Nkomo (2017: 1) points out the democratic government in SA has, since the year 1994, extended basic public services to poor communities, rural areas and townships. Nonetheless, the author also emphasises that several public protests and violence

have occurred (Nkomo 2017: 15); these protests were contributed to empty promises from politicians.

Ntliiywana (2017: 132) asserts the new government in SA desired to correct all structural injustices of the apartheid government and to also enhance the quality-of-life of South Africans. Further to this, Ntliiywana (2017: 133) notes the post-apartheid government's strategic objectives were to form a non-discriminatory government intent on building an inclusive and democratic society. In this regard, the WPTPS notes the following eight areas, mostly prioritised, in order to meet transformation in SA:

- Development of employees;
- Promotion of professional ethics;
- Transformation of delivery service to the public;
- Effective conditions of employment and labour relations;
- Restructuring the Integrated and learner public service;
- State democratisation;
- Affirmative Action that is effective;
- Management of good accountability.

In order to meet the service delivery objectives of the LG, Ntliiywana (2017: 138) confirms the South African government had to guarantee a direction change in terms of public spending. In addition, this objective was mainly triggered by the essential requirement to address past injustices. According to the argument made by Ntliiywana (2017: 2), the LG in SA still experiences poor service delivery, despite the introduction of the new Public Management. The government of SA has been placed in a situation of rethinking its theoretical position, due to the persistent dysfunctionality of the majority municipalities. After the apartheid government was abolished, there was a critical need for rapid service delivery in order to fix the wrongs of the apartheid government. Consequently, Ntliiywana (2017: 16) articulates this resulted in the South African government introducing the new Public Management, as a framework for the national, provincial and local sphere of government. This new Public Management aimed to address service delivery across South African communities. Furthermore, Ntliiywana (2017: 19) also highlighted the LGTAS was developed to address service delivery challenges in SA, adding the following areas of concern were highlighted by the LGTAS:

- An extremely serious lack of ethical leadership and challenges of governance in South African municipalities.
- Weak accountability of councillors to communities.
- Majority municipalities are unable to provide services to communities.
- Inequalities remain in the municipal activities.
- Poor financial management in municipalities.

The assessment of the LG status remained unsatisfactory, even after five years (Ntliiywana 2017: 138). In confirmation, Masiya, Davids and Mangai (2019) take a critical view, providing a strong argument that despite post-apartheid, LG continues to experience issues with regard to public service delivery to communities. They additionally note the South African government has prioritised LG reforms in order to solve service delivery issues. Masiya *et al.* (2019) declare the government in SA promulgated the white paper on LG during the year 1998, with its aim to effectively provide guidelines to municipalities to interact thoroughly with their communities.

Post-1994 in SA, in order to tackle service delivery and good governance, the MFMA (2003), Municipal Systems Act (2000) and Municipal Structures Act (1998) were promulgated.

The MFMA, 2003, aims to provide a holistic guideline with compiling budgets and stating the specific time frames. The Municipal Systems Act, 2000 aims to provide the municipal services that are provided in the most economic and effective manner. The Municipal Structures Act aims to promote external consultations and public meetings.

2.8 FUNCTIONS AND POWERS OF SOUTH AFRICAN MUNICIPALITIES

Chapter 2 of the Constitution (SA CA 1996) clearly highlights the powers, as well as the functions of municipalities. According to Section 156 of the Constitution, these are:

- A municipality has the right and executive authority to administer LG matters;
- A municipality may establish laws to promote effective administration, there is a necessity within the municipality to exercise any power concerning the effective performance of its functions;
- A municipality has the executive authority to manage any matter allocated by the provincial and national legislation; and

- The municipality must align with provincial and national government compliance standards.
(SA CA 1996)

2.9 CATEGORIES OF MUNICIPALITIES

Section 156 of the Constitution (SA CA 1996) explains the categories of municipalities in SA. The first, Category A, is referred to as a Metropolitan Municipality and in terms of this category, the executive authority establishes rules over its area of jurisdiction. Second is Category B or the local municipality. In terms of this category, the LG shares authority with two district municipalities. The last is Category C, referred to as a district municipality, with the authority to establish rules in areas that encompass more than one local municipality. The district municipality shares authority with the local municipality.

2.10 CODE OF CONDUCT FOR MUNICIPAL COUNCILLORS

Schedule 1 of the Municipal Systems Act (RSA 2000) highlights the Code of ethics for councillors. This code of conduct refers to the general conduct the councillor should abide by, specifying how councillors must perform their duties and functions honestly, in good faith and in the most transparent manner. Therefore, councillors should always act with integrity and without compromising the credibility of the metropolitan, local or district municipality.

According to the Municipal Systems Act (RSA 2000), councillors are elected by the community to demonstrate effective representation for local communities and ensure a good mechanism for accountability, while also meeting the priority needs of the community at large. The following are some of the code of conduct items for councillors:

- All councillors must, always, attend all meetings of the municipal council and committee;
- Duties and functions of councillors should be performed with integrity, good health and in the most transparent way;
- Any direct or indirect private business interest by the councillor must be disclosed to the municipal council;
- A councillor may not abuse his/her power for private gain or to improperly benefit another person;

- Financial interests held by the councillor must be declared in writing within 60 days in office, and these interests include:
 - directorship,
 - partnerships,
 - interests in property,
 - remuneration and employment,
 - membership of any close corporation and any other financial interest;
- A councillor may not require or accept any reward or gift;
- A full-time councillor shall not be allowed to accept any other paid work, unless there is consent from the municipal council;
- A councillor may not disclose any confidential information without the consent of the municipal council or a committee;
- A councillor may not benefit from any asset owned or managed by the municipality.

The municipal Education and Training Unit (ETU) (2011: 8) summarised the aspects of the code of conduct for municipal councillors as follows:

- A councillor may not be in arrears to the municipality for a period longer than three months for any rates and any service charged;
- A councillor may not accept or beg for any gift for voting on any specific matter; and
- A councillor may not interfere in the administration and management of any department of the council, unless mandated by the council.

Section 152 of the Constitution (SA CA 1996) explains the councillor must be able to account for their performance and non-performance. However, this clearly means councillors should have a broad understanding regarding the consequences of their conduct and they should, at all times, adhere and conduct themselves according to the code of conduct issued by the Municipal Systems Act (RSA 2000). Nonetheless, when the council notes a councillor who has breached the ethics code, the council can impose punishment by:

- a) providing a formal warning to the councillor;
- b) reprimanding the councillor of his/her wrongdoing;

- c) fining the councillor;
- d) requesting the MEC to suspend the councillor or requesting the MEC to completely remove the councillor from office.

2.11 VALUE-BASED LEADERSHIP THEORY RELATING TO ETHICAL LEADERSHIP

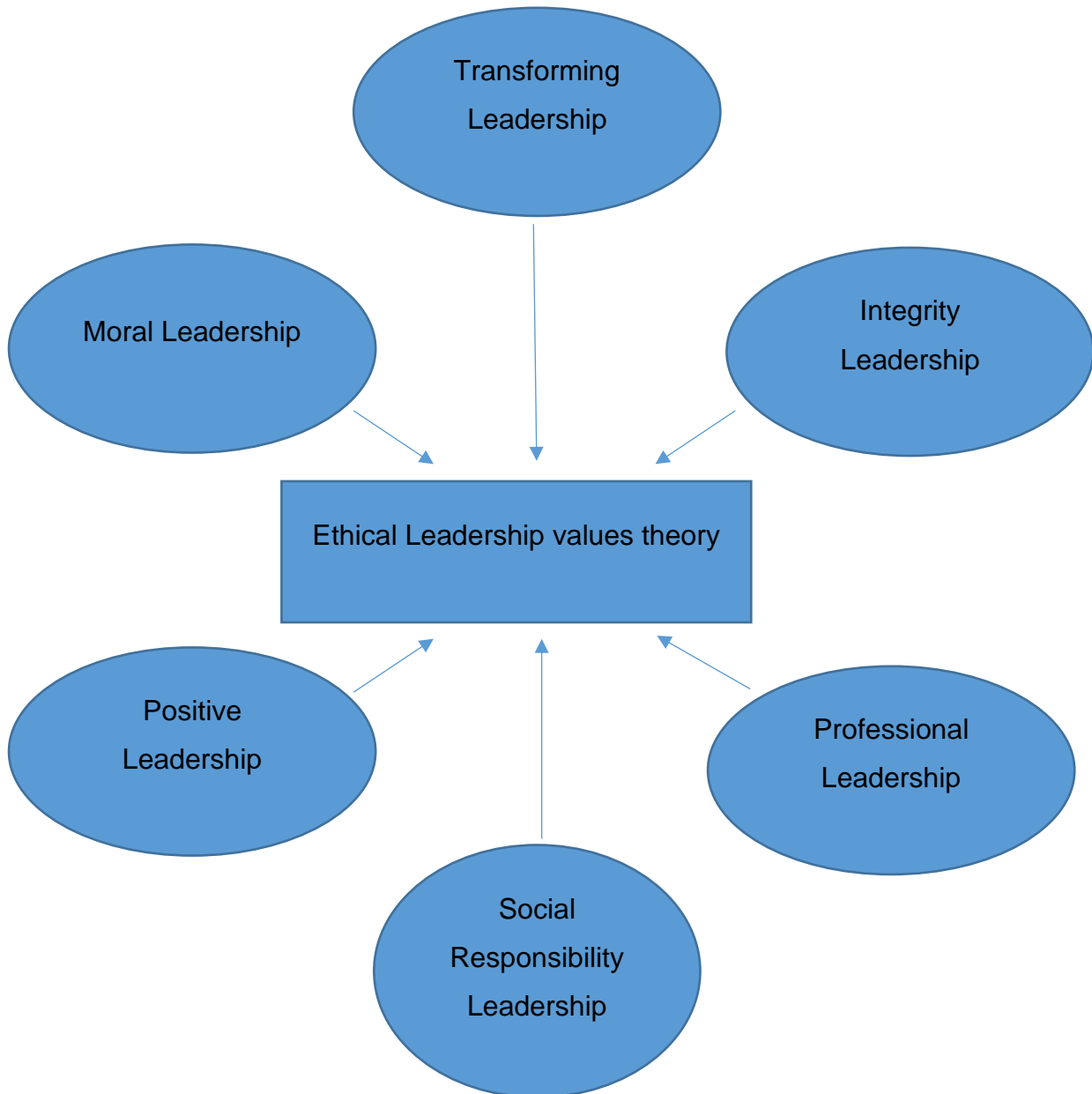


Figure 2.5: Ethical Value Based Leadership

Source: Van Wart (2014)

Transforming Leadership: Ngubane (2021:5) asserts there is an immense interconnection between ethical leadership and transformational leadership, in actual fact, none of these leadership approaches can be implemented positively without each

other. When leaders approach these theories, they can excel and sacrifice the necessity for individual gain, thereby ensuring success within the community (Ngubane 2021: 5).

Integrity Leadership: On the one hand, Ngubane (2021: 3) states there is an enormous association between integrity leadership and ethical leadership. Van Wart (2014), on the other hand, is of the view integrity leadership has several meanings and is based on principles, values, actions, thoughts, social background and thoughts of individuals. Ngubane (2021: 4) highlights the primary values of a great leader include, among others, respect, fairness, credibility, and trustworthiness, as well as integrity and accountability. The author adds this kind of leader formulates a plan for progressive interaction with their followers. Leaders are mainly responsible for self-regulation and have the ability to understand the emotional behaviour of their followers. Ngubane (2021: 4) provides a view that ethical and integrity leaders are viewed as one and provide a positive aspect of leadership.

Professional Leadership: An approach of Professional leadership leads to ethical decision-making within an institution (Ngubane 2021: 4). However, this certainly means professionalism can be seen as a tool to achieve ethics in the workplace. This leadership approach is a principle-based approach. Moreover, this leadership approach relies more on the ethical codes based on doing things right and exhibiting the right behaviour. Ngubane (2021: 4) points out the main challenge with this approach, is it may take months or a year to be adopted, as it can be achieved through professional training.

Social Responsibility Leadership: According to Ngubane (2021: 5), this model describes servant leadership. Furthermore, this approach is mainly based on improvement of individual wellbeing. Ngubane (2021) states this type of approach goes well with social responsibility, as an ethical responsibility ought to be followed that includes enhancing the human rights, environmentally friendly etc. Municipalities in SA therefore have a social responsibility motive and must incorporate it because of their closeness with the community.

Positive leadership: A positive leader, as explained by Ngubane (2021), promotes characteristics that encourage self-empowerment and self-awareness. Ngubane

further states positive and authentic leaders are more self-aware with regards to their emotions, values and perceptions.

2.12 ETHICAL LEADERSHIP AND SERVICE DELIVERY CHALLENGES IN ADMINISTRATION OF SA MUNICIPALITIES

Mbandlwa *et al.* (2020: 5) state the government in SA exists at all levels mainly to provide public services to citizens. These services may include social, protection and health services, as well as education, roads, home affairs, and more. Government institutions are seen as custodians of public funds; hence, ethical leadership is of utmost importance in public services. Nevertheless, it is also noted by Mbandlwa *et al.* (2020: 5) that ethical leaders are mostly needed in government institutions to manage public funds and provide services in the most effective manner. The significant challenge seen in the administration of government is political leadership, which mainly relies on the administration to formulate procedures and processes to be adhered to in public service delivery (Mbandlwa *et al.* 2020: 5).

It is, consequently, vitally important for government institutions to have political leaders who fully understand government systems and have ethical leadership characteristics, in order to meet government objectives. The leaders in government that do not understand and adhere to the impact of legislation, policies and procedures on public service delivery, are mostly engaged in compromising ethics and likely to manipulate processes. Mbandlwa *et al.* (2020: 6) assert a good reputation for any institution is earned when the quality of the service experience takes centre stage. This means leadership must always prioritise community needs, as well as the expectations of the community at large. Nonetheless, Berman *et al.* (2016: 60) find major changes in corporate globalism, the external environment, value changes, as well as management, have affected public service delivery. Additionally, the information explosion further raises ethical issues that require new skills.

A study conducted by Irwin (2011) concerning the development of ethics, shows fraud, corruption as well as bribery, mainly stem from unethical leadership. However, data regarding corruption showed 24 percent of South Africans agree corruption had declined, while 14 percent felt corruption remained the same, and 62 percent agreed it had mostly increased; this is according to Statistics SA (StatsSA) (2017: 5).

Furthermore, StatsSA highlights people in SA perceive public servants as people who effectively indulge in corruption and ignore good ethical leadership.

Mbandlwa *et al.* (2020: 7) assert unethical leadership slows the provision of necessities to the public; however, the total number of municipalities in KZN is 54 and of these, 53 received a qualified audit report for 2018/19. According to the AG, the main reason for these qualified audit findings is based on poor ethics and a lack of ethical leadership by those in position of power. A qualified report describes certain discrepancies in the prepared financial statements.

BusinessTech (2017) emphasised the AG reported 14 municipalities in SA have lost a clean audit opinion, which indicates a critical need for ethical leadership in LG and the public service. Cloete (2022: 46) maintains “the municipality is as strong as the people working within it, and culture (professionalism) is shaped by what it allows or does not allow. So, if there is no consequence for poor performance, then this becomes the dominant culture”. He adds that, “We neither have a policy problem, nor a money problem in SA. We have an implementation problem”.

All public servants had previously been urged by the DPSA to enrol in and complete an ethics course through the National School of Government (NSG). With regard to senior management services, a manager training course to train senior staff “in the effective and efficient functioning of the Public Service” had been developed in 2018 by the DPSA. BusinessTech (2022) also reported on findings published and issued by the Bureau for Economic Research (BER) based on the state of municipalities in SA. The BER findings mainly concentrate on possible factors why numerous cities and towns fail to provide necessities to the community. Some of the major issues are discussed below:

2.12.1 Lack of Human Capital Skills and appointment of unqualified officials in South African municipalities

The shortage of capacity and competency skills in South African municipalities has been the main reason for poor LG performance (BusinessTech 2022). It is stated that across all Metropolitan and local municipalities in SA, 16.4 percent of positions were vacant in 2019. In the Intermediate City Municipalities (ICMs), the high vacancy rate is seen as a major concern, with roughly 24 percent vacant positions recorded (BusinessTech 2022). Toxopeus (2019) found a lack of skills, expertise, and

knowledge in municipalities, with these skills necessary to execute the duties of functions, and vacancies not filled which, in turn, hampers service delivery.

Isaacs (2016) asserts it is imperative the public service is staffed by very experienced, competent and qualified employees to ensure transparency, integrity, as well as sound responsiveness to the community. Further to this, the author alludes to additional skills training being necessary for these employees to become more creative and innovative in the provisioning of services to the community. Meyer and Venter (2014) argue insufficient HRM systems are often compromised and are not good at retaining skilled personnel, while Khambule and Mtapuri (2018) highlight additional service delivery challenges posed by poor leadership and governance, corruption, and the inability of the public service to retain competent employees.

Dintwa (2021) comments on a report issued by the SABC, revealing municipalities in SA with a poor performance record, due to the appointment of officials who are not qualified to deal with municipal financial matters. According to Dintwa (2021), the AG report of the SA municipalities audit for the financial year 2019/20, highlights only 27 of 257 municipalities received a clean audit report, while irregular expenditure of R26bn was also shown for South African municipalities. As Dintwa (2021) explains, municipalities need more competent staff in the finance department to deal with the financial statements needed by the AG. Therefore, every municipality should ensure HR finds suitable and competent candidates for financial matters in municipalities.

Concerns were brought to light by BusinessTech (2021) of senior municipal officials who do not meet all the minimum competency levels. Furthermore, the BusinessTech report highlights the Minister in the Presidency, Khumbudzo Ntshavheni, clearly states almost half the senior municipal officials in SA are not competent enough to meet the government's prescribed minimum competency levels. The BusinessTech (2021) report points out that 13 years ago, in the year 2008, minimum competency levels were introduced for MMs, as well as other municipal financial management officials. It also shows the following:

- Minimum competency levels have been achieved by 53.7 percent of senior managers,
- Only 128 of 248 Chief Financial Officers (CFOs) have achieved the minimum competency levels,

- Only 1 565 of 2 747 municipal officials achieved the minimum competency levels. It is further asserted in the BusinessTech (2021) report that much more work needs to be conducted, mainly to ensure senior managers in South African LG have the required competencies, as well as the skills needed to execute the job. The minimum competency levels are indicated in the municipal regulations, published in 2007. These minimum requirements for every position require at least an NQF Level 7, such as a Bachelor's Degree. BusinessTech (2021) also stated some of these competency levels have been adjusted, which include an NQF level 7 qualification and an advanced diploma.

In an updated report, BusinessTech (May 2022) explained, as prescribed by the DPISA, employment as a senior manager in the SA government (level 13) requires an undergraduate qualification at NQF level 7 (bachelor's degree or advanced diploma) as well as, five years' middle management level experience. For more senior roles at level 15 or 16, a postgraduate qualification at NFQ level 8 (postgraduate diploma, bachelor's degree or honours degree) and eight years of senior management level experience are required.

A draft National Implementation Framework published In December 2020 by the DPISA, with the aim to professionalise the public service, directed by the NSG, according to a report by BusinessTech (May 2022). The aim of the draft framework is to create a public service that is not only capable, but also ethical and developmental. Nonetheless, the framework does not perceive qualifications, for example, certificates, diplomas, and graduate degrees, as the only indicator of professionalism. The focus is, instead, on using training programmes to develop wider skills, along with formal acknowledgement and recognition of the experience held by public servants in governance, with a broader focus on public service sector ethics and conduct (BusinessTech May 2022).

Two years prior to the draft framework being published, Luke (2018) highlighted a shocking statement by the then Minister of Finance, Nhlanhla Nene, who issued appalling statistics relating to competency levels of accounting municipal staff. This underscores that approximately half of South African MMs, as well as the CFOs, are unsuitable and non-competent to conduct their jobs. These (in) competency levels were revealed in parliament during discussions of question-and-answer sessions.

Moreover, Luke (2018) points out that Minister Nene indicated only 79 of the 218 qualified CFOs were appropriately qualified to manage municipal funding. More disconcerting though, is that almost a decade ago the South African LG Association (SALGA) (2012) issued a report asserting that unqualified staff in LG cannot be fired or dismissed; yet, roughly 70 percent of municipal officials were not competent enough to execute their duties.

On the one hand, 22 councils were unable to fully account for R6bn, according to Phillip (2021), who determined this from municipal audit results released by the AG for the financial year 2019/20, calling attention to municipal audit outcomes in SA that show billions missing because of incompetent finance officials and corruption.

Merten (2021), on the other hand, states all municipalities in the Free State province did not receive a clean audit outcome from the same audit, while financial statements were not submitted by eight of the councils in the province. The MMM was beset by service delivery protests over slow service delivery and the failing of financial statement submissions. According to a report by Chetty (2021), there was an outrage on social media platform, Twitter, following a formal complaint lodged with the South African Public Protector, which alleges a local municipality hires managers with Grade 11 as their highest qualification. The author named the said LG as Disobotla Municipality in the North West province.

On 11 May 2022, it was reported by SA's government that it has made headway in reducing the number of unqualified senior managers employed in the public service, however, at least one in four is still found lacking (Gerber 2022). The acting minister of public service and administration, Thulas Nxesi, said during a parliamentary at the time that 25.9 percent of senior managers on the government's Personnel and Salary System (Persal) do not have the requisite qualifications needed for their position (Gerber 2022). This is down from approximately 35 percent of these managers in April 2021. The department said its systems reflect 9 309 senior managers on its payroll, with 2 412 of those being 'unqualified' as of 2022.

