Ethical Leadership and Service Delivery: a case of Msunduzi Municipality, KwaZulu-Natal Province

This work is submitted in fulfillment of the requirements for the degree of
Doctor of Philosophy in Public Administration
Faculty of Management Sciences at the Durban University of Technology

Zamokuhle Mbandlwa

March 2021

Supervisor: Professor Nirmala Dorasamy PhD
Co-Supervisor: Dr Omololu Fagbadebo PhD

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Declaration

I, Zamokuhle Mbandlwa, hereby declare that this dissertation is the result of my own investigation and research, and I have not submitted it in part or in full for any other degree or to any other University

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Zamokuhle Mbandlwa

March 2021

I acknowledge the financial assistance of the Ada and Bertie Levenstein Bursary and National Research Fund (NRF) towards this research. Opinions expressed and conclusions arrived at, are those of the author, and are not necessarily attributable to the Ada and Bertie Levenstein and NRF.

Acknowledgement

All wisdom comes from God, so I wish to thank the creator for making this dissertation a success. Professor Nirmala Dorasamy is not only my supervisor but also a mother to me; she has been supportive, very kind and understanding throughout this study. Dr. Omololu Fagbadebo has been a brother, from another mother to me; he has been there for me and he understood and shared my stress towards this study. He has been a very good co-supervisor. Himself and Professor Dorasamy, have been a very good team.

My editor, Mercillene Mathews, has played a major role in ensuring that this document is well understood. Deepak Singh has done a good job, as a statistician. I would like to thank the speaker of Msunduzi Municipality CLL J. Ngubo and the senior manager in the office of the city manager Ms. Madeleine Jackson for granting me the opportunity to conduct this study. The assistance of Mr. Thabiso Mdlalose and Ms. Nonhlanhla Masondo during the data collection is highly appreciated. I would also like to thank all the staff members, councilors, and managers of Msunduzi Municipality who availed themselves during this study.

I acknowledge my brother from another mother, Lindelani Godslove Shezi, for his unreserved support from the beginning of my academic career. I acknowledge all my friends and family members who have supported me throughout this study.

My mother, wife, and kids have been supportive and gave me some time to focus on my studies. Thank you very much.

Dedication

I dedicate this study to

Mr. Khehla Joseph Gumede, my late grandfather, who adopted me, and his Wife, Mrs. Beauty Gumede (grandmother still alive). They both took a decision to adopt me despite criticism from other family and church members. They prayed for me often, and they always emphasized the importance of going to church. They treated me like their own child.

My mother, Venentia Mbandlwa, a woman that worked her entire working life as a domestic worker with only grade 3 qualification who never finished primary education, and my late grandmother, Agnes Mbandlwa.

My Wife, Khuthala Mbandlwa, and our kids, Khethokuhle, Lethokuhle, Enzokuhle, Kuhlekonke you have been supportive. My late sister, Samukelisiwe Mbandlwa, Snenhlanhla Mthembu, Siyabonga Mthembu, Aphelele, Ntokozo, Emihle, Lubanzi and Lengelihle.

Abstract

Leadership ethics in the South African government has been a challenge, especially in a democratic government. South African government leaders have paid less attention to leadership ethics but mainly focused on reducing corruption, which is the result of poor leadership ethics. Poor public service delivery by various government institutions shows that there is a lack of leadership ethics by those entrusted with a responsibility to lead government institutions. Good leadership ethics are important for all spheres of government. The overall aim of the study was to explore and examine the challenges of ethics in leadership at a local government level and the impact of ethics on public service delivery using the case study of Msunduzi local government. The study examined the extent to which ethical leadership affected public service delivery at Msunduzi Municipality. It also investigated the perceptions of employees and executive managers of the Municipality regarding the disposition of the leadership towards ethical behaviours.

The study used both qualitative and quantitative methods for data collection and analysis. The study obtained its data from interviews, questionnaires, public documents, and existing literature. The study found that a lack of leadership ethics affected the public service delivery in the Municipality, and its attendant effects on the economic and social services. Leaders who do not have regard for ethical conduct have no passion for public service delivery. Lack of leadership ethics in government institutions affected the operation. The study discovered further that the lack of leadership ethics at the local government institutions disrupted national and provincial government plans to provide effective public services.