The Public Servants Association (PSA) of SA, nonetheless, asserts the reality is 70 percent of rural municipalities' revenue is derived from grants, in comparison to a 24 percent dependence on grants for metropolitan municipalities, and 28 percent for large towns that are non-metros. However, with municipalities "at the coalface of some of

the country's major socio-economic challenges; they interface directly with impoverished communities. Even when resources are made available, however, they are often underutilised" (PSA 2015: 1). As example, the PSA highlights the Municipal Infrastructure Grant (MIG), which it describes as "a R15,5 billion pot of money that is meant to help under-resourced municipalities build basic infrastructure, and which is chronically underspent. In the 2013/14 financial year, R1.9 billion was left unspent in the MIG".

Most importantly, this "pervasive under-spending points to the second explanation: a chronic lack of capacity" (PSA 2015: 1), which remains as the main reason for poor LG performance and maladministration of resources.

2.12.2 Mismanagement of Funds

As outlined in a report issued by BizNews (2021), municipalities have wasted approximately R186 billion over a period of 10 years; attributed to excessive irregular spending and the real figures may, in fact, be higher. Furthermore, financial statements of some municipalities were not submitted on time and some submitted financial statements were not credible. In addition, the mismanagement of funds, as well as corruption, are a serious concern in South African municipalities and the wasted R186 billion could have provided very good and decent service delivery (BizNews 2021). The My Broadband report referenced points out that municipal officers are very aware they will be held accountable, but continue to steal public funds.

There is a lack of financial management as well as accountability in most South African municipalities (Meyer and Venter 2014); however, this increases cases of fraud as well as misuse of municipal assets. Mantzaris (2014) stresses the lack of experience, transparency and accountability is mostly the product of financial mismanagement in LG, adding that effective and strong leadership is vitally important in managing financial resources of local authorities to improve service delivery.

Of the wasted funds, the report (BizNews 2021) explains 1bn was spent on consultants to compile the basic financial statement. Nonetheless, the municipalities still failed to produce suitable financial statements, even with the help of these consultants. Mismanagement of funds and corruption in municipalities are, therefore, a major problem, with the way money is spent resulting in poor service delivery. Noteworthy news (BizNews 2021) is the AG has been allocated the powers to fully intervene in

serious irregularities; in the past, the AG was only allowed to provide insight, input and recommendations to its audit regarding funding of the municipality. Furthermore, in terms of the Public Audit Amendment Act, 5 of 2018, the AG has all the power to provide and issue a debt certificate to recover revenue from individuals implicated in irregularities.

Irregular expenditure for a 10-year period (BizNews 2021) is tabled below:

Table 2.2: Irregular expenditure 2011-2020

Period/Year	Irregular Expenditure at South African Municipalities
2011	R7, 323, 000, 000
2012	R8, 882, 000, 000
2013	R13, 083, 000,000
2014	R11, 761,000,000
2015	R14, 750,000,000
2016	R16,810,000,000
2017	R29,700,000,000
2018	R25,200,000,000
2019	R36,060,000,000
2020	R26,000,000,000
TOTAL	R185,569,000,000

According to a BusinessInsider SA (2020) report, many municipalities in SA are “drowning in debt” and, therefore, unable to pay for electricity and water. The report draws attention to some of the worst circumstances of the mismanagement of funds in the country’s municipalities:

The first example is that of Fezile Dabi District, which is situated in Sasolburg, and its “financial statements disaster”, where the financial statements for the district were prepared by at least two consulting firms. A payment of R300 000 was issued for the first consultation to prepare the financial statements, however, the prepared financial statements were rejected by the MM, claiming it was of a “poor quality” (BusinessInsider SA 2020). Afterwards, there was no follow-up or action taken by the municipality to request the consultant to re-do the work. Instead, another consultant was paid an amount of R1.6 million to prepare the financial statements, with

unsatisfactory results by the second consultants, as there was no due care when they prepared the financial statements.

The second is where millions were spent on a new tarred road in Dihlabeng municipality, situated in Bethlehem, with R1.5 million more than budgeted was spent. BusinessInsider SA (2020) also points out the project was completed six months late and, after completion of the project, the management did an inspection and identified major cracks on the road and lack of storm water drainage. The third example, Moqhaka Sewage, led to the contamination of drinking water, according to BusinessInsider SA (2020), because the Kroonstad municipality did not fully maintain repairs of the Wastewater Treatment Works.

Other examples include the lack of internal audits (IA) for five years in Nala, based in Bothaville, in the Free State province, whereby a unit of the IA failed to successfully produce reports for five years, while there is a salary remuneration of R800 000 per annum. BusinessInsider SA (2020) adds this is all due to the BusinessInsider head of the internal unit not having the relevant skills, competencies and required qualification. In yet another instance, huge compensation of R900 000 was paid to the wrong supplier, Collins Chabane, and only R225 000 was recovered.

A further example is the “non-investigation of dodgy spending” in Modimolle Mookgophong, this municipality is situated in Waterburg and millions of funds for irregular expenditure, as well as unauthorised and wasteful spending were not investigated. BusinessInsider SA (2020) states there was no consensus between the political parties on what processes to be followed when conducting the investigation. A last example is the Vhembe local district municipality, situated in Limpopo province that lost R369 million due to the VBS mutual bank collapse, which stated it could pay for maintenance of water pipes and other boreholes (BusinessInsider SA 2020).

In the opinion of Mbanyele (2021), on the report of Good Governance Africa, there are many ways the municipality can generate revenue and this can be grouped into two main categories. The first includes grants from other spheres of government, while the second comprises property rates from households, as well as water, electricity, sanitation, and traffic fines, along with penalties for by-law contraventions and other service charges. However, the flow of money in the municipalities encourages corruption for some municipal officials (Mbanyele 2021). Poor management of funds,

lack of internal controls, and inadequate political leadership provide the roots of theft in municipalities.

Mbanyele (2021) states the AG highlighted major concerns relating to the mismanagement of public funds, which in turn creates major challenges in operational services and poor service delivery. In addition, during the budget speech in February 2021, the finance minister indicated many municipalities still experience distress due to mismanagement. The author draws attention to the summary of the AG's presentation regarding municipalities in SA and stated of 257 municipalities, only 27 managed to receive a clean audit for the financial year 2019/2020 and in the list, only one Metropolitan municipality managed to receive a clean audit, namely the city of Ekurhuleni (Mbanyele 2021).

On the one hand, 26 billion was recovered in 2020 for irregular expenditure incurred in 246 municipalities in SA. On the other hand, there are 22 worst performing municipalities that lack basic internal controls and financial accountability. It is noted these municipalities failed to provide accountability of how R5.5 billion was spent (Mbanyele 2021). The Covid-19 pandemic effect on the country further caused municipalities to mismanage public funds, whereby procurement processes in municipalities have been characterised by mismanagement, as well as wasteful and irregular expenditure (Mbanyele 2021).

Dlamini (2021) highlights the opinion of AG Tsakani Maluleke, who stated the best way to recover from the worsening situation of the country's LG is the appointment of firm and ethical leadership. According to Dlamini (2021), the AG remains concerned the solutions and recommendations put forward to municipalities are still not implemented and the municipalities continue to be faced with numerous challenges.

Lack of effective and efficient financial management has been one of the matters creating challenges in South African LG. Laubscher (2012: 66) finds mismanagement of finances provides a barrier for South African public sector progress, growth, as well as development. Mismanagement of finances in the public sector imposes threats on the economy and, consequently, affects the honesty and integrity of the government. The author adds that when the government loses money because of poor finance management and corruption, they are obligated to improve the financial loss by imposing tariffs and taxes. The following are some examples that describe the

mismanagement of finance: failure to provide all relevant statements to the AG, failure to carry out functions according to the prescribed legislation, improper behaviour of public officials, and providing wrong directives to law enforcement officers, as well as neglect of duties (Laubscher 2012: 66).

Laubscher (2012: 66) emphasises findings from a report issued by the Free State AG for the year 2009/2010, showing R1.2 billion of tax payer money wasted by Free State municipalities, without any accountability given. In this regard, Laubscher (2012: 68) states there was no proof of transactions that amounted to R258 million in the Matjhabeng Municipality. Additionally, municipalities in SA generally do not adhere to relevant legislative protocols, there is a lack of proper cash flow, and assets that mostly took years to build are often stripped. Nonetheless, this clearly stresses these municipalities do not take the criticism by the AG seriously, as it seems there is little improvement in municipalities (Laubscher 2012: 66).

Another challenge seen as a mismanagement of finances in the municipality, is the hiring of consultants at an excessive cost, to recover their financial management. A good example is a municipality in the Free State (Moqhaka Municipality) that had 83 officials in the finance division, yet this municipality still hired consultants to execute the work for them. Laubscher (2012: 67) refers to a report in *Volksblad* (5 July 2011), stating the total consultant costs amounted to R30 million for the year 2009/2010 in the Free State province. Laubscher (2012: 67) avers private consultants are “not at the heart of public accountability but mainly seek profit for the private sector”. This makes it of utmost importance that the government enforces encouragement of municipal officials to acquire a high level of skills in finances and management (Laubscher 2012: 67).

2.12.3 Poor financial recording system in municipalities

According to SALGA (2015), records management can be defined as the activities needed to control the formulation, circulation, usage, and maintenance, as well as disposal of information recorded. Leadership, financial management, governance and institutional capacity are the four pillars of records management (SALGA 2015).

Section 62 (1) (b) of the MFMA outlines the MM’s tasks as to fully engage in reasonable steps to ensure proper and good financial records are maintained. SALGA (2015) highlights the key component of information management is proper records

management, where the following are some of the challenges associated with record management in South African municipalities: non adherence to legislation, lack of internal controls, lack of proper record keeping, as well as consultant reliance, in addition to lack of performance, officials are unskilled in municipal records management, and there is a lack of provincial archives legislation adherence and understanding.

SALGA (2020) details the following legislation prescriptions officials should adhere to when conducting records management:

First, Section 195 of the Constitution indicates the principles that govern public administration; such principles include: effective, economical and efficient use of resources, accountable and transparent administration, and accessible and accurate provision of information.

Second, Section 10 (I) of the National Archive Regulations states the government body head is responsible for ensuring records are maintained and managed in terms of relevant legislation.

Third, the National Archives and Records Service Act (Act 43 of 1996 as amended) focuses on ensuring effective records management functions within the government.

Last, Section 62 of the MFMA clearly states the Accounting Officer of a municipality should manage the financial matters and administration of the municipality, also taking reasonable steps to ensure the municipality uses the resources in the most effective and economical manner.

According to Medina-Garcia (2019), the four recorded management challenges identified in LG are: lack of records disposition, a struggle to track certain files, lack of producing reports from record software, and the inability to manage electronic records.

2.12.4 Infrastructure challenges

The municipality's task is to effectively develop and maintain infrastructure to ensure water services are delivered effectively. There is a serious backlog challenge in the infrastructure maintenance for some municipalities, as a result of their financial constraints. Moreover, municipalities in SA still fail to deliver on projects because of poor financial management, although there is sufficient support from national government (Toxopeus 2019).

Masitha (2018: 20) highlighted some factors that lead to poor infrastructure management in a municipality and stated maintenance is viewed as a problem with improved delivery of services partly dependent on equipped maintenance. This results in a lack of infrastructure maintenance management strategy implementation. The principles of co-operative government and intergovernmental relations are clearly described in section 41 of the Constitution (SA CA 1996). Cooperative governance fosters a culture of cooperation with other departments. Masitha (2018: 21) emphasises that towns, cities and villages provide public functions jointly as they come together.

A lack of “anticipation in devolving maintenance of road responsibilities” is, nonetheless, effectively stated by the International Labour Organisation (ILO 2005: 15). According to Sieber (2012: 6), the poor conditions of roads may be due to corruption such as fraud, poor quality of construction, misuse of resources, and not investing in routine maintenance.

Magubane (2021), commenting on a report by News24, is of the view that since municipalities are struggling with infrastructure challenges and funds, the private sector would be a critical requirement to ramp up infrastructure development in South African municipalities. Private sector assistance would be very beneficial in assisting LG to access funds for economic as well as social infrastructure developments. There is, however, a programme that intends to assist the South African Government with the NDP implementation. This programme is known as the Infrastructure Investment Programme for South Africa (IIPSA) and, according to Magubane (2021), the IIPSA mainly exists to improve economic growth and service delivery in SA, as well as in the Southern Development Community Plan.

The Financial and Fiscal Commission (FFC) is of the view there should be faster economic growth to meet the government’s social and economic goals, stating there should be revisit of public capital expenditure. SA is faced with numerous challenges relating to infrastructure management, lack of intergovernmental coordination processes, lack of accountability, and huge requirements of infrastructure payments, as well as lack of capacity at sub-national level. Some of the challenges faced relate to infrastructure management, with these challenges affecting the delivery of services to the community at large (FFC 2016).

The FFC (2016) states there should be maximisation of public investment efficiencies through investment spending. Further to this, the development and full funding of the National Infrastructure Plan, re-doing and redesign of the conditional grants, public debt raising and integrating infrastructure planning of procurement is proposed by the FFC.

2.12.5 Solid Waste Management challenges in municipalities

It is noted by Polasi, Matinise and Oelofse (2020: 6) that the municipalities in SA still experience challenges relating to effective waste management, with four broad challenges identified namely: operational, financial management, legislation and planning and management.

Since the Covid-19 pandemic, major challenges relating to waste management have arisen across the world, the Drakenstein Municipality (2020) states, as with the crisis in healthcare, the Covid-19 pandemic also caused similar crises in the waste management infrastructure. Developed as well as undeveloped countries experience challenges in managing healthcare waste. However, UNEP (2020) formulated certain guidelines, with the aim of assisting countries to deal with waste management during the Covid-19 pandemic.

StatsSA (2016) highlights that, over the years, the legal prerequisite for municipalities to provide refuse removal services have become more demanding. Challenges faced in waste management removal are discussed below:

2.12.5.1 Municipal Fleet challenges

It is explained by Polasi *et al.* (2020) that poor management of the transport fleet for waste collection in municipalities is a major cause of problems. When waste collection trucks are not regularly serviced it could lead to multiple failures. Some reasons for the municipality to not regularly service the trucks is due to lack of spare capacity, costs associated with servicing the trucks, and the old age of the fleets.

2.12.5.2 Staff shortage and insufficient equipment

Sustainable waste management services are mostly determined by appropriate infrastructure (Polasi *et al.* 2020: 8). According to the eThekweni municipality (2016) Integrated Waste Management (IWM) Plan, there is a lack of infrastructure and manpower in municipalities; this poses challenges in waste management services. The Council for Scientific and Industrial Research (CSIR 2011) finds that people are

given plastic bags in areas where municipal waste trucks cannot collect the waste, and are required to place these where the trucks can reach. The Department of Environmental Affairs (DEA) also states the biggest challenge in municipalities is the aging infrastructure (DEA 2012). Therefore, this makes it very difficult for the municipality to manage waste properly, due to malfunctioning infrastructure. The DEA (2012) highlights that, in this context, infrastructure is referred to as: collection vehicles, weigh bridges, landfill compactors, and so on.

2.12.5.3 Illegal Dumping

Illegal dumping is mainly caused by the lack of regular waste collection services (Polasi *et al.* 2020). This non collection of waste is caused by fleet problems of the municipalities. However, residents see it as an opportunity to dump waste illegally. The City of Johannesburg (COJ) (2011) states it has become the municipality's responsibility to clean up the mess made by residents, at extra cost. Abel (2014) notes cleaning up this illegal dumping can cost up to 30 times more than the correct disposal of waste. Nonetheless, the DEA (2012) maintains operational challenges remain, which include the backlog in waste collection, lack of recycling infrastructure, and the unwillingness by communities to recycle.

2.12.5.4 Legislation

Polasi *et al.* (2020) affirm that every country in the world, including SA, has laws regarding landfill sites; such laws in SA include the National Environment Management Waste Act (Act 59 of 2008) (RSA 2008), as well as prescribed norms and standards for disposal of waste to landfill. One of the most significant requirements for landfill sites is the operating license, which is issued by the Competent Authority (CA). The CA checks all necessary legislation requirements before issuing an operating license.

The Waste Act (RSA 2008) and the Constitution (SA CA 1996) are some of the laws that govern waste management in SA. Waste managers are obligated to abide by these prescribed legislative pieces, as they are meant to assist them to manage waste in the most significant manner. However, a lack of policy adherence exists in the waste management field (UNEP 2018).

The DEA (2018a) finds in some SA municipalities, such as Buffalo City Municipality, there are law enforcers trained to enforce peace, however, due to staff shortages they

are not effective. Therefore, this peace officer staff shortage contributes to increase illegal dumping (Polasi *et al.* 2020).

2.12.5.5 COVID-19 Pandemic

The rest of the world, including SA, has been impacted by the COVID-19 pandemic, resulting in numerous challenges to municipalities. Some challenges, with specific reference to waste management, include that waste pickers are neither seen nor recognised as essential workers and were, therefore, unable to render their services under alert level 5 of the lockdown. Waste Management should, nonetheless, continue regardless of any interruptions, as it is listed as an essential service, with health and safety protocols to be adhered to and social distancing required, with the main aim of protecting waste collection staff. Moreover, the integral part of the waste management system is recycling and this is not listed as an essential service (Polasi *et al.* 2020).

2.12.6 Corruption of municipal officials and criminal intent from residents

Corruption is defined as the misuse of authority given to the person that holds a position of power; this could be done by municipal officials, politicians or public officials (Laubscher 2012: 72). However, corruption is also seen as a factor that hampers service delivery in South African municipalities. The following legislations could assist in combating corruption: the Municipal Systems Act (Act 32 of 2000), Prevention and combating of corrupt activities Act (Act 12 of 2004) and the Protected Disclosures Act (Act 26 of 2000).

Another contributing factor to the widespread occurrence of corruption is conflict of interest, which is a rising concern as several municipal officials and councillors have a business enterprise that is operated during working hours. Officials and councillors who have such business interests must declare this (Laubscher 2012: 73).

Maroga (2012, cited in Mokgadi 2016: 35) writes that criminal intent also matures in the minds of unemployed residents, who use service delivery protest as a means to gain economic relief, for example, by looting shops, and that further affects service delivery. Furthermore, while service delivery protests in the country are ongoing, it provides criminals in the communities the idea to continue stealing goods meant to sustain service delivery. Mokgadi (2016: 35) is of the opinion criminals in the communities “systematically turn the protest into violence”.

According to Singo (2018: 82), corruption is seen as a moral challenge that subsequently affects service delivery in SA. The causes of public service delivery protests were analysed and a link was indeed found between leadership and governance (Sindane and Nambalirwa 2012: 702). The following are the causes contributing to corruption, particularly in the public service:

2.12.6.1 Many regulations and authorisation

Since the country gained democracy in 1994, the SA government has introduced several regulations aimed at addressing unethical behaviour by public officials. Singo (2018: 87) is of the view that apart from rules/regulations, authorisation is also needed and required before any action can be implemented, adding that the public service is confronted with over-centralised control, which gives power to officials who must authorise activities before any decision can be made. As a result, public officials are able to enforce their power to demand or accept bribes from people who require authorisation. Moloi (2014a, b) asserts that incompetence as well as rigorous regulations can serve as a means and a base for corruption.

2.12.6.2 Lack of administration capacity

Singo (2018: 85) determined some public officials are not appointed on merit, which then compromises performance output. In addition, Singo (2018: 86) highlights that some newly appointed officials did not undergo induction and orientation processes; this leads to the officials having little knowledge and, subsequently, engaging in corrupt activities. Singo (2018) found the newly appointed personnel were not subjected to quality checks related to their fitness for the job.

Bam (2015: 113) points out the deployment of cadres, who are not suitable or qualified to do the job, is another element that fully contributes to poor governance and corruption. This is corroborated by Singo (2018: 86), who emphasises the deployment of cadres who were not experienced and skilled has exacerbated existing challenges in the South African government. The massive public protests in the country are due to poor performance of municipalities and this is caused by incompetency of public leaders (Bam 2015: 113).

2.12.6.3 Insufficient Monitoring and Evaluation

Singo (2018: 86) is of the view projects such as building of schools, hospitals, roads, and more, demand utilising public funds. However, there must be a good monitoring

and evaluation strategy to ensure the public funds are accounted for. Further to this, Singo (2018) highlights that corruption is prevalent in public expenditure.

2.12.6.4 Bad legislation

Post 1994, new legislation was promulgated, however, a number of legislative pieces created major confusion among public officials. Furthermore, it has been verified that complex legislation can lead to corruption and unethical behaviour (Singo 2018).

2.12.6.5 Public sector wages

Salaries and wages in the public service can be a root cause of corruption where, for example, public officials can demand bribes when they are not paid a living wage (Singo 2018: 89). In addition, while senior public officials play a relatively crucial role in promotion and recruitment, many people are appointed in the public service through 'connections', resulting in favouritism and nepotism (Singo 2018). However, Mapuva (2014: 8) asserted fraud and bribery are usually the result of officials receiving insufficient salaries/wages. This is confirmed by Singo (2018: 90), who points out that the inability or lack of promotion among some officials, as in the private sector, can lead to some public officials engaging in corruption, especially in the form of bribery.

2.12.6.6 Weak public organisation

Singo (2018: 90) is of the view corruption is a major challenge to the public organisation's capacity to provide quality basic services to the people at large. Furthermore, the author highlights weak public organisation provides an environment where public officials and leaders in the public service neglect accountability practices. This means ethical norms are compromised and violated without considering the consequences to public service performance. However, this also negatively impacts the public organisation's ability to achieve their desired governmental goals.

2.12.6.7 Irregular, Fruitless and Unauthorised Expenditure leads to financial challenges in municipalities

Another factor seen as a major concern in South African municipalities is the irregular, fruitless and unauthorised funds that amounted to a total of R26 billion across all the country's municipalities in 2019/2020. This figure, reported in BusinessTech (2022), also showed the ICMs and other local municipalities as those mostly faced with the problem of irregular, fruitless and unauthorised expenditure. BusinessTech (2022) adds the comparison shows the South African metropolitan municipalities seem to be

managing and limiting fruitless and unauthorised expenditure better, however, they mostly struggle with high levels of irregular expenditure.

The biggest concern in the municipalities in SA remains poor management of revenue, which causes financial distress and affects LG economic sustainability. As a result of poor revenue management, there are municipalities unable to completely finance their day-to-day operational as well as maintenance costs. However, BusinessTech (2022) also reveals the AG consolidated report for 2019/20 found only 199 of 257 municipalities managed to meet the deadline and submit their audits in time.

Wright and Glasser (2020) are of the opinion SA municipalities are faced by extensive financial distress and this adds to the inability of the municipality to provide for the basic needs of its residents. The financial distress in some of the municipalities has reached a stage where the LG faces collapse. Moreover, while some municipalities managed to be in a reasonably good financial state, this changed with the Covid-19 pandemic.

Municipal financial failures, as Wright and Glasser (2020) explain, have widely received much attention from the national and provincial government. The following are examples of financial management problems in municipalities;

- a) the VBS bank collapse in 2018 that caused loss of huge municipal investment in the mutual bank;
- b) the service delivery protest recorded number
- c) unsatisfied audit reports from the AG that state R2.07 billion in the financial 2018/19 was as a result of fruitless and wasteful expenditure by municipalities.

According to Wright and Glasser (2020), some of the municipality's financial problems are internal. These include: poor management of financials such as uncontrolled and under-collection of revenue, political dysfunction, and poor ethical leadership capacity that leads to poor management.

The municipalities in SA are faced with the basic, primary responsibility of identifying and solve their finance-related problems (Wright and Glasser 2020). A municipality is comprised of its administrative and political structures and the community. Therefore, the administrative and political structures within the municipality and the community all share the responsibility for finance problem identification and to resolve the

municipal financial distress. The following could also be factors that contribute to financial stress in the South African LG.

According to a statement issued by the AG, Tsakani Maluleke, released in the Consolidated General Report on LG audit outcomes for the financial year 2021-22, the highest challenge in South African municipalities remains unauthorised, irregular and wasteful expenditure. The officials with necessary skills in financial management, as well as affective budgeting, need to address this continuous problem (Chapfuwa and Jangara 2023). The authors are of the view the main cause of unauthorised, irregular, fruitless and wasteful expenditure, can be grouped into three key areas that include; the failure of governance, ineffective accountability, and inadequate skills. Chapfuwa and Jangara (2023) state, that in order to address this financial challenge, municipalities must improve professionalism, enhance accountability and advance good governance.

According to Chapfuwa and Jangara (2023), the post of the Auditor General of South Africa (AGSA) was developed by Chapter 9 of the Constitution of the Republic of South Africa, 1996, as the institution that will support the constitutional democracy of the country. However, according to the Consolidated General Report on LG audit outcomes for the financial year 2021-22, there is a lack of accountability, skills, as well as consequence management. This results in the failure of South African municipalities to utilise their funds effectively.

Chapfuwa and Jangara (2023) highlight the following as the main causes of financial issues within South African municipalities:

a. Poor accountability and lack of consequence management

There must be accountability of officials with regard to their performance of duties, in the view of Chapfuwa and Jangara (2023), because accountability creates a culture of excellent values and encourages on-going improvement. that the authors point out the AGSA report conveyed there is, in particular, no action taken against municipal officials and leadership for poor performance. However, in some instances, this could result in council inability to deal with unauthorised, irregular and wasteful expenditure, as well as when municipal management replied minimally to the AGSA outcomes.

b. Poor Skills

Chapfuwa and Jangara (2023) highlight that South African municipalities experience shortages of workforce skills in IT, finance, as well as technical departments. The authors, furthermore, assert posts for the main positions, such as CFOs and the MMs, contribute to the poor improvement in the outcome of the auditors. As noted by Chapfuwa and Jangara (2023), municipalities in SA have, additionally, thought it best to outsource main functions to consultants, which come at a huge cost. Shortages of skills causes poor budgeting, insufficient service delivery, a lack of financial management, and projects exceeding their completion dates, and more.

c. Failure of governance

In the opinion of Chapfuwa and Jangara (2023), poor establishment of performance measures and financial management controls remain, leaving South African municipalities impoverished, and ill-equipped to work optimally in times of change. The authors additionally state doubt and disturbance in councils, including poor municipal public accounts, restrict the effectiveness of governance processes. Chapfuwa and Jangara (2023) assert it is not right that IA units, as well as audit committees, do not have the necessary influence, since their recommendations are not always implemented.

Additionally, as outlined in the report issued by the AGSA, on the Consolidated Report on LG Audit outcome (2021-22) financial year, the findings most commonly evident in South African municipalities, is the inability to investigate unauthorised, irregularly, fruitless and wasteful expenditure. Nevertheless, this clearly shows municipalities do not take the steps necessary to recuperate such expenditures. Chapfuwa and Jangara (2023) state approximately 53 percent municipalities in SA did not scrutinise the previous year's expenditures, while roughly 47 percent municipalities drastically failed to investigate their fruitless and wasteful expenditures. The authors are of the view there was no investigation identified for non-compliance, according to a statement issued by AGSA, with regard to irregular expenditure policies and legislation, further highlighting poor consequence management in dealing with such instances.

As explained by Chapfuwa and Jangara (2023), the MFMA requests any unauthorised expenditure that leads to a financial loss of the municipality be recuperated from the implicated official. The authors additionally note the council should always adhere to the processes required for unauthorised expenditures. while also asserting there must

be professionalism in the municipalities and all posts ought to be filled with qualified and highly competent personnel.

Municipalities in SA should, furthermore, enhance their financial management as well as control of performance measures, in order to achieve good governance. To ensure well-functioning municipalities, it is relatively important for the municipalities to invest in preventative controls and concentrate on enhancing stability in the municipal public accounts committee and councils. According to Chapfuwa and Jangara (2023), there are four South African municipalities with a disclaimed opinion history, with financial statements not submitted for auditing. The authors explain, when a municipality receives a disclaimed opinion, it means the auditors could not determine whether the finances of said municipality were accounted for appropriately, due to poor record keeping and financial reporting. Chapfuwa and Jangara (2023) further add this clearly shows the negative affect these actions have on municipal financial health and the delivery of basic services to the community.

The financial crisis has been shown to have remained a problem across the Free State province. In 2010, there was an intervention from the provincial executives, with the aim of assuming responsibility in order to meet the metro's financial commitments, which Chapfuwa and Jangara (2023) state, resulted in an increase in service delivery protests by residents, regarding their dissatisfaction with potholed roads, refuse removal issues and days without water.

2.12.6.8 Massive benefits and Extreme salaries

Laubscher (2012: 69) states that it is generally widely accepted that municipalities should not spend more than 30 percent of the budget on salaries. The remaining 70 percent should be budgeted and reserved for infrastructure issues, service delivery as well as maintenance. However, on the news these days there is an alarming concern that municipal councillors and officials receive huge salary packages, while the municipality does not have the financial capacity to provide basic necessities to the community at large. In the year 2010/2011, the MMM requested a salary package increase of 72.89 percent for municipal councillors (*Volksblad* 28 June 2011). This kind of issue in the municipalities, together with mismanagement of finance, corruption, and officials without the minimum qualifications, pose a challenge to effectively address this municipal crisis.

According to a report in *Volksblad* (23 September 2011), some MMs are paid R2 million per annum and furthermore, also receive bonus performances, irrespective of their municipality's performance. Laubscher (2012: 69) asserts the municipalities in SA operate as an independent sphere of government and, therefore, have the ability and power to determine staff salaries. Although there is legislation, such as the MFMA (Act 56 of 2003), which sets out determination guidelines of Senior Municipal official remuneration, it is quite evident several municipal officials do not adhere to these guidelines.

Laubscher (2012: 69) highlights the unrestricted powers in the municipal council, as well as the freedom to effectively appoint its own workers along with the determination of their own salaries. Certain legislative prescriptions nonetheless govern salary determinations and benefits within municipalities, but it is evident these laws are not always applied to govern salaries.

2.12.7 Failure to collect arrears debt

The indication of successful financial management in LG is the inability to collect income to be able to finance service delivery. According to Laubscher (2012: 68), most municipalities are ignorant of the methods, tools, as well as principles of debt collecting, in addition to their client databases being inadequate or faulty. Although South African municipalities have a legally binding obligation to collect revenue owed to them, it is clear the municipalities do not have a regulatory policy for either credit control or debt collection (Laubscher 2012: 68).

Several reasons are raised by Laubscher (2012: 68) why a municipality might be struggling to collect revenue to push service delivery. While insufficient credit control policy and collection of debt procedures and processes are emphasised, there is the added inability by residents to pay municipal service rates as a result of unemployment, poverty and so on. Laubscher (2012) also highlights the inability of customers to pay accounts due to dissatisfaction with the services rendered; examples of this could be irregular and unscheduled outages, poor road or parks maintenance and accounts sent to wrong addresses.

The importance of collecting debts from clients cannot be over emphasised. Laubscher (2012: 69) further explains that should the municipality drastically fail to

effectively execute this imperative function: this can result in the municipality not having adequate and sufficient funds needed to pursue service delivery.

2.12.8 Lack of leadership and Governance

Effective governance and service delivery requires ethical leadership. This leadership comprises both senior members in the public service and political appointees, and they are confronted by numerous challenges. The PSA (2015) states politically appointed officials are mostly accused of only being selected on political grounds, rather than on competency.

The municipality has a wide-ranging responsibility of ensuring the promotion of good service delivery, according to Madumo (2012). However, the identified leadership challenges include: insufficient funds, insufficient skilled HR, improper planning and budget, and lack of commitment. Madumo (2012) further adds that municipal leaders need to possess skills to realise the vision of the institution. It makes sense then that the importance of formulating effective leadership in the municipalities is to achieve the desired goals (Naidoo 2010: 115). Nonetheless, Madumo (2012) highlights that capacity building in municipalities is not only important for development, it will also ensure officials have all the necessary competencies and level of skills needed to provide policy directives in the municipality.

Sound governance seeks to achieve several objectives, namely; meeting economic growth and development, promoting political stability, as well as the monitoring of government actions. Govender and Kalonda (2021) aver that sound governance in the public service seeks to ensure economic, social and political goals are concentrated in society. Hence, leadership has a vital role to play in contributing to good governance in the public sector. Furthermore, the authors stress that sound governance promotes the assurance leadership and management are to be accountable for their operations.

In the opinion of Isaacs (2016), as a collective, leadership assists in creating a good interrelated culture, a culture that encompasses the vital behaviour and structures of the institution. Leadership also offers a platform to ensure policies are successfully enforced to see transformation. LG leadership is, for all intents and purposes, politically appointed, which then results in leaders politicising day-to-day operations. However, Govender and Kalonda (2021) are of the view these include administrative

and political conflict, slow delivery of services, inability to deal with the public interest, as well as conflict between political parties.

2.12.9 Supply Chain Management (SCM) Challenges

BusinessTech (2022) states SCM processes do contribute to poor municipal service delivery. The NDP (2012) indicates procurement process inefficiencies, highlighting that procurement systems are likely focused on compliance procedures as opposed to value for money. According to BusinessTech (2022), the SCM is implemented in such a way that this affects sewerage systems, the provision of electricity, water provision, waste management and roads.

Motuba (2014: 24) highlights the following as SCM challenges:

2.12.9.1 Procurement corruption and challenges

Lamour and Wolanin (2013: 222) assert that corruption occurs as an outcome of social interaction. They agree for corruption to take place, there must be individuals who communicate to engage in corruption, which means corruption can happen between two or more individuals. Motuba (2014: 24) maintains, although there are anti-corruption strategies, corruption still occurs within every organ of the state, as well as the private sector. In this regard, Ambe and Badenhorst-Weiss (2012: 249) explain that the South African government relies on SCM as “the fundamental component of procurement”.

Motuba (2014: 25) stated SCM in the public service is effectively guided by several pieces of legislation and regulations; however, adherence to these SCM regulations is generally an issue. Although public procurement should be linked with accountability (Ambe and Badenhorst-Weiss 2012: 251), Motuba (2014: 26) stresses that without effective accountability systems, there is a very high risk of increased corruption, as well as the mismanagement of public funds. Furthermore, Motuba (2014) highlights millions of taxpayer’s money have been wasted annually due to corruption. It should also be noted that due to the increasing number of fraud and corruption cases in LG, formulation of unique policies and legislation has been with the aim of upgrading existing legislation. Nevertheless, effective monitoring and evaluation in the SCM unit needs to be enforced (Motuba 2014: 27).

Whereas poor internal controls of the LG usually cause insufficient monitoring and evaluation, Motuba (2014: 25) asserts the National Treasury provides effective support

in making training available to government departments, municipalities and municipal entities. Nevertheless, the public sector continues to be challenged by a scarcity of skills. The author maintains professional and skilled SCM personnel should be employed for appropriate SCM implementation. Training has been conducted for most SCM role players in the SA public sector, however, these SCM role players still need a good strategy for effective implementation. Demand management is a critical element in SCM (Ambe and Badenhorst-Weiss 2012: 251) and the first element in the SCM process. This element explains the decision-making process of how departments should procure departmental needs at the right time, place and at the right cost.

Motuba (2014: 26) is of the view that many departments in SA continue to find budget planning a challenge, which leads to inappropriate planning. Although poor planning and budgeting cause poor SCM implementation, it is crucial that SCM practitioners connect demand budgets with SCM procurement plans. As ethics has an effect in the implementation of SCM, according to Motuba (2014: 28), It is worrisome to note some CEOs have considerable control of SCM implementation. Furthermore, while the National Treasury issue a standard guideline to Accounting Officers regarding model SCM procedure, there is nevertheless a lack of adherence to these guidelines. This, however, results in officials promoting or participating in unethical and unacceptable behaviour (Ambe and Badenhorst-Weiss 2012: 252).

2.12.10 Political manipulation effect on service delivery

The model of political bureaucracy highlights arguments regarding the mandate of elected office-bearers, which is to manage and control the public service effectively. However, this distinguishes between politics and administration. Koma and Modumo (2016) find administrative elements in LG ought to be separated from politicisation. This is because services in the municipalities should be rendered equitably and not furnished only to certain individuals with prejudiced interests. Political conflict and some of the clashes between the management and political components in the South African LG have always affected service delivery in the municipality. Reddy (2016) is of the view that in the African context, the public sector is viewed to be political in nature, adding that there are, however, always issues relating to local sphere political-administration.

LG is seen as a very crucial sphere of government as it is the point of departure for government to the people. Nonetheless, LG is often poorly governed and managed (Reddy 2016). Whereas Booysen (2012) states LG can also be viewed as the engine of local development, as it provides basic services to the community at large, the author highlights one of the biggest challenges in South African local communities is a constant dysfunctional and unstable LG.

The following are some of the political challenges faced in LG:

- maladministration,
- corruption and LG weakness,
- lack of community communication,
- lack of accountability,
- political intrusion that leads to service delivery delays,
- fraud and corruption with regards to illegal political mandates
- political issues that affect governance and service delivery,
- public service delivery protests,
- scarcity of skills that leads to limited capacity in LG,
- administrative and political avoidance of taking responsibility for all mistakes and flows of provincial and national government,
- non-compliance of the legislative prescriptions,
- sound financial discipline is not compatible with deficient political leadership: LG is obligated to fully practice financial discipline

(Booyesen 2012).

When there is no sound fiscal discipline in LG, Booysen (2012) also states the municipalities will remain weak. Nevertheless, all these issues have been ongoing for over a decade and have been high on the municipal agenda. Reddy (2016) points out there has been a little success from the government in responding to all these challenges. The author, furthermore, asserts great discipline in commitment, passion and seriousness is needed when addressing these issues. In the South African Context, the LG dysfunctionality has several forms, as Booysen (2012) explains, including; lack of political and management failure to achieve the budgets in the municipalities, the inability to achieve audit opinions, inability to make sound fiscal decisions, and failure to address community needs.

National and provincial government, according to Booysen (2012), have been intervening to address these dysfunctionalities in the past decade. In addition, there has been slow improvement in service delivery, with an inability and less improvements of the ruling party, with regards to addressing all these political issues, with Reddy (2015) furthermore emphasising that several municipalities still fail. Booysen (2012) points out that LG continues to be confronted with mismanagement of funds, corruption, as well as inappropriate appointment of suitable and competent individuals who will adhere to legislative protocol, rules and regulations, which could assist in resolving this conundrum (Zybrands 2012).

Habib (2015) is of the opinion that usually, the leaders in municipalities are mostly confronted on the subject of poor service delivery issues. According to Reddy (2016), politicisation of LG is not really seen as a major problem, however, a certain aspect of that involvement is. When the politicians are fully committed to institutional solutions and the promotion of constitutional principles and values, there could be huge positivity in local authorities (Reddy 2016).

2.12.11 Inability to link Integrated Development Plan (IDP) with other government programmes

Musitha (2018) is of the view that the IDP can be described as planning, mainly aimed to provide strategic control to municipalities, with the IDP seen as a product of national trends in the South African context. During the annual budget, the cost of the IDP must be accounted for and must be associated with objectives and priorities of the municipality. As highlighted by Musitha (2018), the IDP must be utilised as a means of formulating action plans in order to implement the identified strategies by the municipality. Furthermore, the IDP must include and identify initiatives in relation to development in the municipality, including social, economic, infrastructure and physical development Musitha (2018). However, poor causes of service delivery in South African municipalities are mainly due to the inability to implement the IDP (Gwayi 2010: 132). Corruption, inadequate skills, and lack of ethical leadership are also some of the issues faced by municipalities in SA.

Madzivhandila and Asha (2012: 369) are of the opinion that although the IDP has great intentions, it also created unprecedented and unexpected issues in LG service delivery; "This is because the municipalities do not always conduct the IDP process

according to the legislative protocols". The authors further emphasise that failure in implementing the IDP can also be as a result of a lack of participation by the community and a lack of prioritisation of community needs (Madzivhandila and Asha 2012: 369).

Musitha (2018) is of the view good service delivery can be dealt with through formulation of strategies that will enhance community participation, as well as effective integration with other IDP stakeholders. The reliability and credibility of the IDP could be at stake due to interaction and linkage with other governmental programmes (Dlalisa 2013: 81). Certain critical indicators could make an IDP a success, namely: effective public participation, financial sustainability, sound governance and institutional arrangements.

2.12.11.1 Lack of community participation

Community participation is defined as the process of enabling community members to be actively involved in community matters, while also taking responsibility for their own advancement (Musitha 2018). Section 152 of the Constitution (RSA CA 1996) indicates that community participation involves the active involvement of community stakeholders where community affairs are concerned.

Section 16(1) of the Municipal Structures Act, 117 of 1998 (RSA 1998) requires every municipality to formulate and develop a government that will be actively involved in participatory governance and must encourage every member of the community to be involved in public affairs, including people with disabilities and illiterates. Musitha (2018) emphasises there is positive feedback when community members participate in decision-making processes, adding that citizen participation is mainly aimed at creating a better society and better decisions. It is necessary to involve the community during the IDP process before, during and after project closure. Musitha (2018) further points out that community engagement fosters commitment and cooperation. However, public participation involves going beyond communities to also involve the private sector.

2.12.12 Lack of Performance Management System (PMS) and poor implementation of maintenance strategies

Performance management is defined as assessment of individual performance in an organisation (Musitha 2018). There is lack of effective and efficient PMS in the

municipalities (Musitha 2018), with municipal efficiency measured in terms of the success of projects undertaken. Unfortunately, there is a particular lack of resources and skills in LG in SA. In this regard, Musitha (2018) is of the view that maintenance is defined as a challenge, as well as enhanced delivery of service, while the author also proposes there must be a funding increase with regards to repair, road maintenance and renewal, to improve service delivery in South African communities.

Cloete (2022) maintains “the municipality is as strong as the people working within it, and culture (professionalism) is shaped by what it allows or does not allow. So, if there is no consequence for poor performance, then this becomes the dominant culture”. He adds that, “We neither have a policy problem, nor a money problem in SA. We have an implementation problem. SALGA must implement the municipal staff regulations that will come into effect on July 1 2022”.

Boschoff (2010: 9) highlights the municipalities should ensure effective maintenance of all municipal assets, indicating a need to prioritise asset activities, along with funding. Wall (2010) is of the view some government departments are able to manage their assets and there is always a crucial government intervention at LG level. Wall (2010) asserts the intervention should include all legislative framework, restructuring budget, monitoring and evaluation, as well as feedback, to enhance the entire process.