Msunduzi municipality has experienced several challenges, which include the mismanagement of public funds, corruption, and poor administration. This municipality had qualified audits for more than three consecutive years, and it was placed under administration. The researcher developed an ethical behavior model that can be used to improve leadership ethics in government institutions.

List of Acronyms

AFISMA- African-led International Support Mission in Mali

AG- Auditor-General

AQIM-Al-Qaeda in the Islamic Mahgreb

AU- African Union

BP- British Petroleum

CFO- Chief Financial Officer

CGE- Commission for Gender Equality

CPI- Corruption Perceptions Index

CSR- Corporate Social Responsibility

DCEC- Directorate on Corruption and Economic Crime

DPP- Directorate of Public Prosecutions

DRC- Democratic Republic of Congo

EU- European Union

G.E- Germanic Europeans

GDP- Gross Domestic Product

GGA- Good Governance in Africa

GIABA- Inter-Governmental Action Group against Money Laundering in West Africa

GNP- Gross National Product

ICC- International Criminal Court

IEC- Independent Electoral Commission

IMF- International Monitory Fund

MSA- Municipal Systems Act

MSCOA- Municipal Standard Chart of Accounts

NDR- National Democratic Revolution

PFMA- Public Financial Management Act

PP- Public Protector

PSC- Public Service Commission

PSM- Public Service Motivation

SABPP- South African Board for People Practices

SAHRC- South African Human Rights Commission

SCOPA- State Committee on Public Accounts

SDT- Service Delivery Theory

SOEs- State-Owned Enterprises

SPM- Sustainable Public Management

UK- United Kingdom

UN- United Nations

UNICEF- United Nations Children's Fund

US- United States

USA- United States of America

VBS- Venda Building Society Mutual Bank

WB- World Bank

WMC- White Monopoly Capital

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CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Background to the Study

Ethical leadership is a very important component of government, in order to ensure effective public service delivery. Schoeman (2012: 2) states that good leadership is always interpreted as effective when the people appointed to leadership positions are able to achieve organizational goals. Ciulla (2014: 3) believes that leadership is not about an individual or a position, but a moral connection between the people founded on trust, responsibility, commitment and a shared vision of the public goods. Ethics is about how one distinguishes between rights and wrongs or good and evil, which is what leaders should always consider when leading people. Good ethics in leadership improves service delivery (Dorasamy, 2010: 057). A report by Ethics-Research-Centre (2017: 5) revealed that ethics in leadership is a global challenge. Senior leaders are not doing as well as they think they are when it comes to carrying out both their own and the organization's commitment to integrity.

Internationally, the institutional context of the ethical framework in various countries shows how leadership positions shape ethical behaviour. For example, local governments in England are evidence of the emergence of the ethical framework for local governments (Gray and Barford, 2018: 543). International trends indicate certain concerns about conduct and deteriorating trust in public institutions, which have been translated into ethical codes, statements of values and other organizational machinery for regulating conduct. The framework for local government is designed to address public service delivery challenges (Downe, Cowell and Morgan, 2016b: 899). The African continent is not immune to the unethical leadership experienced by many countries in the world. For instance, Sebudubudu (2014: 3) points out that government institutions in Botswana are prone to cases of unethical practices, with many cases of sophisticated white-collar crime and senior private business leaders, politicians and senior government officials engaged in deals involving their own families.

Reddy (2017b: 2) argues that unethical conduct is becoming a major problem in the South African public service. “The often-unlawful wastage of money and resources in the public sector jeopardizes its relations with credible suppliers who choose not to be involved in corrupt scandals, which may then result in inferior quality products and services to society” (Reddy (2017b: 2). In 2015, the Hawks arrested an Eastern Cape municipality official for money laundering, fraud and theft. Amongst other allegations, the official had allegedly transferred R2 million to a company owned by a relative (Pulse, 2015: 1).

The South African government has devised a number of measures to curb unethical conduct, such as the establishment of the Public Service Commission (PSC), to fight unethical and poor governance. However, there remains various challenges to overcome the issue of ethical leadership in the country. Consequently, public service delivery in South Africa is facing challenges arising from the lack of ethics in leadership. A study conducted by Cheteni and Shindika (2017b: 05) found that the country experienced a deluge of corruption, as well as moral contingency and moral contextualization of the apartheid regime. People not connected to the leadership suffered, and the provision of public services was awfully at slow pace. Furthermore, South Africa and the South African government seems to be in a predicament, at the heart of which is the deficiency of good and reliable leaders in terms of ethical behaviour for service delivery to the country (Reddy, 2017b: 2).

According to Brown, Treviño and Harrison (2005: 117), ethical leadership is about knowing the fundamental principles and having the audacity to act for effective promotion of public goods. Therefore, a true ethical leader is one who governs for the collective goods. It requires the sacrifice of personal interest for the collective interests of the public. Ethical leadership is about building a culture of community within the society. From the societal perspective, the concern of ethical leaders in the public arena is the improvement on the provision of basics needs for the livelihood of members of the community.

Thornton (2013: 01) states that leading with ethics first transmutes the leader, and who, in turn, strengthens others and brings the best out of them.Ethics in leaders is a global or international phenomenon, which affects the economy and the development in all

countries, including developed countries. Padilla, Hogan and Kaiser (2007: 179) state that leadership of any type depends on the person's motivation and aptitude to lead, the desire for direction and authority globally. The nature and disposition of the followers in the society influence and affect the leadership of the society.

Bailey (2018: 236) indicates that public service delivery institutions globally are facing a lack of ethics in leadership because the senior management entitled to play a leadership role in the service delivery, focus mostly on their personal interests at the expense of their mandate of delivering services to the people. An improvement in public service delivery requires ethical leaders to embrace ethical values and instil expected ethics in the public service. The performance of governments at all levels is measured through the failure and success of delivering services to the people (Bonner, Greenbaum and Mayer, 2016: 733).

In 2016, a government performance index by a research and advocacy group, Good Governance in Africa (GGA), found that nine of the 10 worst performing municipalities were in the Eastern Cape and KwaZulu-Natal Provinces (Good-Governance-Africa, 2016: 2). One of the reasons cited by the report was the lack of ethical leadership in local leadership, but there was no recommendation made to address the problem (Good-Governance-Africa, 2016: 2). Mostly, unethical leadership hampered the provisions of essential public services, including water and electricity, sanitation, refuse removal, housing, health facilities and access to police. Lizeka (2018: 1) provided evidence to confirm that lack of ethics in leadership was the bedrock of the poor performance of municipalities in KwaZulu Natal Province. This is an indication of the primacy of leadership for municipalities to achieve standards of excellence.

KwaZulu Natal province has 54 municipalities, 53 of which have received a qualified audit. The main reason for a qualified audit raised by the Auditor General is poor ethics and lack of political will to enforce ethics in leadership by those who are in positions of authority. Msunduzi Municipality is one of the municipalities in the province that received a qualified audit in the 2018/19 audit (Ntuli, 2019a: 01).

It is of value to investigate the extent to which ethical or unethical leadership affected public service delivery in Msunduzi Municipality. This municipality has had three qualified audits in the last 5 years, but no research study has researched on the need to determine the extent to which leadership has influenced the outcome. Most ethical leadership deliberations link to transformational and alluring leadership models. Thus, this study aimed at developing an understanding of the link-effects between ethical leadership and public service delivery in South Africa, particularly at Msunduzi Municipality in the KwaZulu Natal province.

1.2 Research Problem

Ethics are not only important in politically deployed public officials, but remains the key factor for effective public service delivery. A number of countries and public institutions in the world, especially in Africa, do not have ethical leaders who make the needs of the public a priority first (Bailey (2018: 240). In South Africa, implementation and review of national, provincial, and local government codes of ethics do not provide an effective solution to fight against unethical behavior in government. (Fourie, 2018: 727). Researchers have noted that poor service delivery and the non-existence of ethical behavior in government leadership and a proper mechanism to address unethical conduct in government institutions as the critical issues affecting public service delivery in the South African government (Krasikova, Green and LeBreton, 2013: 1310). Unethical leadership in any society would jeopardise the welfare of the people.

Furthermore, limited policies guiding ethics in public officials have been identified as the obstacle to effective public service delivery (Carrizales, Zahradnik and Silverio, 2016: 132). According to Kuwana (2017: 01), the South African economy, for instance, is running on a huge trust deficit, which continues to grow. Senior government leaders, expected to show a high level of leadership ethics, have compromised their positions of power. Xu, Loi and Ngo (2016: 494) have suggested that ethical leadership behavior, such as accountability for ethical standards, should echo the procedural and distributive aspects of justice for effective delivery of public services. The way leaders behave has

been found to have a substantial impact on initiating employees' faith (Wang, Demerouti and Bakker, 2016: 98).