2.12.13 Non-adherence to Batho Pele Principles

The Batho Pele principles were introduced by the WPTPS with the aim of improving access to the public services. Batho Pele is a Sotho language that means “People First”. These principles aim to promote transparency, accountability, redress, and consultation, as well as value for money, courtesy, and access of the public services, in addition to measuring standards. This principle evaluates whether public demands are met in the most professional manner.

Non-adherence of the following Batho Pele principles can lead to ethical leadership challenges in the public service:

2.12.13.1 Redress

The principle of redress suggests for remedying of failures and mistakes viewed by the community. The public manager reviews the complaints from the community and then ensures there is promptness in terms of resolving the issue and maintaining confidentiality (Singo 2018: 57). The public should receive feedback regarding their

lodged complaints. Singo (2018: 37) finds that in some of the government departments, service delivery is low due to public official's incompetency and tardiness. However, should citizens not be satisfied with the service provided citizens should be offered an apology with a full explanation not for being responsive to their demands (Gildenhuis and Knipe 2013: 132).

2.12.13.2 Value for Money

The client should “get value for money”, according to Shai (2018: 61). This means any government department should function in a way that adds value to the services provided to communities.

2.12.13.3 Access to Information by the public

Gildenhuis and Knipe (2013: 132) are of the view that public officials should give out information to the public and should not mislead the public. Information is seen as the most significant tool with the ability to empower the community. Shai (2018: 58) finds that the media is an important tool for transmission of information to the general public regarding policies as well as government programmes. However, citizens should be aware of the quality of service and delivery standards they should receive and what to expect. Providing information to the general community is important for community participation.

2.12.13.4 Service Standards

The service standards at provincial level must follow the set standards of the national government. All government departments are encouraged to benchmark standards, thus ensuring the best standards are provided to the people at large (Singo 2018).

2.12.13.5 Ensure sufficient consultation to the public

On the one hand, citizens should be consulted regarding the quality of public services (Gildenhuis and Knipe 2013: 131). Senior managers in the public service should, on the other hand, ensure the public is part of the decisions that affect them. Consultation with the public in the community aims to ensure citizen participation in decision-making. This principle requires the community to have a broad understanding concerning the quality services, opportunities and what is expected from them.

2.12.13.6 Courtesy

Singo (2018) explains the definition of courtesy as when clients are served with respect and treated with a smile. This principle is needed when public officials engage

with a client, either face-to-face or telephonically. However, public officials should ensure sufficient courtesy when executing their duties with the public. Furthermore, this principle requires constant monitoring of public official performance.

2.12.13.7 Openness and Transparency

According to Shai (2018: 59), openness and transparency should be increased when public officials deal with the public. The services offered by any government departments should be widely known to the public, using various media methods to disseminate any communication. Transparency is one of the most important democratic values that ensures openness in the duties of the Public Service. However, according to Section 195 (1) (g) of the Constitution (RSA CA 1996), "Transparency must be fostered by providing the public with timely, accessible and accurate Information". When there is a transparent government, it is clear what is being done and why actions should take place.

2.12.14 The impact of cable theft and vandalism

In SA, there is a rapid increase of a criminal intent for cable theft. According to the Drakenstein Municipality (2020), this is a serious crime that negatively affect everyone in the community. It is further stated this crime has a serious impact on service delivery, particularly the provision of electricity, internet connectivity, and public transportation, as well as communication services. Municipalities often spend a lot of taxpayers monies to repair or replace stolen cables. The Drakenstein Municipality (2020) also highlighted that the sad thing about cable theft is the possible loss of innocent lives as a result of electrocution or fire that is caused by exposed cables. In commenting on the article issued by Bloemfontein courant that cable theft impacts negatively on Centlek as there are millions of rands being lost, the Drakenstein Municipality also highlights that cable theft contributes to power outages and results in service delivery. In addition, it was highlighted that Centlek identified 600kg of copper cable that belongs to them and this cost a substantial amount to replace these stolen cables.

MMM is currently facing a huge problem of vandalism, resulting in the municipality spending more money to replace these stolen and vandalised assets The theft and vandalism of cables have an adverse effect on service delivery, more so on electricity. According to Anon (2021), cable theft leads to communities often not having electricity

supply. Anon (2021) also states that cable theft disturbs the organisation, including municipality to render the essential services as there is lack of internet connectivity and telephone communication. Transport and community systems of the municipality are affected and the residents in the communities are unable to work within such conditions.

According to Nganga (2021), cable theft and vandalism affects the community and the organisations in a negative manner. Power outages, traffic congestion, communication loss, production loss and loss of appliances and slow delivery of services can be some of the challenges caused by cable theft. Nganga (2021) is also of the opinion that at times some of the community members are aware of these culprits but they do not report or identify them, thus this creates a big problem as it leads to a blame game. Nganga (2021) highlights that we should not blame our councillors for not protecting the cables but we should also take responsible as residents to protect the community's infrastructure.

Mabaso (2021) is of the view that cable theft is a serious crime in SA and it can lead to serious consequences on communities. Cable theft does not only disturb people's lives but it also affects the economy in a negative manner. Mabaso (2021) further explains that the cables that are stolen do not only affect the municipalities with service delivery but also affect the telecommunications sector that generate income to the country. Mabaso (2021) highlights that cable theft results in millions of rand that are spent in order to replace these expensive copper cables while also creates additional challenges for the municipalities and the government as a whole. The members of the community ought to report any theft that is happening in the communities (Mabaso 2021).

Smith (2022) states in SA, state owned entities such as Telkom, Eskom, Transnet and PRASA, incur losses due to theft that come to more than R7 bn a year. Smith (2022) adds the economic loss is estimated at R187 bn. Cable theft is a type of criminality that undermines the ability of the government and state-owned enterprises to provide essential services such as electricity, communication and other important infrastructure. According to an article issued by News24 (Masuabi 2022), stolen cables affect healthcare services at the hospitals and clinics and this endanger the lives of individuals who are on life support further stated that prolonged power outages result

in job losses, which also impact on business enterprises. The municipality must find a way to win the fight against this crime and additional interventions should be put in place in order to beat this.

2.12.15 Mangaung Metro placed under national administration

According to a report issued by News24 (Masuabi 2022), MMM has been placed under administration due to significant financial distress and failure to provide services to the community. News24 (Masuabi 2022), states that MMM dismally failed in managing their municipal funds and service delivery. According to Section 139 of the Constitution, 1996 national government has the authority to assist and take over all municipal governance if the municipality could not delivery the basic services as mandated. However, the MMM is placed under administration by the Free State government. In December 2019, the MMM was placed under mandatory intervention by the Free State government. Nevertheless, for the period of more than two years, MMM still failed to implement on the financial recovery plan during the phase of a mandatory intervention and it is now officially under administration. According to Masuabi (2022) the News24 report highlighted concerns raised from the National government about the fiscal capacity of the Metro. CoGTA discovered that MMM was functioning at a loss/deficit and the Metro faced serious risks with their finances.

Masuabi (2022) indicates that residents in Mangaung have been unhappy with the poor service delivery and unfair appointments in the Metropolitan, which lead to service delivery protests. The author further highlights that residents in Mangaung pleaded with the president, President Cyril Ramaphosa, to assist and intervene as Mangaung is dirty and the majority residents are living in poverty. However, the angry residents called on the President to effectively deal with ineffective ANC councillors. On 9 April 2022, a Presidential Imbizo was held at Dr Petrus Molemela Stadium in Bloemfontein and the residents warned the President about the untidiness of MMM, particularly Bloemfontein. Masuabi (2022) is of the view that residents in Mangaung have dealt with several socio-economic challenges such as crime, unemployment and poor delivery of services in communities.

Mahlongu (2022) asserts that service delivery is relatively slow in MMM and many areas experience sewage on the streets and bad potholes. According to Maeko (2022), Mangaung is the first Metropolitan municipality taken over by the national

government. The author attributes this to governance failures and poor service delivery. Furthermore, “under administration” means the municipality will not be able to make appointments and does not have the authority to borrow money. However, Maeko (2022) explains the government will firm up their intervention with the aim of assisting MMM.

2.13 THE STATE OF MUNICIPALITIES IN SOUTH AFRICA

According to a report by BusinessTech (2021), the municipality’s state of finances continued to worsen as a result of poor governance and lack of accountability. The report offers two reasons that affect LG in SA: lack of funds and lack of correct people appointed in dealing with finances. LG in SA is thus under pressure and, seemingly, always depends on short-term and expensive solutions, such as consultants to reimburse for the lack of in-house financial management. Furthermore, BusinessTech (2021) highlights a lack of supervision, as well as monitoring, hence, there is lack of accountability.

The issue highlighted in the AG report (BusinessTech 2021), was based on the use of finances, which shows 46 percent of recoverable income and equitable shares are utilised for council remuneration and salaries, with only two percent utilised for maintenance expenditure. However, since the Covid-19 pandemic, there has been widely reported irregular expenditure from the public service, as detailed by BusinessTech (2021). Some challenges the municipalities encountered indicate the following: lack of planning that led to Personal Protective Equipment (PPE) shortages or procurement of excessive PPE, vast amounts of money spent on Quarantine sites, family members awarded contracts by officials employed by the state, and the PPE did not have specifications, was delivered late and prices paid by the state were found above that of market prices.

The outcomes of the LG audit were published by the AG, according to BusinessTech (2022), with this report showing the results for 257 municipalities in SA. The AGSA examines the following elements in scrutinising municipal soundness: First, there is legislation compliance that governs financial matters. BusinessTech (2022) states an audited institution only achieves a clean audit when the financial statements are unqualified, do not show any findings, and there is an absence of material

misstatement in the financial statements. Second, the credibility and reliability in performance information are in question (BusinessTech 2022).

The AGSA report additionally highlights a regression under the current LG administration in the audit outcomes, which show 31 municipalities that improved, while 76 municipalities regressed. Furthermore, the level of fruitless expenditure remained relatively high, at R2.07 billion, with the AGSA report making it evident there is neither sufficient money nor assets to fulfil and provide basic necessities (BusinessTech 2022).

Effective and proper administration of financial management was clearly not exercised, particularly obvious during the audit examination. BusinessTech (2022) explains that, due to the lack of ethical leadership in municipalities in the Free State, the province continued to regress for the third consecutive year. In addition, approximately 10 municipalities did not meet the deadline for financial statements. Irregular expenditure in the Free State province amounted to R1.4 billion, with R341.6 million in irregular expenditure also identified in audits.

2.14 THE SOUTH AFRICAN LOCAL GOVERNMENT INTEGRITY AND ETHICS MANAGEMENT FRAMEWORK

The Municipal Integrity and Ethics Framework points out guidelines relating to ethical standards that assist the municipality in achieving their desired objectives. The Framework also sets out the actions that underpin the legislative framework and policies.

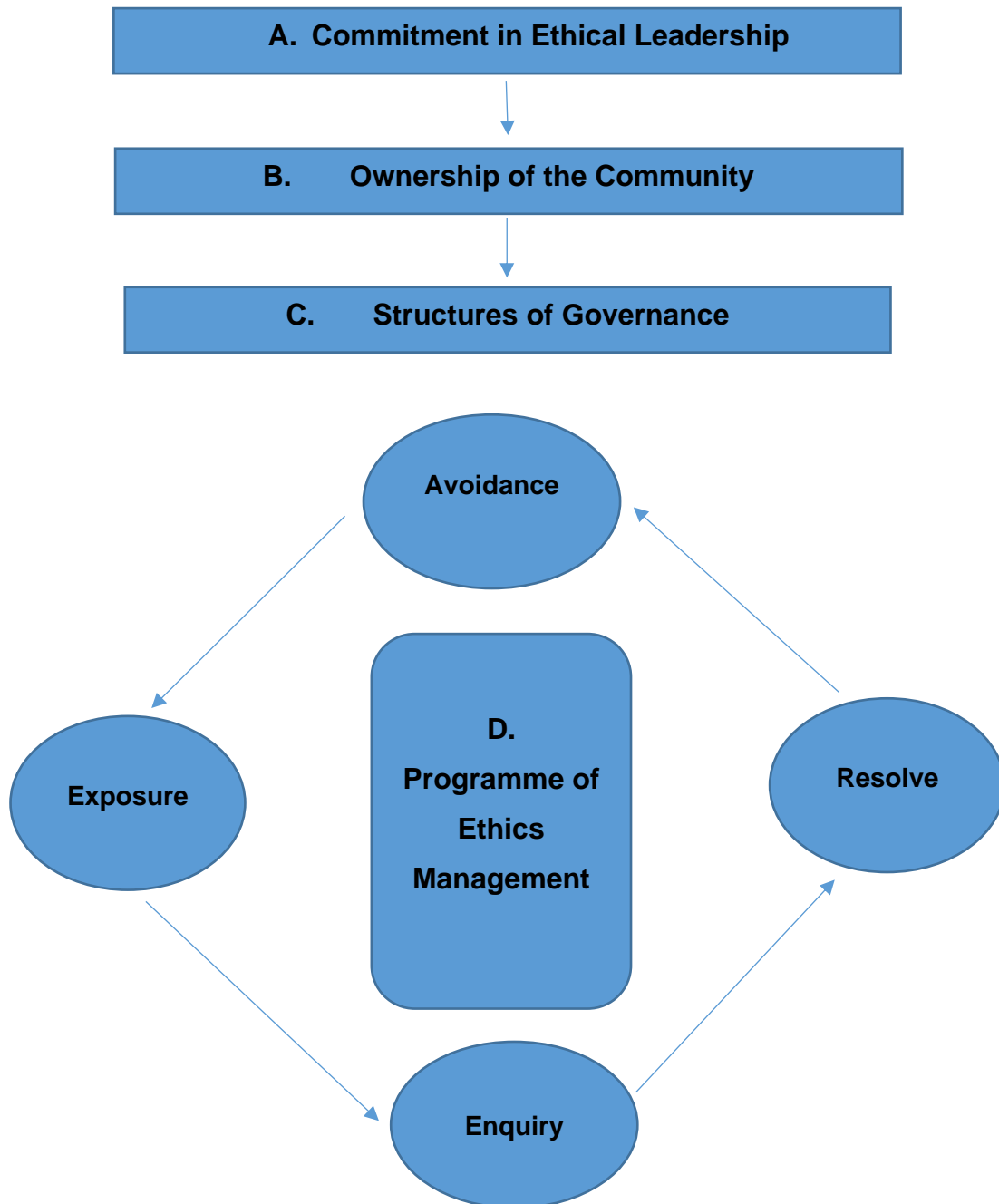


Figure 2.6: The Local Government Integrity and Ethics Management Framework
Source: *Local Government Anti-corruption Strategy (2015)*

As outlined in the Municipal Integrity Management Framework (2015: 10), municipalities in SA should develop ethical leadership that drives towards good governance, effective delivery of services and promotes anti-corruption initiatives.

This Framework (2015: 10) further states the necessary structures relating to governance ought to be in place, enabling municipalities to fulfil the mandate of effective service delivery. However, based on the diagram illustrated above (Figure

2.6), it is clear the municipalities in SA ought to institutionalise ethics management initiatives, based on the four main drivers, namely; avoidance, exposure, enquiry and resolution. It is further highlighted by the Municipal Integrity Management Framework (2015: 2) that bad behaviour, unethical conduct and corruption among public sector employees, create relatively serious hazards to the basic ethical principles, as well as government values. Applicable ethical conduct in the workplace assists in providing services to the community in a dynamic and fair environment.

2.15 CONCLUSION

This chapter outlined and detailed significant aspects of public service delivery and leadership in LG, elaborating on research and findings by sound leadership and service delivery scholars. Furthermore, this chapter highlighted how service delivery is affected by unethical leadership in municipalities.

The performance standards of the different Metropolitan municipalities in SA were clearly demonstrated, with the chapter also demonstrating how ethics is imperative in the execution of duties. It is, however, evident that public service effectiveness is assessed and measured based on ethical values and the fitness of a leader.

The next chapter will detail and discuss the study's research approach and design, offering definitions, strategies, data collection and analysis methods employed, as well as the ethical considerations and questionnaire design.

CHAPTER 3

RESEARCH APPROACH AND DESIGN

3.1 INTRODUCTION

Whereas the previous chapter set out the findings from the literature review, this chapter highlights the overview of the research methods used in gathering data, the sampling method utilised and the population. The research design as well as the methodology undertaken for this study are justified and thoroughly elaborated. The study used a qualitative research approach in order to collect and obtain information relating to the lack of ethical leadership in MMM in the province of the Free State, SA. Bryman (2012) explains that social research includes the research topics with relevant questions of social scientific research, namely: social policy, sociology, human geography and more.

This research project, however, aimed to provide academic contributions on a number of socially related problems, with the aim of creating a better understanding and possible recommendations. This chapter starts with an explanation of research methodology, followed by qualitative research design and the advantages and the disadvantages of both qualitative and quantitative research design. In addition, this chapter will also outline the different research methodology steps, including: research design, collection of data, sampling method, and data preparation, along with analysis of data, validity, as well as reliability of research and, lastly, ethical considerations.

3.2 THE DEFINITION OF RESEARCH METHODOLOGY

Bryman and Bell (2015, cited in Govender 2017: 55) define research methodology as a systematic and orderly data collection with the main purpose of obtaining information in order to solve a certain research problem. The authors further state research methodology includes a certain way of doing something.

3.3 STRATEGIES OF RESEARCH

The strategy of research is explained by Bryman (2012, cited in Govender 2017: 55), as the basic orientation to do with social research. The author adds there are generally three techniques or strategies the researcher could utilise when conducting a research project: Qualitative research, quantitative research and mixed research approach. On the one hand, Govender (2017: 56) highlights Bryman's definition of the qualitative

research approach as the strategy used with the aim of extracting data from words; it also involves interpretation. A quantitative research approach, on the other hand, is the strategy to conduct the collecting of data that can be measured with numeracy use. Lastly, a mixed method approach is a combination of qualitative and quantitative research methods (Bryman 2012, as cited in Govender 2017: 56).

3.3.1 Qualitative Research Approach

The qualitative research approach focuses on nature. This strategy of research is interpretative and seeks to understand the “ever-changing reality” of the world. Interpretation of human behaviour as well as its relationship should be understood (Govender 2017: 56).

3.3.2 Qualitative Research Approach Advantages and Disadvantages

There are certain aspects that differentiate between qualitative and quantitative research (Barnham 2015, cited in Govender 2017: 56).

Advantages of Qualitative Research

- Qualitative research design is a very flexible technique/method and it allows the data collection to be conducting at any given time.
- Qualitative research approach allows the researcher the accessibility of the lives of people.
- Qualitative research approach allows the researcher the accessibility for the lives of people.
- Qualitative research approach focuses on the quality of data.

(Mnqayi 2021: 58).

Disadvantages of Qualitative Research

- It can be difficult to present the findings.
- The findings can be very time consuming
- The challenges of anonymity and confidentiality can create a problem during the findings presentation.
- There could be difficulty in interpreting data and data analyses can be time-consuming
- The researcher should be skilled as research quality is largely dependent on these skills.

A qualitative research approach was used in order to gather information. Creswell (2015: 30) stated a qualitative research approach is defined as utilising the best technique that seeks to interpret phenomena in the social world.

3.3.3 Quantitative Research Approach

Bryman (2012, as cited in Govender 2017: 57) defines a quantitative research method as “a collection of numerical data”, while (Singo 2018: 140) highlights that a quantitative research method encompasses a statistical or numeral research design. Singo (2018: 145) adds that this is the research design that deals with numbers including anything that is measurable, where the main purpose of a quantitative research method is to answer questions that include the measurable variables. Quantitative research thus involves the collecting of data that can be quantified.

Advantages of a quantitative research method

- This method allows the researcher to focus on the measurements as well as the degree of relationship between concepts.
- Similar findings (duplication) of reliability and validity of the data are provided.

(Govender 2017: 58).

Disadvantages of a quantitative research method

- The inability to see the differences between people and social institutions.
- Relying on instruments and procedures creates challenges with relations to research and everyday life.
- The process of measurement reproduces a non-natural sense of accuracy and precision.

(Bryman 2012, cited in Govender 2017: 58)

3.4 QUALITATIVE RESEARCH DATA COLLECTION APPROACH

When conducting the data collection, the following are approaches that should be adhered to:

3.4.1 Explanatory Approach

The explanatory method mainly concentrates on getting to know and understand why and how a certain event or problem occurred, and how it will be managed or controlled (Creswell 2015: 15). Singo (2018: 149) states an explanatory method is defined as a method that highlights and shows the underlying relationship between the study

variables. However, the explanatory method will effectively indicate and determine the behaviour impact of leaders in MMM. Creswell (2015: 15) additionally states that an explanatory method is relevant to a mixed design research approach.

3.4.2 Descriptive Approach

Singo (2018: 149) clarifies that a qualitative research approach is descriptive and looks to explain or describe perceptions, events, behaviour, attitudes or dimensions. A descriptive method provides a bigger picture of a phenomenon under study, meaning what ought to be studied and how. Nevertheless, within the context of this research, a descriptive method was vitally important in explaining ethics and leadership, service delivery, competency in LG, as well as governance and required legislative guidelines that are imperative for both individual and professional ethics. The study highlights perceptions that lead to ethical leadership challenges in MMM. Descriptive research concentrates on the individual characters.