The study conducted by Robbins, Judge, Millett and Boyle (2013: 14) revealed that copying a successful leadership style did not qualify a leader to be regarded as an authentic leader or an ethical leader. The South African government is facing a challenge of good and ethical leaders in terms of the way they appear to communities and to their constituencies. However, being a 'good' leader does not mean a leader has leadership ethics. A study by Irwin (2011: 9) states that bribery, corruption and fraud are the result of a lack of ethics in leadership. Data from Statistics South Africa (2017:5) showed that 24% of South Africans agreed that corruption in South Africa had decreased, while 14% felt it had remained the same and 62% said it had increased. The statistics indicated that the members of the public viewed public servants as a set of people who perpetrate corruption, and a lack of adequate leadership ethics in those entrusted to fight corruption has been a challenge.

The Auditor-General (AG) (Business-Report (2017: 2) showed that 14 municipalities in South Africa lost their clean audit opinions in the financial year of 2016/2017 and that only nine joined the category of clean audits. The report also showed that 49 municipalities achieved clean audits. Therefore, the improvement in the audit outcomes of municipalities with 15% improving, 13% regressing, and 67% remaining unchanged showed that ethics in local government remains a big challenge. Donnelly (2018: 1) states that many municipalities obtained a qualified audit because of fruitless and wasteful expenditure. In a majority of the municipalities in South Africa, irregularities and a lack of accountability are the impediments to effective public service delivery.

Msunduzi Municipality is one of the municipalities in KwaZulu Natal that received a qualified audit for the past five years consecutively. Ntuli (2018: 1) states that the failure to comply with key legislation, poor financial management, awarding tenders to municipal employees and the paucity in internal control measures, were responsible for regression in the audit opinion on Msunduzi Municipality. The municipality did not provide the information and documents needed as evidence on which to base the audit opinion. This

was informed by the municipality not having well-organized systems for preserving its financial records.

Government officials frequently flout tendering processes; there were no advertisements for some tenders, as required by the rules while others were given to companies whose directors and principal shareholders were municipal executives. This cost Msunduzi Municipality more than R150 million of the total R381, 6 million lost in irregular expenditure (Pillay, 2019: 02). Persons in the service of the municipality who had a sequestered or business interest in contracts awarded by the municipality failed to disclose such interest. Therefore, a study that identifies leadership ethics shortfalls and suggests solutions and makes recommendations on how to comply with government regulations was necessary in order to assist municipal leadership to effectively guide the municipal officials and improve public service delivery at Msunduzi Municipality (Koma, 2010a: 112).

Pillay (2017: 1) states that the deficiency of ethics in leadership has affected the service delivery in Msunduzi Municipality, which has forced the public to embark on public service delivery protests. The Msunduzi Municipality has experienced a number of challenges, which include failure to provide essential services to the people such as water supply, electricity and managing of the municipal staff. Employees perceived that the members of the executive management were responsible for all the shortfalls in the municipality. This study examined the breach of ethical standards that gave rise to the bourgeoning governance crisis in the municipality and the required service standards at the local government level.

1.3 Aim of the study

Studies done by Manz, Skaggs, Pearce and Wassenaar (2015: 605) and, Rasul and Rogger (2018: 430) have shown that the leadership is the key role player in public service delivery. Thus, leaders with ethics would effectively safeguard public resources. It is, imperative to scrutinise the required ethics in local government leadership in order to have effective daily operations in local government and effective service delivery. The overall aim of the study was to explore and examine the challenges of ethics in leadership at a

local government level, as well as the impact of ethics on public service delivery, using the case study of Msunduzi local government.

1.3.1 Significance of the study

This study is an important study to raise awareness of corruption, fraud money laundering, and unethical behaviours made by respected public officials. The study is not only intended to raise awareness but also to suggest possible solutions to the existing problems and challenges. Residents and people around Msunduzi municipality have placed their trust and hope for a better future in the hands of the leadership. Unethical leaders of the municipality make it difficult for the people to secure a good future.

1.4 Study objectives

The research objectives of the study were as follows:

. 1. The main objective of the study is to examine the extent to which ethical leadership affects public service delivery at Msunduzi Municipality.
2. To explore the perceptions of employees regarding leadership at Msunduzi Municipality.
3. To examine the perceptions of executive managers regarding leadership at Msunduzi Municipality.
4. To suggest a leadership model that can assist in improving service delivery from an ethical perspective at Msunduzi Municipality.

1.5 Research questions

The study addressed the following questions:

1. The main question is to what extent does ethical leadership affect service delivery at Msunduzi Municipality?
2. What are the perceptions of employees about executive management at Msunduzi Municipality?

3. What are the service delivery perceptions at the local government level at Msunduzi Municipality?
4. Which leadership model will improve service delivery at Msunduzi Municipality?

1.6 The structured of the study

The study has nine chapters. Chapter one is the introductory chapter, which includes the purpose, aims and objectives of the study. Chapter two presents a review of extant literature on the global on the challenges associated with ethical leadership and public service delivery. Using case studies from European countries, the chapter articulates the impacts of leadership ethics on public service delivery. Chapter three presents a literature analysis of ethical leadership in the African public administration. The discussion in the chapter includes the challenges of ethical leadership in the African context. Chapter four articulates the literature on ethical leadership challenges using South Africa case study. This chapter discusses the corrupt activities conducted by government officials in South Africa. Chapter five discusses theoretical perspectives of ethical leadership. Chapter six discusses the research methodology, and the methods of data collections and analysis. Chapter seven contains presentation of the quantitative results of the study, while chapter eight presents the qualitative results of the study. Chapter nine concludes the study; it also includes the recommendations for future studies.

1.7 Conclusion

This chapter provided a widespread overview of the study. The chapter lso discussed the summary of the importance of ethical leadership in government institutions. Public service delivery excellence requires effective leaders who will commit themselves and apply all required leadership ethics in the process of providing public services. The importance of leadership ethics globally is well noted, with benchmarking of how leaders in countries use leadership ethics as a tool to improve public services. The next chapter conceptualizes study perspectives on the challenges of ethical leadership for service delivery in government administration using cases of the European region overview.

CHAPTER TWO

PERSPECTIVES ON THE CHALLENGES OF ETHICAL LEADERSHIP FOR SERVICE DELIVERY IN GOVERNMENT ADMINISTRATION: EUROPEAN REGION OVERVIEW

2.1 Introduction

Effective leadership in public service delivery is very important because leadership shapes the direction of public service delivery. The delivery of good public services depends on effective leadership and that includes effective guidance to government officials. The leadership of government institutions determines the failure or success of public service delivery. Leadership plays a vital role in public service delivery and a lack of leadership effectiveness may jeopardize the actual expected outcomes (Rhodes, 2016: 643).

Effective leadership is an essential component for the success of any institution, either public or private. Often, attention is on senior management in government institutions. However, all public sector employees have a responsibility to display good leadership skills in the process of service delivery. Effective leadership is necessary for the public sector because it influences public service delivery. It often results into effective and improved public service delivery (Van der Voet, Kuipers and Groeneveld, 2016: 844). The aim of this chapter is to show the perspectives on the challenges of ethical leadership in government administration. This chapter describes the importance of ethical leadership in public administration. The impact of leadership ethics in public services is articulated, as well as the role played by ethics in societies and public officials. This chapter also compares the impact of leadership ethics on government activities globally, specifically on the European continent.

2.2 Ethical leadership

Ethics in leadership is a global challenge that negatively affects public services. This is influenced by changes in the core environment of public services, which augment mobility, privatization and the devolution of power (Appelbaum, Degbe, MacDonald and Nguyen-Quang, 2015: 137). Clearly, the workplace of contemporary public service is in

constant flux, causing apprehension and uncertainty, but also providing opportunities and challenges. Public service delivery involves government and private service providers in the new public administration. Kim and Yoon (2015: 148) have argued that the necessity and ultimatum for organizational transformation and novelty in public sector governance has increased in recent years, which also highlighted the competency of employees at various government levels.

Supervisory and managerial leaders in administrations need to apply a pre-emptive strategy that nurtures an effective government ethos and builds management capability. However, executive management does not have full control over the leadership ethics of service providers. Morals and values, which are the founding elements of ethics, have to be highly followed by government employees in order to embrace good governance. Moreover, ethical consideration should be a guide for selecting appropriate service providers. Leadership ethics, therefore, plays a prominent role in public service delivery.