3.4.3 Contextual Approach

Singo (2018: 147) is of the view that a contextual approach defines the actual place where people do research. An environmental setting is used in this approach. However, in the case of this study, the community is located in Bloemfontein and the MMM. Some of the residents within the Bloemfontein area will be expected to complete a semi-structured questionnaire that will assist in understanding the various underlying factors and possible reasons for slow delivery of services and ethical leadership challenges in MMM. Singo (2018: 147) points out that different responses from different participants highlight the opinions, attitude, feelings as well as reactions relating to ethical leadership impact. Sarantakos (2013: 16) is of the opinion that qualitative research design is context bound and the researcher should observe sensitivity in this context.

3.5 RESEARCH SETTING

Mnqayi (2021) states that a research setting is defined as a natural setting, a location, institution or place where the research takes place. In this study the focus was on challenges of ethical leadership in MMM, as well as service delivery in communities. The MMM comprises the municipal areas of Bloemfontein, Botshabelo, Thaba Nchu, and Soutpan, as well as Dewetsdorp. Therefore, the natural setting of the study is MMM, with some randomly selected residents in the Bloemfontein area included as

participants. The setting highlighted critical factors and insights on the effects and causes of ethical leadership challenges to promote excellent governance in MMM.

3.6 TARGET POPULATION

Singo (2018) states that an entire population the researcher is mainly interested in to gather data from for the study. Singo (2018: 152) states this population is a target group and sampling is vitally important to comprehend the type of population the researcher is to gather data from. The author adds the population normally presents a problem in research, since it is impossible to include an entire population because of costs, time and size. The study population should thus be selected to represent the entire population the study aims to investigate (Singo 2018).

The researcher thus selected a study population, referred to as a target population, which is described as a group used by the researcher to gather information (Adams and Lawrence 2015: 118) for this study, within the MMM target area, 10 ward committee members, 10 randomly selected residents and two senior managers in MMM, who formed the basis of the targeted population. The total number of the study population comprised 22 participants.

The selected ward committee members from the MMM represent two elected members from each of the five wards (5, 9, 11, 17, 23) under study, and were interviewed, along with two senior managers of MMM, while 10 randomly selected residents from the Bloemfontein municipal area responded to a semi-structured questionnaire. The number of 22 respondents for this study was deemed satisfactory for interview purposes in examining ethical leadership challenges and service delivery in MMM.

Adams and Lawrence (2015: 118) define a population as a set or group of individuals or animals that a researcher has an interest in examining. The research study focused on selected areas in MMM, particularly the Bloemfontein municipal area. Both male and female respondents were included in this study. The selected five wards enticed the researcher through their challenges encountered with regard to the provisioning of service delivery. However, each ward committee representative, leadership in MMM and the 10 residents from the community contributed significantly as respondents. In this study, participants were provided with an interview schedule and were fully expected to answer all questions immediately. However, due to many factors involved

relating to service delivery issues and ethical leadership challenges, the researcher only asked specific open-ended questions. A list of potential participants was obtained from the Office of MMM. The researcher also visited the offices of the StatsSA in order to get the population number of Mangaung.

3.7 SAMPLING METHOD

Singo (2018: 153) states that sampling can be described as the process of choosing a smaller number of participants from a larger number of the population. In addition, the author asserts that sampling is vitally important both in qualitative and quantitative research. It is highly impossible to interview everyone within the population, therefore the researcher selects a portion of respondents to gather data from. Punch (2014: 211) highlights that the sampling plan is aligned with the study objectives and questions, as well as with the aim and purpose of the study. Singo (2018: 153) further explains that the researcher has an opportunity to select the participants and eliminate others, which means anyone from the population has an equal chance of being selected.

To select respondents for this study, a convenience sampling technique, under a purposive, non-probability sampling method, was utilised due to accessibility of potential respondents. The inclusion criteria for this study were that participants should be adults, 18 years of age and older, with both males and females from Mangaung included. The exclusion criteria for this study were people under the age of 18 years and people residing outside of MMM. Qualitative research has different types of sampling methods; purposive/judgemental, quota and snowball sampling.

3.7.1 Purposive/Judgemental Sampling

Singo (2018: 154) highlights that purposive sampling is explained as the systematic selection of a study population. This study adopted a purposive sampling method with the aim of determining the target population. The research questions and study objectives of a study should be considered when selecting a purposive sampling method (Singo 2018: 154). While ethical leadership is seen as one key purpose focused at leadership in order to ensure that public principles and values are carefully adhered to, the reason for selecting a purposive sampling method lies in the desired individuals being knowledgeable regarding what is being studied.

Social research requires a rigorous investigation with the aim of generating new knowledge and it is thus purposive (Sarantakos 2013: 1). Singo (2018) concurs and states that purposive sampling is perceived as an intellectual tool that allows the researcher to gather information in the context of public interest that are well known to the respondents. Cohen, Manion and Morrison (2011: 156) indicate that purposive sampling assists the researcher to easily access “individuals with conceptual knowledge and those who have comprehensive insight and knowledge by experience, expertise, power and a professional role”. In this study, the selected senior managers in MMM and the ward committee members have the necessary experience relating to the challenges they face and how to effectively deal with those challenges.

Singo (2018) confirms that purposive sampling is the most imperative type of non-probability sampling. The selected sampling is beneficial and suitable as the research study was based on the evaluation of ethical leadership and service delivery in MMM. Nevertheless, the study aim was to effectively assess variables such as ethics, leadership and service delivery, to maintain a culture of public moral belief.

3.7.2 Quota Sampling

Quota Sampling is defined as the researcher identifying the population strata, as well as the number of respondents needed from each relevant stratum (Singo 2018: 154). The author defined quota sampling as a method of addressing the issue of representation.

3.7.3 Snowball Sampling

According to Singo (2018: 154), snowball sampling is a form of a non-probability sampling, where some individuals from the population are approached, who then propose other members of the population with related characteristics as needed by the researcher. Singo (2018) is of the view this type of sampling is more predominant in the sales area.

This form of sampling is famously utilised in advertisements when the researcher randomly selects members from the relevant population and requests them to suggest anyone that might fit the characteristics of the advert. However, in the public service context, this sampling is more commonly used during parliamentary sessions where, for example, the media targets several leaders of numerous parties to gather their views regarding the current political issues in the country.

3.8 SAMPLE SIZE

For the purpose of this study, five wards were selected from Bloemfontein area, with two ward committees selected in order to gather information, along with two senior managers in MMM and 10 residents. This means the total number of respondents comprised 22 members, deemed suitable for the needed results, with limited costs.

3.9 DATA COLLECTION METHOD

Singo (2018) states that data are regarded as information useful in reasoning, planning or calculating. Singo (2018: 156) states that collection of data is defined as the process of gathering information from the participants with the main purpose of addressing the research problem. The author extended the definition of data collection by including that data collection comprises of steps, namely; setting study boundaries, gathering information either through semi-structured or unstructured interviews or observations, materials, information recording and documents.

Data collection is a process the researcher conducts when collecting information that will be used in the study. This process is usually conducted after the researcher has successfully formulated the research problem, developed the study design, selected the research instruments and chosen the study sample. Sarantakos (2013: 15) notes that when the researcher is in the process of collecting data, he/she should be an active listener to avoid interference with the participants. Ethical leadership and service delivery in MMM measures beliefs and behaviour as well as actions of individuals within the environment and, therefore, it cannot be quantified but can be explored using a qualitative research method.

The interview schedule offers advantages and disadvantages. According to Zohrabi (2013), the following are the advantages and disadvantages of an interview schedule:

Advantages:

- Collecting data can be effective on a large-scale basis
- It is highly cost effective
- It is time saving and efficient when collecting data from many individuals.
- It is less expensive.

Disadvantages:

- Certain questions might create misunderstandings.

- Sometimes there is a low return rate for an interview schedule with questions, particularly when sent by post.
- Answers can be questionable and inaccurate.

The researcher acquired data by virtue of a semi-structured interview schedule and semi-structured questionnaire, used to gather information from the residents in the community of Mangaung. The researcher kept all the completed documents in a safe area in order to observe ethical consideration. However, to assess reliability of opinions from respondents, interview questions are used (Barbour 2014: 32). The ward committee members and leadership in MMM participated to offer answers by voicing their concerns and views relating to the current ethical leadership challenges and service delivery issues in Mangaung. Walliman (2014: 166) is of the view that the most imperative tool in data collection is asking questions from people. Walliman (2014) further stated the main technique of collecting data using a in qualitative method is through a set of questions posed on the interview schedule.

Horn (2012: 6) highlights two types of formats for an interview schedule, namely open and closed-ended answer format. For this study, an open-ended format was utilised to gather information from the participants regarding ethical leadership challenges and service delivery in MMM. The interview schedule also provided an opportunity for respondents to respond in their own words.

3.9.1 Interview Schedule Design

English is the most commonly spoken language, as a result the interview questions were formulated in English and administered by the ward committee members and the leadership in MMM.

The questions were formulated from the relevant literature review with the aim of providing a good insight into the study's objectives. The questions were formulated in a manner that is easier for participants to understand. The interview questions consisted of 13 questions. Section A consisted of Biographical information and Section B consisted of Ethical leader and service delivery questions.

3.10 ANALYSIS OF DATA

According to Mnqayi (2021: 66), primary data provide much more information and details than secondary data. However, primary data provided the researcher with support with regard to obtaining first-hand information from the respondents. More

sense was generated from the participant responses by developing themes related to the study, organising templates and classifying replies. Under a qualitative research method, analysis uses phenomenology as it deals with people's perceptions (Schoeman 2012: 84). The author further explains that phenomenology can be useful to gather information from a smaller number of respondents. According to Mnqayi (2021: 67), the most crucial stage in the collection of data is transcribing.

There are six steps of data analysis as follows:

- **Step 1** Collection of data and preliminary analysis: The first step the researcher undertakes is to do data analysis at the research site during the collection of data. Preliminary analysis of data mainly deals with the masses of the data collected. However, during this phase the researcher should be aware of the data materials (Mouton 2015: 161).
- **Step 2** The management of data: The second step is managing data and is referred to as the early stage in analysis. During this stage, the researcher organises his/her data into computer files as well as file folders.
- **Step 3** Reading and writing memos: According to Babbie (2015: 404), the researcher, after he or she has thoroughly organised the data, should make sense of the interview by reflecting on the process.
- **Step 4** Generating categories, themes and patterns. Each question is divided into sub-categories and the theme must be developed based on the questionnaire.
- **Step 5** Data coding: The data generated should be organised, categorised and coded to report the findings.
- **Step 6** Writing the report, the last step in the analysis of the data is the writing of the report. This is where the researcher presents the data.

3.11 PILOT STUDY

Mnqayi (2021: 67) explains a pilot study is undertaken with the aim of finalising the main study. For the current study, a pilot study was undertaken through the ward committees in order to minimise costs and confusion. Mnqayi (2021: 67) is of the opinion that the most cost-effective and less expensive way is to conduct a pilot study before implementing the final research design. Babbie (2012: 244) pointed out that irrespective of whether you carefully design a collection instrument, such as a questionnaire, possibilities of making an error/mistakes are always there. In this study,

the researcher used an interview schedule, and a closed-ended questionnaire in order to gather data with regards to ward committees, leadership in MMM and the residents in Mangaung.

A pilot study was used on four participants. For this study, the researcher used an interview schedule that contained open-ended questions and a semi-structured questionnaire with closed-ended questions to gather information with regards to ethical leadership issues and service delivery in MMM. However, both contents and instructions were used in order to verify whether the participants understood the questions in the interview schedule. Piloting gave an opportunity for respondents to obtain clarification of questions being asked, hence it played a very significant part of the study. There were no changes on the pilot testing instrument.

3.12 DELIMITATIONS OF THE STUDY

The researcher evaluated ethical leadership and service delivery in Mangaung Metropolitan. Mnqayi (2021: 67) states some of the most crucial factors that might set limitation to the study, namely; gathering and accessing credible data and delays from the respondents. The study used interviews of 10 ward committee members, two senior leadership in MMM and 10 residents in Mangaung. Thus, the researcher pointed certain key challenges occurred during research. Some of the respondents were not available due to their hectic work schedule. This means time frames were affected and delays occurred during the collection of data.

Some of the participants were afraid to participate as they feared to be victimised. The study only selected five wards, namely ward 5, 9, 11, 17 and 23, this certainly mean that results cannot be generalised to all wards within the MMM.

3.13 TRUSTWORTHINESS

Trustworthiness is a way that can encourage researchers and readers that their findings deserve to be read and are worthy of their attention (Qwabe 2017). However, when research outcomes can be continuously repeated, with the same structure of questions asked of all respondents, this method guarantees accuracy. The trustworthiness of the study is imperative and was enhanced by utilising numerous sources of information. However, Mnqayi (2021: 68) asserts the main concern for excellent research is the trustworthiness of results and suitability to reach the study objectives.

3.14 ETHICAL CONSIDERATION

Research ethics are an essential part of scientific research and aims to design research in a morally suitable manner (Mnqayi 2021). The study observed ethical consideration of participants, who were not asked their personal particulars in order to protect their identities. Participants were made aware of both the positives and negatives of participating in the study. Permission to gain access to the participants were approved by the MMM Human Resource Development (HRD) office, which allowed the researcher the opportunity to gain access to data/information regarding issues of leadership and service delivery in MMM. The ethical actions used in this study included: 1) Informed Consent, 2) Anonymity, 3) Confidentiality, 4) Information Management.

3.14.1 Informed Consent

Permission to receive access to the participants was granted by the Department of Research at Durban University of Technology (DUT) and a gatekeeper's letter was obtained from the HRD office in MMM. According to Nijhawan, Janodia and Musmade (2013: 81), the main objective and purpose for informed consent is to provide enough information to a possible participant. However, for this study, consent for individuals to participate was obtained from participants before the actual interview.

The researcher issued written consent forms to all individuals who participated in the study. The participants completed and signed the written consent forms prior to commencement of the interview sessions. The contents were thoroughly communicated in English to the participants, with the purpose and objectives of this study explained to all participants, who understood their participation is entirely voluntary. The researcher also outlined the risks and benefits of study participation. In addition, the researcher mentioned participants are completely free to leave at any given time should they feel discomfort in taking part in the study.

3.14.2 Anonymity

Participants did not share their personal details before and after the interview. The interview was held at the offices of the MMM, which is the most suitable, safe area to guarantee anonymity. The information collected by the researcher was only for use by the researcher and the supervisor and will be stored safely, to be shredded in 15 years.

The questionnaire and interview schedule were developed in a manner that does not show the participants personal details.

3.14.3 Confidentiality

Babbie (2012: 67) is of the opinion that for confidentiality to be guaranteed in a research study, the researcher can identify a given individuals responses but promises not to do so publicly. The names and personal details of the participants were not attached in this study.

3.14.4 Information Management

The researcher ensured protection for participants by not revealing their names and personal details. The data collected were kept safely in a locked area. According to Mnqayi (2021: 70), ethical consideration is a very important aspect of social research and is seen as sensitive in terms of gathering valuable data. However, this means the researcher had to ensure participants are protected through their contribution to the study.

3.15 QUESTIONNAIRE DESIGN

Different sources of data were used to design a semi-structured questionnaire and an interview schedule. The semi-structured interview schedule allowed participants the opportunity to provide their own views relating to this study. The researcher used interviews and a questionnaire to obtain information with regards to leadership issues and service delivery challenges faced by the MMM. In addition, piloting played a critical role in ensuring participants understood the contents and instructions of the questionnaire and interview.

Piloting highlighted any challenges participants might come across during the interview, while it also assisted the researcher to test how long the participants would take to complete the questionnaires completely. Mnqayi (2021: 6) states that to conduct a study in the most cost-effective way, a pilot study should be implemented before the final research design. Mnqayi (2021) further explains that piloting includes preliminary studies on a relatively smaller sample in order to assist in finding challenges that might hinder a successful research design. However, before the actual interview sessions, four ward committee members were requested to avail themselves as pilot study participants. They were not part of the main study.

3.15.1 Questionnaire Content

For this study, the questionnaire consisted of two pages. The purpose and importance of this study were clearly explained and participants assured that their personal details will remain anonymous and the information will be entirely treated with confidentiality. Section A of the questionnaire includes the biographical information, followed by ethical leadership challenges in MMM. The research instruments consisted of three sections; the ethical leadership questionnaire, biographical information and letter of consent.

3.15.2 Consent Letter

The aim of this letter was to introduce the participants to the research topic. Participants were guaranteed that their personal details would be treated confidentially. The researcher mentioned that taking part in this research study was voluntarily and participants could withdraw from the study any time should they wish to.

3.15.3 The Biographical data section

The biographical section in this study comprises the following:

- Age
- Gender
- Employment Status
- Years of service
- Race

3.16 CASE STUDY RESEARCH

According to Priya (2021:95) a case study has multiple techniques of collecting data, it also includes a study of an in-depth phenomenon. Priya (2021:95) highlights that a case study research is not a technique of collecting data but rather a research design to investigate a certain phenomenon.

However, Creswell (2014:241) is of the view that case study research is a qualitative design where the researcher explores in depth into a phenomenon. Creswell (2014) further highlights that the 'case' is bound by an activity and time, thus the researcher ought to collect information by utilizing several data collection procedures.

3.16.1 Attributes of a Case Study

According to Priya (2021:96), the following are some of the attributes of a case study research:

- A case study encompasses a comprehensive research of a particular phenomenon
- A case study is not a method of collecting data but a research strategy.
- A case study can allow the researcher to use any data collection technique.
- A household, an individual, family, community, organization or an event can all form as unit of analysis in a case study research.

3.17 CONCLUSION

This chapter explained the research design, strategies of research, the data collection approaches in qualitative and quantitative research. The chapter also summarised a discussion regarding target population, the sampling method and size, as well as analysing of data. The delimitation of the study was clearly explained and lastly, ethical considerations of the study were clearly discussed.

The next chapter focuses on the presentation of data and data analysis from the data generated.

CHAPTER 4

FINDINGS

4.1 INTRODUCTION

This chapter is vitally important in research as it explains how the data were analysed and interpreted. The previous chapter set out the data collection method and explains how the collected data can answer research questions. The main focus in this chapter, however, is the presentation of the obtained data, both from the interview schedule questions and the semi-structured questionnaire administered.

This chapter provides a presentation of the data obtained from the semi-structured questionnaire with closed-ended questions and semi-structured interview schedule that were administered to, residents, the ward committee members and the senior leadership in MMM. Mnqayi (2021: 85) states an analysis of data provides an input to intended people. The task was carried out to ensure ethical consideration and trustworthiness were thoroughly adhered to in the research study. The responses from all five wards (Ward 5, 9, 11, 17 and 23) and senior leadership in MMM are tabulated and grouped, while the data results from the community are interpreted and discussed.

4.2 RESEARCH DESIGN AND METHODOLOGY

For the researcher to achieve the desired results required to resolve the assumption stated in the first chapter, an interview schedule and questionnaire were developed. Both the interview schedule and the questionnaire contained questions identified through a review of literature relevant to the topic under study: ethical leadership and service delivery. According to Taaibosch (2015: 105), a researcher finds facts and then expresses generalisation based on the interpretation of those facts. Nevertheless, the main aim of this study is to examine ethical leadership challenges to improve service delivery in MMM.

To address the main problem indicated in Chapter 1 of the study, a suitable research design was employed. A research design is described as a road map, plan or structure that a researcher chooses to select to gather responses to the research questions (Kumar 2014: 122). The main aim of this study is to obtain knowledge to address ethical leadership challenges and service delivery in MMM in the Free State province, SA.

4.2.1 Data gathering method and data analysis

Taaibosch (2015: 106) highlights numerous ways in which data can be gathered and analysed. The author further states that collecting data and the analyses are mostly determined by the objectives, aims and purpose of the study. The main objective of this study is to examine ethical leadership challenges to improve service delivery in MMM. The two key methods in research are qualitative and quantitative (Taaibosch 2015: 106). On the one hand, Taaibosch (2015: 107) is of the view that a researcher who adopts a qualitative research method utilises inductive reasoning in terms of observing and ultimately generating conclusions regarding a general phenomenon.

Motingoe (2011: 95), on the other hand, highlights a questionnaire is a written paper with several questions as well as recorded answers. Furthermore, a questionnaire is seen as a point of departure in the data collection and careful consideration should be adhered to in terms of their design and structure as this should provide accuracy of the data that is collected from the participants. The thematic analysis method of data analysis was utilised in order to analyse the data gathered from the 10 ward committee members, 10 randomly selected members of the community in the Mangaung Metro, and two senior leadership officials in MMM.

Magagula (2019: 109) is of the view that thematic analysis is “an inductive set of a process established to scrutinize and identify themes from textual data in a way that is more trustworthy” and highly transparent. Nevertheless, once the researcher completed the data collection, the thematic analysis process was effectively followed. The researcher prepared the data after transcribing the interviews, following which the data were coded and categorised, with themes then created, refined and finalised. For this research, an interview schedule and a semi-structured questionnaire were utilised to gather information relating to ethical leadership and service delivery in MMM.