Fox, Crigger, Botrell and Bauck (2007: 1) define ethical leadership as actions on the part of leaders to nurture an environment and culture characterized by morals and an ethos of service. Mostly, ethical breaks in organizations are due to people who willfully misbehave or act unethically. Instead, research indicates that the environment and culture influence the ethical behavior of individuals in their workplace. Employees have a tendency to adjust their own ethical orientations to the behavior they observe amongst leaders in their organization. Leaders must take active steps to foster an ethical environment and culture in government institutions.

The climate or the working environment influences leadership ethics. Numminen, Leino-Kilpi, Isoaho and Meretoja (2015: 847) define the ethical climate as individuals' discernment of how moral concerns in their work environment are controlled. The Ethical climate articulates how an organization responds to ethical matters. An ethical climate also regulates the rights or wrongs of what members, employees, and leaders in local government believe. Furthermore, it shapes their ethical decision-making and behavior. The ethical climate has three primary magnitudes: egoism, benevolence, and principle in terms of an ethical standard.

The principles identified in King III Report provide guided for local government administration (Dube, 2016: 20). The report recommends that for effective ethical leadership and corporate citizenship, the Council should offer effective leadership founded on an ethical foundation. Good corporate governance is fundamentally about effective and accountable leadership. The ethical values of obligation, accountability, fairness, and transparency characterize accountable leadership. To provide this, the leadership of the Municipality, through strategy and procedures, should build a sustainable business environment. Doing business ethically means bearing in mind the short and long-term impacts of the strategy on the economy, society and the environment and taking into account the Municipality's impact on internal and external participants (Castellano, 2014: 99).

Thus, it is imperative to revise current ethical strategies and the governance structures necessary for effective management of the affairs of the municipality. This is necessary because of the inadequacies that might have arose in the routine operations and activities of the government. Each organization has control over its ethical procedures, on a voluntary basis. Government's contracts and appointments are generally silent on the subject of ethical compliance, relying on employees and leaders to abide by the ethics of their profession or society.

Compliance with ethical rules and procedure is necessary for effective administration concerning service delivery. Good corporate governance requires that the Council promote accountability for building and supporting an ethical corporate culture within the Municipality. Such a culture consists of both formal and informal cultural systems. A cultural method for governing and managing the Municipality's ethics would guarantee that ethical standards permeate both formal and informal cultural elements (Breed, 2015: 7).

Leadership ethics and an understanding of government policies play a significant role in how employees perform their duties, which informs the attitude of the public. The moral choices of leaders, informed the path of ethical conduct they choose to follow, which also has an impact on service delivery. Organizational success depends on the ethical disposition of the leaders in each institution. A major challenge for many institutions is

managing the ethics and behaviors of frontline workers in order to offer a more consistent service experience for customers. One strategy is to control, purposely, the behavior of frontline workers using service standards.

Ethics plays a critical role in sustainable performance and the impact of leadership ethics in local government affects public service delivery. Misconduct, such as corruption, discrimination, cheating, and dishonesty, in organizations damages individuals, organizations, and affects public service delivery. Legal standards, value statements and codes of conduct are important for organizations because they provide the institutional or organizational outline for decent behavior (Mamic, 2017: 18). Building and maintaining organizational integrity need more than just passing laws and creating public statements. Leaders with high ethics are required. Laws and official rules summaries the minimum level of responsibility. Nevertheless, these formal standards are not sufficient to ensure ethical behavior. Thus, the internal rules and culture of probity developed by the organization has an important role to play in generating and improving ethical behavior and in strengthening ethical values. Local government might have strong and effective by-laws in place, but without ethical leaders, those by-laws would be ineffective, and, consequently, compromised effective service delivery (Strati, 2017: 4).

Moral behavior, the rightness, justice, and fairness of actions are important to government institutions and their success in public service delivery. Notably, the effect of organizational life and civil service on emotions and moral emotions in particular, contribute to the success of public service delivery. The ethical standing of leaders, managers and followers; ethical challenges raised by compliance and resistance to organizational power; and ethical blind spots of leaders affect public service delivery (Lindebaum, Geddes and Gabriel, 2017: 645). Moral feelings, ethical behavior, social pressure, moral emotions, and their consequences for government leaders face different kinds of challenges. Different government institutions strive to provide effective services to communities.