4.2.2 Questionnaire and Interview Schedule

Taaibosch (2015: 108) describes a questionnaire as a list of questions on a written form that is completed by participants to contribute towards a research project. Taaibosch (2015:108) further state that a questionnaire can also be defined as a data collection instrument that contains a consistent set of questions that ought to be answered in order to respond to the research problem. To ensure accuracy of data

collection, the following requirements have to be considered when designing a questionnaire:

- Confidentiality of participants should, at all times, be assured.
- The questions on the questionnaire should not need any calculations.
- The questions should be designed in a manner that is simple, short, understandable and straight to the point.
- The questions should not be offensive.
- Instructions should be included on the questionnaire to make it easier for the participants to fully understand what is needed.
- The question layout is important, as there must be sufficient space for respondents to answer adequately.

(Taaibosch 2015: 107).

For the purpose of this study, the questionnaire was designed to have a clear understanding of statements. The questions were not biased and confidentiality was assured through the cover letter. Furthermore, all the questionnaire design requirements mentioned above were adhered to and effectively taken into account.

In this study, a semi-structured questionnaire, with a 5-point Likert scale response and closed-ended questions (Appendix D) was developed and administered to selected ward committee members, randomly selected members of the community within Mangaung Metro and the senior leaders in MMM. The researcher provided sufficient assistance to all respondents who needed help with the questionnaire. All questions were completed in the presence of the researcher and the researcher personally collected all the completed questionnaires.

The semi-structured interview was used to conduct interviews with the selected ward committee members (Ward 5, 9, 11, 17 and 23) and the senior leaders (Acting Manager and GM) in MMM. The main purpose of the semi-structured interview was to obtain feedback and insight on ethical leadership challenges and service delivery issues in MMM. To this purpose, the interview schedule consisted of open-ended (unstructured) questions (Appendix E).

4.2.3 Sampling

Sampling is required as the significant step in research because it defines the respondents in the research project. Motingoe (2011: 96) explains that sampling refers to the procedure that is used to choose the population for the research study. Singo (2018) states it is impossible to interview everyone within the population and therefore the researcher should choose a portion of respondents in order to gather data. Singo (2018) further maintains sampling is important in both quantitative and qualitative research methods.

In this study a convenience method was used to identify the MM (Acting Manager) and the executive major of the MMM. The acting City manager and the General Manager (GM) of the MMM were interviewed using the semi-structured questionnaire and the interview schedule. The main aim of conducting interviews with the senior leaders of the MMM was to gather knowledge of ethical leadership challenges and service delivery issues faced in MMM. The Acting City Manager and the GM are viewed as the experts of municipal and LG affairs.

Purposive sampling, which is a non-probability sampling method, was utilised to select 10 residents who completed the semi-structured questionnaire to produce information concerning the current MMM leadership and service delivery challenges. The administered questionnaire took approximately 20 to 30 minutes to be completed. Further to this, 10 ward committee members were selected with two elected members from each ward (Ward 5, 9, 11, 17 and 23) to participate in the semi-structured interview, conducted to gather information about the service delivery and ethical leadership issues faced by MMM.

4.3 THEMATIC ANALYSIS DETAILS

The research adopted a thematic analysis method in terms of analysing data. According to Caulfield (2019), a thematic analysis is defined as a technique of analysing data for a qualitative research study. Caulfield (2019) further states that thematic analysis is often implemented on texts such as transcripts or interviews. However, with regard to this study, the researcher carefully examined the information in order to identify the common themes. Prior to generating themes, the researcher firstly scrutinised the information received from the selected ward committees, two senior leaders at MMM and selected community members in Mangaung. The researcher took notes from the data with the aim of familiarising himself with it.

Furthermore, the researcher coded the data by labelling the content. However, three themes were generated.

4.4 BIOGRAPHICAL DETAILS OF PARTICIPANTS

The biographical section in this study comprises gender, age, level of qualification, and employment status, as well as race, years of service and the period the participant lived in Mangaung.

However, between the ages 18-24 years, there was only one participant. In the age group 25-30 years, there were two participants, participants in the 31-35 years age group numbered three, the 36-40 years age group consisted of five participants, while between the ages 41-50 years there were six participants and last, there were five participants aged between 51 years and above. The participants in this study comprised a total of 10 males and 12 females, all from South Africa.

Eleven participants in this study are in possession of a matric certificate, ten participants hold a Diploma and one participant holds a Master's Degree. However, 20 participants have been staying in Mangaung for more than 26 years, with one participant who has lived in Mangaung for a period of 11-15 years.

a) Pilot testing

The participants in the pilot testing comprised two males and two females, ranging between the ages of 31-50. All four pilot test participants are in a possession of a matric certificate, with all having lived in Mangaung for a period of more than 26 years.

4.5 ETHICAL CONSIDERATIONS

The researcher followed the undermentioned principles of research ethical conduct:

- Privacy. The anonymity and confidentiality of all the respondents were protected.
- The participation in the study was entirely voluntary.
- Informed Consent. The participants gave their consent to take part in the study after they were made aware of the main research aim and purpose.
- Consent. Verbal and written permission were granted to the researcher by the Director HRMD of the MMM to continue conducting the research.
- Permission Letter and consent. An Information letter was submitted to the Director: HRMD of the MMM to make them fully aware of the research aim and purpose and receive their consent to collect data from the ward committee members and the

leaders in MMM by means of a semi-structured questionnaire and the interview schedule.

4.6 PRESENTATION OF DATA

The presentation of data was analysed per ward, community response and MMM leadership.

4.6.1 Group 1: Responses from ward committee members

For this study, 10 ward committee members from five wards provided responses with regard to ethical leadership challenges and service delivery issues in MMM. The selected wards are Ward 5, 9, 11, 17 and 23.

4.6.1.1 Ward 5

Table 4.1: WARD 5

RESPONDENT 1	RESPONDENT 2
<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership is the transparency and accountability of leadership to the communities at large</p>	<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership help the community with their challenges of service delivery</p>
<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Councillors should be given space of rendering the services properly for their communities and should not be included in political caucus. The councillors must effectively deal with governance only.</p>	<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>The councillors and the political leaders must both understand each other and other and be peace with one another.</p>
<p>What service delivery challenges are faced by MMM?</p>	<p>What service delivery challenges are faced by MMM?</p>

Services are very poor in Mangaung due to political functionality and the inability for workers to perform their duties effectively.	Service delivery issues faced by MMM include poor attending of potholes and sewage in the community.
What measures can be taken to resolve the challenges mentioned? Politics must be far away from governance.	What measures can be taken to resolve the challenges mentioned? The reports of the ward committee members must be attended in time.
How can proper ethical leadership be maintained to ensure sustainable service delivery to communities? The leadership must differentiate between politics and governance.	How can proper ethical leadership be maintained to ensure sustainable service delivery to communities? Oversight is very critical in this regard
Does corruption have an impact on municipal service delivery? Yes	Does corruption have an impact on municipal service delivery? Yes
Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? Yes, deployment of skilled workforce.	Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? Yes, functionalism
What solutions can you suggest for MMM to resolve the challenges of service delivery? <ul style="list-style-type: none"> - Hire more competent staff - Attend to issues quickly - Consult with ward committee members regularly to hear their concerns 	What solutions can you suggest for MMM to resolve the challenges of service delivery? The office should be occupied by relevant people who have the necessary skills, experiences and required qualifications.

4.6.1.2 WARD B (9)

Table 4.2: Ward 9

RESPONDENT 1	RESPONDENT 2
<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership and service delivery means in the municipality means working effectively hard for the community.</p>	<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership means all the community problems must be attended to and it also means the people in the community should be served.</p>
<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>They must operate and work together so that the relationship between them must be smooth.</p>	<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Oversight is a key role in both the councillors and political leaders. Both must work together for the smooth operation of service delivery to the community.</p>
<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Potholes - Street lighting - Sewage 	<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Infrastructure issues. - Sewage, water linkage, potholes and electricity, street lighting
<p>What measures can be taken to resolve the challenges mentioned?</p> <p>The leaders in MMM, the ward councillors and the wards committee members must report effectively and engage with the community</p>	<p>What measures can be taken to resolve the challenges mentioned?</p> <p>There should be an oversight to all officials in the municipality.</p>
<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p>	<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p>

There must be fairness and honesty when executing of duties.	The officials must be highly committed to their work in order to be ethical.
Does corruption have an impact on municipal service delivery? Yes	Does corruption have an impact on municipal service delivery? Yes
Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? Yes, the leaders in MMM and ward councillors must come in one room to discuss challenges in communities.	Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? Deployment of general workers must be looked at.
What solutions can you suggest for MMM to resolve the challenges of service delivery? Ethics and discipline.	What solutions can you suggest for MMM to resolve the challenges of service delivery? Commitment to their work

4.6.1.3 WARD C (11)

TABLE 4.3: Ward 11

RESPONDENT 1	RESPONDENT 2
What is your understanding of ethical leadership and service delivery in the municipality? Ethical leadership according to my understanding is about adhering to Batho Pele Principles and serving the community with dignity.	What is your understanding of ethical leadership and service delivery in the municipality? Ethical leadership is about being a good and understanding leader. It is about listening and willing to work with people. Service delivery on the other hand is provision of municipal services to the residents. Services like sanitation, electricity etc.
How should the relationship between the councillors and the political leaders be managed in order to promote ethical	How should the relationship between the councillors and the political leaders be managed in order to promote ethical

<p>leadership and render sustainable municipal services to communities?</p> <p>There must be cooperation and involvement of all stakeholders.</p>	<p>leadership and render sustainable municipal services to communities?</p> <p>The councillors and political leaders must work together. Politicians are also community leaders and must do what councillors do, let in the policies and focus on governance for our people.</p>
<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Lack of ambulances - Corruption - Potholes 	<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Water and sanitation - Electricity
<p>What measures can be taken to resolve the challenges mentioned?</p> <p>If corruption can be eliminated.</p>	<p>What measures can be taken to resolve the challenges mentioned?</p> <p>The municipality must have a proper planning on buying enough material for services.</p>
<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <p>Respecting the community and fulfilling promises.</p>	<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <p>Assessing all leaders</p>
<p>Does corruption have an impact on municipal service delivery?</p> <p>Yes, it has taken over higher percentage.</p>	<p>Does corruption have an impact on municipal service delivery?</p> <p>Yes, having corrupt leaders will never have a great municipality.</p>
<p>Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?</p> <p>No</p>	<p>Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?</p> <p>Mostly service delivery is a common concern in our Metro. Residents are suffering with service delivery, especially potholes.</p>
<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p>	<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p>

Leaders must be true leaders, without engaging in corrupt activities. They must have passion for their job.	Having great leaders that are ready and willing to work to make sure the Metro runs smooth.
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4.6.1.4 WARD D (17)

TABLE 4.4: Ward 17

RESPONDENT 1	RESPONDENT 2
<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership is when the municipality employ people who have knowledge of what is expected of him/her to deliver.</p>	<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>Ethical leadership is when a leader considers the community more than his/her own benefit. Service delivery is the services provided to the communities by the municipality.</p>
<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Accountability by the councillors to political leaders must be adhered to. Politicians must take oversight roles and councillors must be accountable.</p>	<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Political issues should not be discussed amongst council because councillors are members of community and they deal with human/community members from different political views.</p>
<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Water and electricity - Potholes - Sewage 	<p>What service delivery challenges are faced by MMM?</p> <p>The municipal leadership is more concerned about political issues instead of rendering services to the people. Money is being laundered by municipal leaders and politicians.</p>
<p>What measures can be taken to resolve the challenges mentioned?</p>	<p>What measures can be taken to resolve the challenges mentioned?</p>

Relevant people on relevant portfolio	Transparency of leaders to the communities.
How can proper ethical leadership be maintained to ensure sustainable service delivery to communities? - Accountability Zero corruption	How can proper ethical leadership be maintained to ensure sustainable service delivery to communities? - Accountability
Does corruption have an impact on municipal service delivery? Yes, a very serious impact.	Does corruption have an impact on municipal service delivery? Yes.
Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? National and Provincial government should do its role as the overseer of the municipality.	Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM? Functionality
What solutions can you suggest for MMM to resolve the challenges of service delivery? If all of us can do what is expected to us or employees of municipality.	What solutions can you suggest for MMM to resolve the challenges of service delivery? - Service refuse trucks regularly. - Attend to potholes. - Be accountable and adhere to policies.

4.6.1.5 WARD E (23)

TABLE 4.5: Ward 23

RESPONDENT 1	RESPONDENT 2
What is your understanding of ethical leadership and service delivery in the municipality? Ethical leadership is all about leaders who lead without practicing any corruption and show leadership skills and provide solutions for the community's problem.	What is your understanding of ethical leadership and service delivery in the municipality? In a democratic government, South African government leaders have paid less attention to leadership ethics but mainly focused on reducing corruption, which is the results of poor leadership ethics, poor public service delivery by various government institutions.

<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>They should work together to serve the communities that they are leading and render the services to people.</p>	<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Councillors being deployed by the ruling organisation ought to abide to the mandate.</p>
<p>What service delivery challenges are faced by MMM?</p> <p>Municipalities do not have money to render the services as people were not paying for services. Old infrastructure. They need to renovate and rebuild the roads and hospitals</p>	<p>What service delivery challenges are faced by MMM?</p> <ul style="list-style-type: none"> - Financial constraints - Lack of coordination and Info - Lack of solid workforce - Corruption - Systematic problems - Political Instability
<p>What measures can be taken to resolve the challenges mentioned?</p> <p>People must pay for sanitation, water and electricity.</p>	<p>What measures can be taken to resolve the challenges mentioned?</p> <ul style="list-style-type: none"> - Political deployment should be given to qualifying candidates. - Identify and address barriers to quality service and provide communication. - Respond effectively to community concerns
<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <ul style="list-style-type: none"> - Hire people with correct qualifications. - Give proper training. - Good communication skills. 	<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <ul style="list-style-type: none"> - Initiate corporate social responsibility into the municipality - Find key role players - Lead by example and also promote open communication into issues concerning service delivery.
<p>Does corruption have an impact on municipal service delivery?</p> <p>Yes</p>	<p>Does corruption have an impact on municipal service delivery?</p>

	Yes, corruption leads to an unethical organisational culture which increases the problems of service delivery.
<p>Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?</p> <ul style="list-style-type: none"> - Transparency - Respect - Justice - Discrimination and harassment <p>Conflicts</p>	<p>Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?</p> <p>Yes, the issue of nepotism plays a huge role in the Metro and also the awarding of tenders to non-qualifying bides also play a huge role in the Mangaung Metropolitan municipality</p>
<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p> <p>To stop tenders and employ more people</p>	<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p> <p>Oversight visit on programs has to be ensured so that quality of projects are carried out effectively.</p>

4.6.2 Group 2: Responses from MMM Senior Leadership

For this study, two senior officials at MMM provided responses with the challenges they face pertaining to service delivery and leadership within the Metropolitan. The acting city manager and the GM both disseminated information needed for this study relating all the challenges faced and possible solutions for those issues.

4.6.2.1 Responses from MMM Senior Leadership

Table 4.6: Respondent 1 & 2

RESPONDENT 1	RESPONDENT 2
<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>The municipality is the coalface of service delivery and thus its officials must at all times</p>	<p>What is your understanding of ethical leadership and service delivery in the municipality?</p> <p>To treat all the residents and employees equal also to ensure that we should be proud of our city.</p>

<p>be driven by a high level of ethics to enable them to executive their duties properly.</p>	
<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>By following prescriptions of the Municipal Finance Management Act (MFMA), Act 56 of 2003, Structures Act and Systems Act.</p>	<p>How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?</p> <p>Councillors and political leaders should really practice the say “Put the people first”</p>
<p>What service delivery challenges are faced by MMM?</p> <p>Due to financial crisis, the municipality is failing to seal potholes, to attend to water and sanitation issues and to ensure the city is clean.</p>	<p>What service delivery challenges are faced by MMM?</p> <p>The infrastructure, waste collection, having projects etc.</p> <p>The employees are demotivated due to interference by councillors and political leaders</p>
<p>What measures can be taken to resolve the challenges mentioned?</p> <p>Proper debt collection to increase the finances of the municipality.</p>	<p>What measures can be taken to resolve the challenges mentioned?</p> <p>Employees should be given a chance and to state their concerns and to work towards an agreement that will benefit both the employees and the employer.</p>
<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <p>Understanding and implementation of relevant legislation.</p>	<p>How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?</p> <p>Everyone should be treated equally.</p>
<p>Does corruption have an impact on the municipal service delivery?</p> <p>It is mainly a systematic failure and not corruption that is the problem.</p>	<p>Does corruption have an impact on the municipal service delivery?</p> <p>Corruption definitely has an impact on service delivery. Both employees and the residents have a negative attitude towards the municipality.</p>
<p>Do you have other issues which you believe should be addressed in terms of</p>	<p>Do you have other issues which you believe should be addressed in terms of</p>

<p>challenges pertaining to ethical leadership and service delivery in MMM?</p> <p>No</p>	<p>challenges pertaining to ethical leadership and service delivery in MMM?</p> <p>No</p>
<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p> <p>Workshops on the relevant laws, every 3 months must be given to councillors</p>	<p>What solutions can you suggest for MMM to resolve the challenges of service delivery?</p> <p>To come to a conclusion that both employees and employers are satisfied and respect and understand the level at management and employees.</p>

4.6.3 Group 3: Responses from Community Members

4.6.3.1 Community members responses

For this study, 10 randomly selected members in the community of MMM provided information relating to issues with service delivery. Open-ended questions were used in order to gather information from the 10 residents. In order to ensure participants understand the questionnaire, a key was included to explain the 5-point Likert response range, namely: SD = Strongly Disagree, D= Disagree, N= Neutral, A= Agree, SA= Strongly Agree. The following questions were part of the questionnaires that participants completed.

I believe ethical leadership is adopted in Mangaung Metropolitan Municipality

Majority of the participants strongly disagreed that ethical leadership is adopted in MMM. Two participants remain neutral.

Mangaung Metropolitan Municipality provides basic services to the community on time

Based on the respondents, the majority strongly disagreed. Six participants strongly disagreed that MMM provides basic services to the community on time. Two participants disagreed and two participants remained neutral.

There is high ethical and professional manner in the execution of duties

Most participants disagreed. They believe that the execution of duties are not carried out professionally and ethically. Two participants remained neutral.

I believe the leadership in Margaung Metropolitan Municipality are skilled and have the necessary experience to execute duties

Five participants strongly disagreed to this statement. One participant agree that leadership in MMM are skilled and have the necessary skills as well as the experience to execute duties. However, three participants remained neutral.

Leaders in Margaung Metropolitan Municipality adhere to policy regulations and legislations

Majority of the participants disagreed that the leaders in MMM adhere to policy regulations and legislation. Seven participants strongly disagreed, one participant agreed and two remained neutral.

I believe the employment of leaders in Margaung Metropolitan Municipality is fair and honest with right protocols followed

The majority of participants strongly disagreed (eight participants strongly disagreed, one disagreed and one remained neutral).

The ward councillors must be familiar with their wards

Most of the participants strongly agreed that it is imperative for councillors to be familiar with their wards.

4.7 DATA ANALYSIS PER OBJECTIVE

4.7.1 Theme One

Theme: Ethical leadership challenges faced by MMM on service delivery.

Theme one shows the research statements, ward and the responses from the participants. The respondent was from ward 23. The sub-objective for Theme One was to determine ethical leadership challenges faced by MMM on service delivery.

Table 4.7: Theme One

	Research Statements	Ward	Respondent	Participants Responses
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<p>Sub –Objective 1:</p> <p>To determine ethical leadership challenges faced by MMM</p>	<p>What is your understanding of ethical leadership and service delivery in the municipality?</p>	<p>23</p>	<p>1</p>	<p>Ethical leadership is about leaders who lead without practicing any corruption and show leadership skills and also provide solutions for the community’s problems.</p>
<p>on service delivery.</p>	<p>What are service delivery challenges that are faced by MMM?</p>	<p>9</p>	<p>2</p>	<p>Due to financial crisis, the municipality is failing to seal potholes, to attend to water and sanitation issues and to ensure the city is clean. Other issues may include the following:</p> <ul style="list-style-type: none"> - Infrastructure issues - Sewage - Non-Operative Street lights - Lack of solid workforce - Political Instability - Electricity

4.7.1.1 Interpretation on sub objective one: To determine ethical leadership challenges faced by MMM on service delivery

The above statements or responses cover all five wards and responses from MMM leadership. All these responses provide credibility on the determination of ethical leadership challenges faced by MMM on service delivery. Some of the responses by ward committees on the explanation of ethical leadership and service delivery highlight the possibility of unclear/lack of understanding relating to the two terms. The ward committees are formulated with the aim of improving the communities, making it imperative they have a clear understanding of what service delivery and ethical leadership in municipalities entail. However, it is apparent that a misconception

remains among the ward committee members regarding the definitions of ethical leadership and service delivery.

The aim of the ward committee members is to effectively liaise with the community; however, it is strongly noted that it is challenging for them to execute their roles without availability of resources. Financial constraints are a great concern within the MMM. Some ward committee members highlighted the most critical service delivery challenge faced by the MMM is financial constraints.

The MMM does not have sufficient financial resources to fulfil their municipal roles and to render services in an efficient and economic manner. An example is that of potholes in the city, which have been a major concern. Most of the ward committee members stated that the MMM does not attend to potholes in time. Some of the ward committee members believe this could be due to the Metro experiencing financial stress. Some ward committee members added that waste collection has been a major concern in the Metro. The possible reason for this could be that the refuse trucks are not serviced properly and this leads to malfunction.

In addition to the service delivery issues, the majority of the ward committee members agreed corruption can be a barrier to service delivery. Considering the statement above by Participant 2 from ward 11, the ward committee member explains that having corrupt leaders, on the one hand, means there will never be a great municipality and the municipality will never reach its desired goals. Participant 2 from ward 23, on the other hand, supports the motive that corruption impacts service delivery and highlights that corruption can lead to an unethical organisational culture, which then increases the issues of service delivery. It was noted during the interview with participant 1 from ward 23 that there must be transparency and basic financial and other legislation training for all officials in MMM, including the ward councillors and the ward committee members, in order to curb corruption.

Lack of a solid workforce is seen as a challenge that effectively contributes to ethical leadership challenges and slow delivery of services in the MMM. It emerged during the interview with Respondent 1 from ward 23 that the MMM must hire people with relevant and correct qualifications and there must be proper, ongoing training for officials. The training that will be offered to officials, management, ward councillors and ward committee members must fit within the day-to-day municipal programmes

and must be based on the legislative framework of the municipalities. In the statement above by Respondent 1 from ward 5, there is no ward councillor and ward committee member engagement. However, Respondent 1 from ward 5 stated there should be regular consultation with the ward councillors to iron out their concerns.

4.7.2 Theme Two

Theme Two: To influence the ethical leadership in MMM service delivery.

Sub-objective for Theme two was “to influence ethical leadership in MMM service delivery”. The selected participant is from ward 9 respondent 2 and participant from ward 17, respondent 2.

Table 4.8: Theme Two

Sub –Objective	Research Statements	Ward	Respondent	Participants Responses
2: To Influence Ethical Leadership in MMM Service Delivery	How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services?	9	2	Oversight is a key role in both the councillors and political leaders. both must work together for the smooth operation of service delivery to the community

	<p>How can proper ethical leadership be maintained to ensure sustainable service delivery?</p>	<p>17</p>	<p>2</p>	<p>Proper ethical leadership can be maintained by understanding and implementation of relevant legislation and policies. there must also be accountability in the execution of duties by every official within the municipality.</p>
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4.7.2.1 Interpretation on sub objective two: To influence ethical leadership in Mangaung Metropolitan service delivery

How should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal service delivery?

The above analysis indicates the importance of the relationship between the councillors and the political leaders in order to promote ethical leadership, as well as rendering satisfactory municipal services to the community. Respondent 2 from Ward 9 mentioned and highlighted that oversight is a critical role for both the councillors and the political leaders in the MMM. Respondent 2 (Ward 9) further stated that for smooth operation of service delivery to the community to take place, there must be cooperation between the councillors and the political leaders. Most ward committee members mentioned there must be cooperation between councillors and all stakeholders of the municipality should be involved.

Some ward committee members believe the councillors and political leaders must at all times understand each other and reach consensus in every aspect of decision-making. According to Respondent 1 (Ward 17), effective accountability will strengthen the relationship between the councillors and the political leaders in MMM, as there will be mutual and sufficient trust when dealing with or executing official duties of the Metro. Respondent 2 (Ward 23) supports this motive, adding that councillors being deployed by the ruling organisation must abide to the mandate and the municipality’s legislative requirements and policy framework. However, with the data gathered from

the ward committees, it is evident the relationship among officials is crucial in achieving the desired objectives of MMM and ensure services are provided on time.

How can proper ethical leadership be maintained to ensure sustainable service delivery?

Schoeman (2012: 2) highlights that proper ethical leadership is interpreted as operative when individuals employed to leadership positions can manage to achieve institutional goals. Ciulla (2014) indicates that leadership is not about a position but it is based on trust, commitment, morals and vision of the people. Respondent 2 (Ward 17) believes proper ethical leadership can be conserved by understanding and implementing relevant legislation and policies. There must also be accountability in the execution of duties by every official within the MMM. However, most of the ward committees believe it is imperative for senior management, councillors, officials and every ward committee member to understand and implement the relevant legislation.

Respondent 1 (Ward 23) stated that for ethical leadership to be possible more training should be given to all officials in MMM relating their duties and the legislative framework. Furthermore, there must good communication skills to ensure sustainable service delivery in MMM. Respondent 2 (Ward 23) highlights leaders must lead by example and promote open communication into issues concerning service delivery. Nonetheless, most of the ward committee members emphasised that on-going training, accountability, honesty, and commitment, as well as communication, are effective tools to ensure proper ethical leadership in order to enhance the delivery of services.

4.7.3 Theme Three

Theme Three: How can recommendations be proposed to assist and maintain ethical leadership in MMM?

Theme Three was based on “recommendation in order to assist MMM for ensuring ethical leadership”. The selected participants are from ward 23, participant 2 and ward 17 participant 1.

Table 4.9: Theme Three

Sub-Objective	Statement Responses	Ward	Respondent	Participants responses
<p>3:</p> <p>How can recommendations be proposed to assist and maintain ethical leadership in MMM?</p>	<p>Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?</p>	<p>23</p>	<p>2</p>	<p>Yes, the issue of nepotism plays a huge role in the Metro and also the awarding of tenders to non-qualifying bides also play a huge role in the MMM</p>
	<p>What are measures that can be taken to resolve the challenges mentioned?</p>	<p>23</p>	<p>9</p>	<p>Oversight visit on programs has to be ensured so that quality of projects are carried out effectively.</p>
	<p>What solutions can you suggest for Mangaung Metropolitan Municipality to resolve the challenges of service delivery?</p>	<p>17</p>	<p>1</p>	<p>Workshops on the relevant laws must be given to the senior management, councillors as well as ward committee members regularly.</p> <p>Proper debt collection must be enforced in order to strengthen the finances of the municipality.</p>

4.7.3.1 Interpretation on sub objective Three: How can recommendation be proposed to assist with ethical leadership in MMM?

Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in MMM?

It was stated during the interview by respondent 2 (Ward 23) that the issue of nepotism plays a huge role in the MMM, as does the awarding of tenders to non-qualifying bidders. Respondent 1 (Ward 23) stated critical elements that should also be observed; transparency, respect, fairness and justice should be considered in municipalities to ensure smooth operation. Some of the ward committee members believe accountability is highly important, stating all municipal officials should be effectively accountable in their day-to-day operations.

What measures can be taken to resolve the challenges mentioned?

Respondent 1 (Ward 23) highlighted that for MMM to recover financially, people in communities must pay for sanitation, water and electricity. The municipal bills must be effectively monitored and strict implementation should be designed. Respondent 1 (Ward 9) is of the view the leaders in MMM, ward councillors and the ward committee members must report effectively and engage with the community.

What solutions can you suggest for MMM to resolve the challenges of service delivery?

Respondent 1 (Ward 17) highlighted that workshops on the relevant laws must be provided to senior management, councillors as well as ward committee members on a regular basis. Proper debt collection must also be enforced in order to strengthen the finances of the municipality. Some of the ward committee members believe potholes must be attended to regularly and refuse trucks must be serviced on a regular basis.

Respondent 1 (Ward 11), however, stated leaders must be true leaders, without engaging in corrupt activities, they must thus have passion for their job. Respondent 2 (Ward 11) supported the statement, saying that having great leaders who are ready and willing to work to make sure the Metro runs smooth can be a solution to resolve the challenges of service delivery. Most ward committee members stated that ethics, discipline and commitment to work can be used as a mechanism to solve the service delivery challenges in MMM.

Certain factors were highlighted during an interview session with Respondent 1 (Ward 5), namely that the MMM must; 1) hire more competent staff that can do the job and have the required qualification, 2) consult with ward committee members regularly to hear their concerns, 3) attend to community issues regularly. Respondent 2 (Ward 5) agreed and indicated the offices of the MMM should be occupied by relevant people who have the necessary skills, experience and qualifications.

4.7.4 Theme Four: Results/feedback from community members affected by service delivery

4.7.4.1 Results Interpretation from community members

According to the administered questionnaire, it was noted the majority residents do not believe ethical leadership has been adopted in MMM and that services are provided in time. They believe issues such as potholes, ineffective street lighting and other matters take longer to be attended to. Most people in the community believe the leaders in MMM do not adhere to ethical principles, or the legislative framework and policies of the municipality.

Most community members further agreed ward councillors must be familiar with their wards. This is crucial, because it will allow the ward councillors, together with the ward committee members, to engage effectively with the community members and address their concerns in time. The majority members strongly disagreed that there is a high ethical and professional manner in the execution of duties. Most members believe the execution of duties in MMM is unethical and performed in an unprofessional manner.

According to the respondents, most disagreed the leadership in MMM is skilled and has the necessary experience and qualifications to execute their day-to-day duties, while some respondents from the community remained neutral and unsure. During an interview session with the community members, most highlighted that they strongly disagreed the employment of leaders in MMM is fair and honest with the correct protocols followed. Moreover, it is noted most youth and the elderly members in the communities are not impressed with the service provision from the MMM.

4.8 THE GATHERING OF DATA AND DURATION OF DATA COLLECTION

Data were gathered from 01 September 2022 until 15 October 2022. The data were collected from ten selected residents of Mangaung, two selected senior leaders in MMM and 10 ward committee members in Mangaung. Each member was allocated at

least 20 minutes to complete the semi-structured questionnaire. However, with regard to questionnaire testing in the pilot, four ward committees were each given 20 minutes to complete the pre-testing questionnaire.

Table 4.10: Interaction between research objectives, research questions and findings

Research Objectives	Research Questions	Interview Questions	Findings
<ul style="list-style-type: none"> To determine the ethical leadership challenges faced by MMM on service delivery 	What are the ethical leadership challenges faced by MMM on service delivery?	What are service delivery challenges that are faced by Mangaung Metropolitan Municipality?	<ul style="list-style-type: none"> - Fraud - Non adherence to the legislative framework - Ineffective accountability.
<ul style="list-style-type: none"> To influence ethical leadership in MMM service delivery. 	How can ethical leadership be influenced on MMM service delivery?	How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?	<ul style="list-style-type: none"> - Training and development was noted as an important contributor to confront the ethical dilemma.
<ul style="list-style-type: none"> To develop recommendations to assist and maintain ethical leadership in MMM. 	Which recommendations can be proposed to assist and maintain ethical leadership in MMM?	What solutions can you suggest for Mangaung Metropolitan Municipality to resolve the challenges of service delivery?	<ul style="list-style-type: none"> - Accountability - Training and skills Development should be given attention to promote ethical leadership in MMM.

4.9 CONCLUSION

This chapter highlighted the main issues of service delivery and ethical leadership in the MMM, as well as the research methodology adopted in the study, with the gathered data discussed and interpreted. The challenges and issues raised have a greater

potential for MMM to be seen as dysfunctional, which is a serious concern. The issue of financial management in MMM was also highlighted as a major problem the Metro ought to address in order to function smoothly and meet its objectives. There is additional evidence that lack of a solid workforce and unqualified personnel are an issue in the MMM. Furthermore, the necessity of training for all officials in MMM, including officials in senior management, was added as a proposal the MMM should bring on the table to ensure an effective workforce.

The next and final chapter concludes the study, drawing from the findings to offer recommendations.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter focuses on the conclusion and recommendations from the study results. This study provided imperative experiences of selected ward committee members, senior management of MMM and selected residents within the MMM.

The main purpose of this chapter is to clearly highlight the key findings of the study and offer specific recommendations to maximise positive leadership and good service delivery in MMM. Therefore, this chapter will propose recommendations in expectation of implementation, based on the data results from the study. The chapter summarises the key research findings, offers recommendations, suggestions for further research, as well as research implications, and limitations of the study, linking conclusions with the study objectives and literature review findings.

5.2 RESEARCH OBJECTIVES AND QUESTIONS

5.2.1 Research/Study objectives and Questions

The following objectives were designed in order to address the research problem in examining ethical leadership and service delivery issues in MMM:

- To determine the ethical leadership challenges faced by MMM on service delivery.
- To influence the ethical leadership in MMM on service delivery.
- To bring recommendations on what could be done to assist and maintain ethical leadership in MMM.

The objectives were designed to answer the following research questions:

- What ethical leadership challenges are faced by MMM?
- How can ethical leadership be influenced on MMM service delivery?
- How can recommendations be proposed to assist and maintain ethical leadership in MMM?

5.3 SUMMARY OF KEY FINDINGS

The key findings revealed that finances within the MMM are a major concern and, accordingly, the Metro cannot deal with issues. However, in most other findings, the

majority ward committee members indicated dissatisfaction regarding most officials not having the necessary skills, experience and qualifications needed to execute their duties. There is a negative reflection on the findings regarding accountability.

Most of the ward committees are of the opinion that the majority officials and senior managers in MMM are not fully accountable for their actions. This was noted as the main challenge faced within the MMM. Another aspect noted, is the lack of training for councillors and ward committee members. Mnqayi (2021) states that lack of training contributes to the Metro not reaching its desired goals.

Some of the ward committee members revealed they do not have hope that training will assist the management and officials within the MMM. They further stated that accountability should be on the forefront of the execution of duties as accountability provides trustworthiness.

The study revealed that most of the ward committee members and senior leadership in MMM lack an understanding of ethical leadership in municipalities. This concept is vitally important, as it could contribute positively towards the effectiveness of service delivery and the municipal system. The study also revealed that ward committee members do not receive extra support from their ward councillors. In addition, some ward committee members indicated there is occasionally no feedback from the council regarding the community concerns.

Some of the ward committee members believe services are very poor in MMM due to political functionality and inability of workers to perform their duties effectively. Another aspect revealed in this study is that the municipality struggles to purchase materials for services. However, some ward committee members indicated it is important for MMM to have a proper plan on the acquisition of materials for services. The study further revealed that financial constraints, lack of coordination, corruption, and systematic problems, along with political instability and lack of a solid workforce can be identified as additional challenges faced by MMM.

Additional matters raised indicate that municipal leadership is more concerned with political issues, instead of rendering services to the people. Furthermore, the ward committee members have ignited negative concerns regarding potholes, non-operative street lights and sewage in MMM, which have become a great concern. In this study, it was revealed the majority ward committee members agreed that indeed

corruption has a huge negative impact on municipal service delivery. Most of the ward committee members indicated that waste and refuse are not collected regularly. It was also revealed in this study that some of the refuse trucks are not serviced/maintained, hence the collection delay.

Participation in council decision-making and reporting on community issues is also one of the roles of ward committee members. However, it was noted this role is not executed, as the ward councillors attend council meetings in order to present the community's issues, without including the ward committee members. In addition, some of the ward committee members remained unsure regarding their roles and responsibilities.

The study revealed the important relationship between the councillors and senior management in MMM. It is noted there should be clear and good relations between the ward councillors and the senior leadership in MMM, as this will enhance the effectiveness of service delivery in the Metro.

In this study, it was discovered from previous studies that failure for the municipality to provide services is generally due to a lack of ethical leadership of senior management; not only management, but also the administrative officials who lack all the necessary skills to execute their duties. It was additionally found that poor compliance with legislation, ineffective policy implementation, and shortage of skills required for Local Economic Development (LED) and poor ethical leadership resulted in slow service delivery provision.

The study also revealed that MMM is currently placed under national administration. Furthermore, it was noted the residents in Mangaung have been unhappy with poor service delivery and unfair job appointments in the MMM, which has led to service delivery protests. Failure by the Metro to collect arrears debts from residents in the community was further noted as a concern, as the Metro thus cannot generate funds. It was similarly revealed that a lack of human capital and skills is prevalent in the MMM, along with the appointment of unqualified officials.

5.4 RECOMMENDATIONS

Skills and training for all MMM officials, including ward councillors and ward committee members ought to be improved. The municipality is obligated to enhance training plans and strategies. The Skills Development Act (Act 97 of 1998) regulates training and

development in the South African public sector. Skills such as financial planning, leadership and management, policy and research skills must be prioritised in MMM.

Accountability must also be enforced. All officials of MMM are encouraged to be fully accountable for their actions.

Council needs to play an imperative role in the strategy development processes of the municipality.

Adherence to municipal legislation and the required prescripts is needed. Some of the municipal legislation include: Municipal Structures Act, 1998; MFMA, 2003; Municipal Systems Act, 2000; and other public sector legislative frameworks. The focus on the implementation of guidelines and policy prescripts for LG is a necessity in promoting good governance.

It is noted, in accordance with the LG and King III report that in order to ensure effective governance, the municipal council should be the custodian of good governance.

It is recommended the CoGTA in the Free State and SALGA organise a holistic training and development programme/initiative for senior managers within MMM, as well as ward councillors and ward committee members.

Proper skills development initiatives and induction programmes must be successfully established.

The findings of the study emphasised refuse removal as a challenge in Mangaung, however, MMM ought to service the refuse trucks regularly as per their maintenance plan or opt to procure new refuse trucks in order to enhance service delivery.

The findings of the study highlighted an insufficient understanding of the terms “Ethical Leadership” and “Service delivery”. More training development initiatives should thus be designed to educate the officials, ward councillors and the ward committees on these very important terms. In addition, there must be more training on customer care and dealing with public matters in the most professional way.

The council should, additionally, conduct research on how well it can make best use of the ward committee members and how to instil knowledge regarding their roles and responsibilities.

MMM should strongly assess financial management within the Metro. Although placed under national administration, MMM should develop/adopt strategies on financial management so these may be implemented.

Regular consultation with the ward councillors and ward committee members from the municipal council is imperative to enhance relations.

The municipal council must address maintenance concerns immediately in order to ensure continuity of service delivery within the communities.

New infrastructure must be delivered at a quicker pace and take quality standards into account.

The best performance for all the municipalities means they must provide essential services for all and not only a select few in a community. However, this suggests a municipality must create better conditions and decent living by frequently providing municipal services of the right standard and quality. The findings of the study further indicated that MMM is experiencing difficulties with public funds. Nevertheless, this has led to dissatisfaction of residents and resulted in poor governance within the MMM. It is suggested that MMM ought to maintain sound administrative capabilities, managed by skilled and highly dedicated personnel.

The senior leadership of MMM (MM and management team) should be able to critically scrutinise public interest received from the residents to influence the policy direction of the Metro. The findings of this study also highlighted that in order to ensure effective governance, the council should not intervene with the functioning activities of the MMM.

The executive mayor must be held accountable by the municipal council for all the results and output obtained during a financial year. Some of the ward committee members proposed a recommendation for improved relationships among top management, officials and ward councillors. They further stated that honesty, commitment, integrity and teamwork must be enforced to ensure a good working relationship.

There should, moreover, be a structured line of accountability, as well as mechanisms for reporting. This will enhance working relationships and minimise tension between officials and management.

Finally, most of the ward committee members mentioned it is imperative to deal harshly with officials who are found committing corruption. They further noted that such officials must be dismissed and banned from working in the municipality and other spheres of government. However, it is suggested that corrupt officials ought to be investigated and if found guilty of corruption, must be immediately dismissed. Additionally, to prevent corruption, officials and municipal councillors should not be permitted to become involved in a business project together.

5.5 RESEARCH IMPLICATIONS FOR THIS STUDY

The outcome of this study holds implications for ethical leadership and service delivery in MMM. This study included both theoretical and practical implications relating to leadership and service delivery.

5.5.1 Implication for ethical leadership in MMM

The study identified ethical leadership challenges and service delivery issues faced within MMM. Recommendations and suggestions were made in terms of service delivery challenges and leadership based on the findings generated.

5.5.2 Practical Implications of this study

The MMM in the Free State province will find the recommendations effective and useful in order to implement suitable recommended tools to enhance leadership and improve service delivery provision. The Free State CoGTA will, similarly, utilise certain findings and suggestions relating to enhancing ethical leadership and service delivery in MMM.

SALGA will also benefit positively from the recommendations as it is the institution responsible for training of municipal officials. Lastly, the findings of the study will impact the knowledge-base for researchers and scholars who have a vast interest in municipal ethical leadership and service delivery.

5.6 LINKING CONCLUSIONS WITH STUDY OBJECTIVES

To support the empirical findings from this study, the objectives are discussed below.

5.6.1 Objective 1: To determine the ethical leadership challenges faced by MMM on service delivery

The findings of the research study indicated achievement of the main objective. These findings are in line with the problem statement as presented in chapter one of the

study. However, it is highly evident from the study findings that ethical leadership is perceived as individuals who aim to promote and improve ethical behaviour as an imperative tool for good governance. It is also clear that fraud, maladministration, corruption, and non-adherence to the legislative framework, as well as ineffective accountability are a result of an ethical challenge.

5.6.2 Objective 2: To Influence the ethical leadership in MMM service delivery

The study examined ethical leadership and service delivery faced within MMM. However, chapter 2 of the study emphasised the importance of skills, necessary experience and required qualifications to deal with ethical leadership challenges. The impact of ethical leadership was clearly discussed, as well as the effect on ethical leadership performance. Training and development were noted as an important solution to confront the ethical dilemma.

5.6.3 Objective 3: To bring recommendations on what could be done to assist and maintain ethical leadership in MMM

The objective was accomplished over discussions of possible mechanisms to promote ethical leadership within MMM. The literature review chapter indicates the required tools and techniques in order to fight unethical conduct in the public service. However, it is evident from the empirical findings and literature review of the study that accountability, training and skills should be given attention to promote ethical leadership in MMM. Furthermore, it is noted that the South African government has established certain norms and a set of ethical framework, legislation, policies and strategies to deal with challenges relating to ethical leadership within the public sector.

5.7 LITERATURE REVIEW FINDINGS AND THE NEW FINDINGS

The study's literature review revealed that poor compliance with legislation, ineffective policy implementation, shortage of skills required for Local Economic Development and poor ethical leadership resulted in slow service delivery provision. In Chapter 2 section 4.3 it was suggested that skills and training in municipalities ought to be improved. Furthermore, it was stated that priority skills should be identified, such as policy and research skills, financial planning and management skills, as well as strategic leadership and management. The study's literature review findings outlined that previous studies show failure by the municipality to provide services is generally

due to a lack of senior management ethical leadership, not only management but also administrative officials who lack all the necessary skills to execute their duties.

The literature review findings provided that the South African Constitution, 1996, sets out that public servants ought to conduct themselves in the most responsible manner. One could argue that the focus on the implementation of guidelines and policy prescripts for LG is a necessity in promoting good governance. It was further emphasised in Chapter 2 of the study that the guidelines to promote ethical leadership in the South African public service must be adhered to. Some of the guidelines mentioned in Chapter 2 include the a) Constitution of the RSA, 1996 b) Municipal Systems Act, 2000 c) Municipal Structures Act, 1998 and d) MFMA, 2003. The literature review findings outlined that in order to ensure appropriate and relevant financial decisions of the municipality, senior management of MMM, councillors and the ward committee members must be held accountable for their actions.

A brief discussion on service delivery and leadership in Africa revealed that leaders in North Africa are viewed as holding power for a relatively lengthy time and gradually promote their relatives to leadership. Additionally, it is stated in Chapter 2 that leadership in Africa should be viewed as “the servant to the clan” and should influence the community towards goals and objectives.

Service delivery leadership and governance pre- and post-1994 were clearly outlined and the discussions revealed that during the apartheid era, black people were highly excluded from voicing their concerns regarding policies and laws that were made. Furthermore, it was noted the majority black citizens in SA were not allowed a say in governmental matters during this time. It was emphasised in chapter 2 that after the democratic elected government came to power, there was a clear indication that black people needed basic services in the communities.

Ethical leadership and service delivery challenges in administration of South African municipalities were discussed in Chapter 2. Section 2.11.15 points out that MMM has been placed under national administration. The literature review found that residents in Mangaung have been unhappy with the poor service delivery and unfair appointments in the Metro, which has led to service delivery protests. Section 2.11.7 of the chapter explained the failure to collect arrears debt, while Section 2.11.1

discussed the lack of human capital skills and appointment of unqualified officials in South African Municipalities.

The findings of the study indicated a need for human capital skills within the MMM. However, it is highly recommended that more people be employed with the correct skills, qualifications and experience. There must also be on-going training for officials to ensure they understand the type of work they do. The local sphere of government is intended to provide essential services that are essentially crucial to the communities at large. However, the dissatisfaction among the residents regarding poor service provision by municipalities has led to constant service delivery protests throughout SA. The NDP–2030 states that governance and administration need to be addressed and improved.

5.8 STUDY LIMITATIONS

Some participants were unwilling to participate as they heard this is a voluntarily task without any compensation. Some other participants, particularly the ward committee members, requested employment from the researcher. The researcher explained the research participation was a voluntarily activity and no one would be forced to participate in this research study. Respondents were very demotivated, highlighting no change would take place after participating in the study.

The researcher had to encourage the participants to take part in the study, as their input was critical and would contribute positively in academic research. Some difficulty was encountered in obtaining a gatekeeper's letter (permission to conduct research) from the MMM. However, the researcher continuously followed up on the letter by means of phone calls, email and regular visits to MMM offices.

5.9 SUGGESTIONS FOR FURTHER RESEARCH

The study was conducted with the intention of finding elements that influence ethical leadership and service delivery in MMM in the Free State province, SA. However, based upon the study findings, the below recommendations for further studies could be initiated:

- Research could be conducted on the effectiveness of ward committee members and ward councillors.
- Further research on the influence of administrative and political collaboration on LG service delivery could be undertaken.

- Research could be conducted on the impact of fraud and corruption on municipal service delivery.
- One of the main issues highlighted by most respondents during data collection is lack of senior manager accountability in MMM. Therefore, a study could be conducted to investigate lack of accountability and transparency in the municipalities.
- Research could be undertaken to examine the link between leadership and service delivery protests in LG.
- A study could be initiated to investigate the elements that cause poor governance in the public sector, particularly in the local sphere of government.
- More research could be undertaken on training challenges of municipal councillors and ward committee members in MMM in the Free State.

5.10 CONCLUDING RESEARCH STATEMENT

The research was conducted based on ethical leadership challenges and service delivery in MMM, in the Free State province of SA. However, in order to ensure effective research improvements, the researcher commits to evaluate the findings of the research in the near future. The researcher aims to conduct this by visiting the office of the MMM.

Nevertheless, based on the discussed findings, the researcher feels that more could have been done pertaining the research problem. This, however, means more findings could have been generated but due to a lack of time, this was not possible. The researcher faced a number of challenges related to data gathering. Majority of the ward committee members were not always available on time and this then delayed the researcher. Even so, the researcher believes that more research should be undertaken with regard to accountability and governance in the MMM.

5.11 SUMMARY

The main aim of the chapter was to provide an overview summary of the key findings and certain recommendations of this research study. Based on the study findings, recommendations on promoting ethical leadership and enhancing service delivery within MMM were made, as well as possible further research studies. The discussions linking the study objectives, the literature review and the findings were clearly outlined.

Lastly, all the limitations experienced during the research were discussed, as well as the study implications.

This study was completed with the anticipation that all the recommendations and findings made will be highly effective and extremely useful in promoting ethical leadership and provisioning of service delivery in Mangaung. The findings generated could be used by the Free State Provincial Government Department of CoGTA, SALGA, officials and councillors in MMM and researchers with an interest in ethical leadership and municipal service delivery.

The possible reasons for services to fail drastically are many, ranging from staff with inadequate and non-relevant qualifications, skills and experience, officials to ensure the provision of service delivery, and unaccountable politicians. Additionally, funding could be insufficient and this results in the slow provision of services to communities. However, South African municipalities need to urgently focus on the primary obligation and duty to be a more accountable, operative, functional and responsive, as well as a progressive municipality.

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APPENDICES

APPENDIX A: ETHICAL CLEARANCE LETTER



21 October 2022
Mr O Kganyape
15993 Ndlondlo Street
Phase 2 Location
Bloemfontein

Dear Mr Kganyape

Ethical leadership and service delivery: A case of Mangaung Metropolitan Area
Ethics Clearance Number: IREC 135/22

The DUT-Institutional Research Ethics Committee acknowledges receipt of your notification regarding the piloting of your data collection tool. Kindly ensure that participants used for the pilot study are not part of the main study. In addition, the DUT-IREC acknowledges receipt of your gatekeeper permission letter.

Please note that **FULL APPROVAL** is granted to your research proposal. You may proceed with data collection.



Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the DUT-IREC according to the DUT-IREC SOP's. Please note that any deviations from the approved proposal require the approval of the DUT-IREC as outlined in the DUT-IREC SOP's.

Yours Sincerely
Professor J K Adam

Chairperson: DUT-IREC

Institutional Research Ethics Committee
Research and Postgraduate Support Directorate
2nd Floor, Berwyn Court
Gate 1, Steve Biko Campus
Durban University of Technology
P O Box 1334, Durban, South Africa, 4001
Tel: 031 373 2375
Email: lavishad@dut.ac.za
http://www.dut.ac.za/research/institutional_research_ethics
www.dut.ac.za

APPENDIX B: GATE KEEPERS LETTER

**MANGAUNG**
METRO MUNICIPALITY
METRO MUNISIPALITEIT
LEKGOTIA LA MOTSE

HRD Sub-Directorate

Our Ref:	Your Ref:
Phone: (051)405 8899	Fax: (051) 405 8217
	31 August 2022

Mr O Kganyape
15993 Ndlodlo Street
Phase 2 Location
Bloemfontein
9323

Durban University of Technology
Faculty of Management Sciences

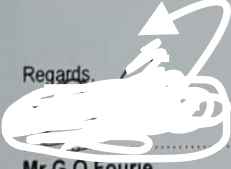
PERMISSION TO CONDUCT RESEARCH STUDY ON "ETHICAL LEADERSHIP A CASE OF MANGAUNG METROPOLITAN AREA"

This letter serves to inform you that permission has been granted on your request to conduct research study regarding the above-mentioned subject.


Research is an essential tool in the development of the municipality. Research is vital for current and future planning that enables the municipality to respond effectively to change.

Should you experience any challenges with regard to your engagements, please feel free to contact the Human Resources Development Sub-Directorate for assistance.

Wishing you well on your assignment.


Regards,


Mr G O Fourie
Acting Manager: Skills Development
Human Resource Development Sub-Directorate

~~Approved/Not Approved~~


Mr N S Maswabi
General Manager: Human Resource Development
Sub-Directorate
Date: 01/09/2022

P O Box 3704, Bloemfontein, 9300 Room 516, 5th Floor, Bram Fischer Building, Cnr Nelson Mandela & Markgraaff Street
Tel: +27 51 405 8910 Fax : +27 51 405 8619 E-mail : leboho.foai@mangaung.co.za Website : www.mangaung.co.za

AT THE HEART OF IT ALL 

APPENDIX C: LETTER OF INFORMATION AND CONSENT



Title of the Research Study: Ethical Leadership and service delivery: A case of Mangaung Metropolitan Area.

Principal Investigator/s/researcher: O Kganyape, BTech degree in Public Management

Co-Investigator/s/supervisor/s: Dr. L Lekhanya, PhD in Management

Brief Introduction and Purpose of the Study: Ethical leadership is described as leadership that demonstrates appropriate executing of duties. It is also explained as putting people in leadership positions to promote ethical behaviour and ensuring the goals of the institution are met. However ethical leadership plays a very critical role to the operation of local government in South Africa. The study aims to examine the ethical leadership challenges on the service delivery in Bloemfontein within the Metropolitan area.

Outline of the Procedures

The participants will be asked to answer the questionnaires where the researcher will physically visit so as to gather information. However, the questionnaires will be utilized to get answers from the participants. The questionnaires will be completed in about 20 minutes so this means the participants will be requested to offer 20 minutes of their time. The population will be randomly selected when collecting the data from the participants.

Risks or Discomforts to the Participant

The researcher will use a hardcopy questionnaire, therefore, participants will not be exposed to any risks. The regulations of COVID – 19 will be properly observed and precisely followed to ensure the safety of participants. However, there are no risk involved.

Explain to the participant the reasons he/she may be withdraw from the Study

There will be no consequences for any participant who is not willing to partake in the study. The participation will be entirely voluntarily.

Benefits

The researcher will learn more about the ethical leadership and gain more insight and knowledge relating to Local Government service delivery and then use it to educate people. The study will then receive a good effect on municipal officers. The research will also make the community aware of the importance of ethical leadership in South African local government.

Remuneration

There is no remuneration that will be given to participants in this study.

Costs of the Study

There are no costs involved for the study but the participants will only be requested to donate their time to the study.

Confidentiality

No names will be used in the study and the researcher will ensure anonymity of every participant in the study.

Results

The results will be available from the DUT library.

Research-related Injury

The researcher will use a hardcopy questionnaire, therefore, participants will not be exposed to any risks.

Storage of all electronic and hard copies including tape recordings (How, where, who has access, security measures in place, duration of storage, fate of the data at the end of the study, etc.)

Persons to contact in the Event of Any Problems or Queries

Please do not hesitate to contact the researcher on 071 307 2095 or my academic supervisor Dr Lawrence Lekhanya on 031 373 5835 or the Institutional Research Ethics Administrator on 031 373 2375. Complaints can be reported to the Director: Research and Postgraduate Support Dr L Linganiso on 031 373 2577 or researchdirector@dut.ac.za.



CONSENT

Full Title of the Study: MR

Names of Researcher/s: OBAKENG KGANYAPE

Statement of Agreement to Participate in the Research Study

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, (name of Researcher), about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: **IREC 135/22** __,
- I have also received, read and understood the above written information (Participant Letter of Information) regarding the study.
- I am aware that the results of the study, including personal details regarding my sex, age, date of birth, initials and diagnosis will be anonymously processed into a study report.

- In view of the requirements of research, I agree that the data collected during this study can be processed in a computerised system by the researcher.

I may, at any stage, without prejudice, withdraw my consent and participation in the study.

- I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study.
- I understand that significant new findings developed during the course of this research which may relate to my participation will be made available to me.

Full Name of Participant	Date	Time	Signature /
Thumbprint	Right		

I Obakeng Kganyape herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the above study.

.....
Full Name of Researcher	Date	Signature
.....
Full Name of Witness (If applicable)	Date	Signature
.....	
Full Name of Legal Guardian (If applicable)	Date	Signature

APPENDIX D: SEMI STRUCTURED QUESTIONNAIRE

SECTION A: GENERAL INFORMATION

INSTRUCTIONS TO PARTICIPANTS

1. Please select only **ONE** response with a tick for each question
2. Answer **ALL** the questions in the section
3. Please **DO NOT** leave any question blank

1. Please indicate your Gender

1.1	Male	1
1.2	Female	2

2. Please indicate your age group:

2.1	18 -24 years	1
2.2	25-30 years	2
2.3	31-35 years	3
2.4	36-40 years	4
2.5	41-50 years	5
2.6	>51 years	6

- 3 For how long have you been a resident of Mangaung?

3.1	1-5 years	1
3.2	6-10 years	2
3.3	11-15 years	3
3.4	16-20 years	4
3.5	21-25 years	5
3.6	>26 years	6

4. Please indicate your highest level of qualification:

4.1	Matric	1
4.2	Diploma/Bachelor's degree	2
4.3	Honours Degree/BTech	3
4.4	Master's Degree	4
4.5	Doctorate	5

SECTION B: ETHICAL LEADERSHIP CHALLENGES IN MANGAUNG METROPOLITAN MUNICIPALITY

INSTRUCTIONS TO PARTICIPANTS

1. Please answer all the statements
2. Please do not leave any statement blank
3. Please select only ONE response with a tick for each statement below

KEY: SD = Strongly Disagree; D= Disagree; N= Neutral; A= Agree; SA=Strongly Agree

	SD	D	N	A	SA
5 I believe ethical leadership is adopted in Mangaung Metropolitan Municipality	1	2	3	4	5
6 Mangaung Metropolitan Municipality provides basic services to the community on time	1	2	3	4	5
7. There is high ethical and professional manner in the execution of duties	1	2	3	4	5
8. I believe leadership at Mangaung Metropolitan Municipality are skilled and have the experience to execute duties	1	2	3	4	5
9. Leaders in Mangaung Metropolitan Municipality adhere to policy regulations and legislations	1	2	3	4	5
10 I believe the employment of leaders in Mangaung Metropolitan Municipality is fair and honest with the right protocols followed	1	2	3	4	5
11. The ward councilors must be familiar with their wards	1	2	3	4	5

APPENDIX E: INTERVIEW SCHEDULE

SEMI-STRUCTURED INTERVIEW SCHEDULE TO CONDUCT SEMI-STRUCTURED INTERVIEWS:

I am Obakeng Kganyape, a Public Administration Master's degree candidate. The title of my study is: Ethical Leadership and service delivery: A case of Mangaung Metropolitan Municipality.

The purpose of the semi-structured interview is to determine the ethical leadership challenges on the service delivery.

Note to the participant:

1. Your ability to partake in this research project is absolutely appreciated
2. Your views and input to this interview will remain as confidential as possible and no one will be able to track your responses back to you.
3. I am requesting your permission to partake in this research project.

Thank you very much for your participation.

1 SECTION A Biographical Information

Please Mark with an X

1. What is your Gender

Gender

Female		Male	
--------	--	------	--

2. Age

--	--

3. Designation

.....

.....

4. Educational Level

Level	Please Mark with an X
Primary Level	
Secondary Level	
Tertiary Level	

5. Years of service in office

1-5 years	
5- 10 years	
Over 10 years	

2 SECTION B Ethical Leadership and Service Delivery
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This section contains questions that seek to gather data about the ethical leadership

challenges in Margaung service delivery.

2.1 What is your understanding of ethical leadership and service delivery in the municipality?

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2.2 In your opinion, how should the relationship between the councillors and the political leaders be managed in order to promote ethical leadership and render sustainable municipal services to communities?

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2.3 What are service delivery challenges that are faced by Margaung Metropolitan Municipality?

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2.4 What are measures that can be taken to resolve the challenges mentioned on question 2.3?

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2.5 How can proper ethical leadership be maintained to ensure sustainable service delivery to communities?

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2.6 Does corruption have an impact on the municipal service delivery?

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2.7 Do you have other issues which you believe should be addressed in terms of challenges pertaining to ethical leadership and service delivery in Mangaung Metropolitan Municipality?

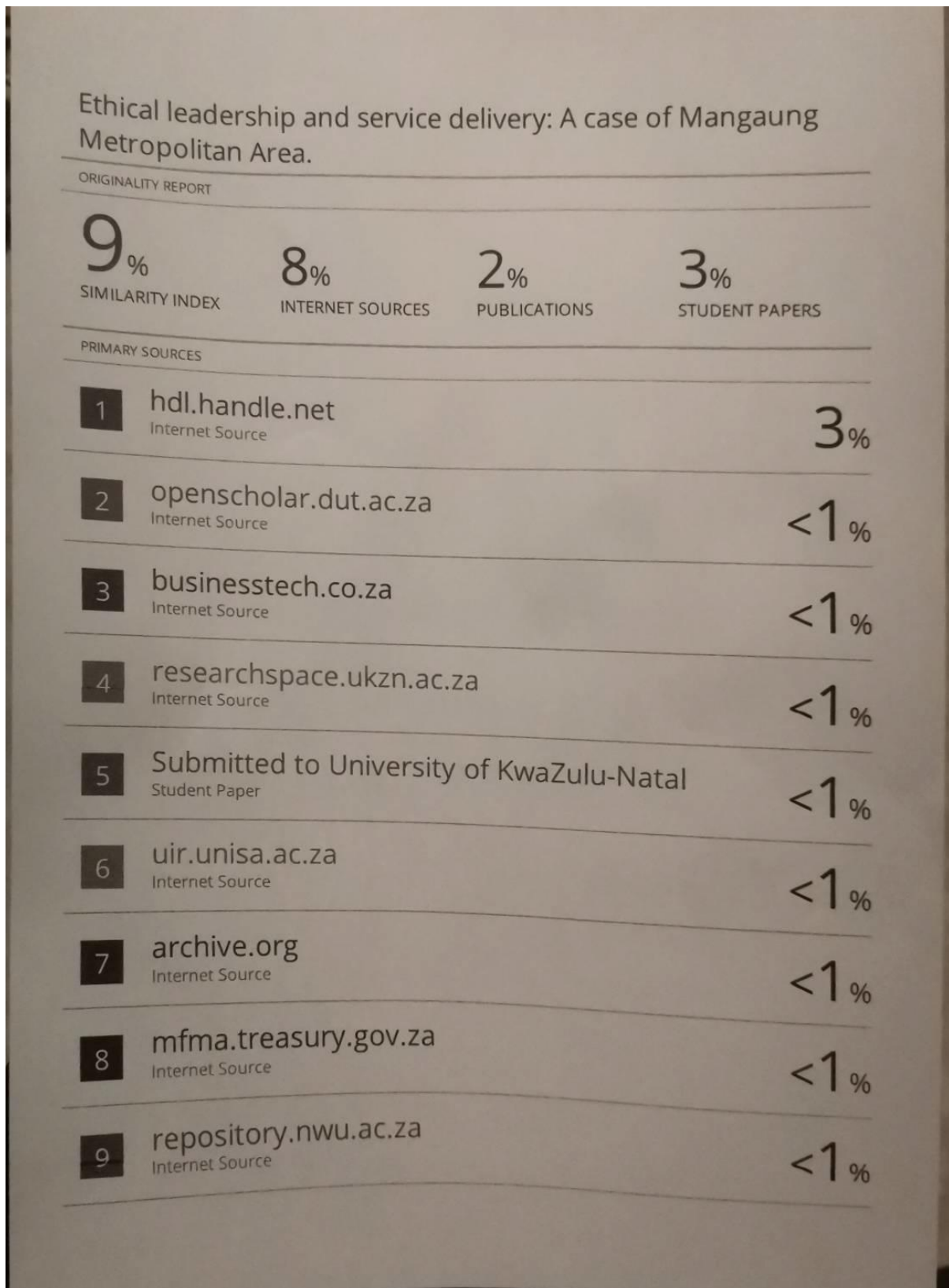
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2.8 What solutions can you suggest for Mangaung Metropolitan Municipality to resolve the challenges of service delivery?

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THANK YOU VERY MUCH FOR PARTICIPATING IN THIS INTERVIEW

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Helen Richter

Advanced Editing, Proofreading

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28 February 2023

To whom it may concern

CERTIFICATE OF EDITING & AUTHENTICATION

I have proofread and language edited the Master's dissertation titled:

“Ethical leadership and service delivery: A case of Mangaung Metropolitan Area” by Obakeng Kganyape

To the best of my knowledge, the work is free of spelling, grammar, structural and stylistic errors and the contents are certified as the author's own work.

With thanks.

H. S. Richter

APPENDIX H: EDITOR'S LETTER

**Advanced Editing, Proofreading
& Copywriting**

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28 December 2023

To whom it may concern

CERTIFICATE OF EDITING & AUTHENTICATION

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H. S. Richter