A study by Alvesson, Blom and Sveningsson (2016: 15) showed that autonomy in government sometimes becomes disadvantageous to community members because they could not jump the lower level of government and request services from the provincial

level or national level. Autonomy becomes a hindrance when leaders take decisions contrary to the expectations of the people in terms of provision of services. Leadership ethics plays a prominent role when decisions have to be taken because ethical leaders make decisions that will not benefit themselves but the community.

Moral behavior plays an important role in public service delivery; nevertheless, another important contributing factor to public services is the evaluation of ethical leadership skills. Shore and Wright (2015: 22) have argued that frequent evaluation of ethical leadership skills has long served as a tool for effective public services. However, a crucial development over the past few years has been the unusual rise of international performance pointers and rankings and their connection to new forms of governance that function both within and beyond the state. Virtually every aspect of modern professional life and organizational behavior is now subject to complicated systems of audit and review: Everything from the provision of public services, to education, policing, and security to healthcare, safety, energy conservation, information systems, and the performance of individuals. Not only this, regular evaluation extends to immaterial occurrences such as levels of trust, discernment of corruption, quality of life years, and gross national happiness. It also includes the measurement and categorization of these occurrences in competitive national and worldwide alliance tables.

An entire industry of measuring, ranking and auditing organizations and individuals has arisen based around ideas of improving quality, efficiency and transparency, as well as and as technologies for producing calculative, self-managed subjects in government (Bell, 2017: 7). Local government is subjected to internal and external audits, none of which focus on leadership ethics but mainly focus on different events such as financial activities in the municipalities. In the absence of an ethics audit, local leadership would lack the knowledge of the requisite rules and statutes on compulsory the ethical conducts in local government leadership. Not having specific required ethics in local leadership directly affects negatively on public service delivery in local government because citizens cannot hold local leaders accountable on a breach of ethics.

2.3. Challenges of Ethical Leadership and Service Delivery in Government Administration

Each country is judged by its effectiveness in delivering services that address the needs of all citizens. This study evaluates the implementation of the principles of the public service. According to (Crous, 2004: 574), public service delivery is the services offered by the government to the people. Government exists at all levels, to provide services such as roads, education, social services, human settlement, protection services, health services home affairs, among others. Ethical leadership is important in public services because government institutions are the custodians of public funds. Government institutions need ethical leaders to handle government funds and provide effective public services.

Administrators of public institutions help in developing the specific practices and subsidiary systems, which can be intricate and may need widespread modification. They help overcome core organizational resistance to change and they work with the public in evolving educative, facilitative and regulatory ways to augment policy efficiency (Wang, Van Wart and Lebredo, 2014: 363).

The biggest challenge in government administration is that political leadership relies on the administrators to draft processes and procedures to be followed in service delivery. It is therefore important to have political leaders who understand government systems and who possess the expected ethics in order to guide the administrators in government activities. Government Leaders who do not understand the impact of policies and procedures on public service delivery are most likely to compromise ethics to suit those who manipulate processes. Nguyen, Groth, Walsh and Hennig-Thurau (2014: 1096) have argued that employees' actions have a decisive impact on customer attitudes and behaviors.

Leadership experience determines the effectiveness of public service delivery. Manhas and Tukamushaba (2015: 78) have defined service experience as the biased individual reactions and feelings by consumers when consuming or using a service. Service experience has a significant effect on customer assessment and gratification with a given service. A better and thorough consideration of an experiential phenomenon in local government is particularly important and it encourages local leadership to perform better. Citizens' experiences in any government are based on how leaders prioritize service

delivery. Effective service delivery is critical in the enhancement of memories about government.

For any organization or government institution to have a good reputation, the quality of service experience must take center stage. Leadership must always prioritize community experiences and expectations with the service performance and quality of the services. Government image and service quality views share too many landscapes, as people have a perception that government employees are not giving their best when performing their duties.

Ethics improve the competency of government employees and leadership because ethics and morals remain the most-contributing factor to providing effective public services. Ethics globally are not the only factor in public service delivery. Berman, Bowman, West and Van Wart (2016: 6) have argued that changes in the external environment, corporate globalism, changing values and management philosophies have greatly affected the delivery of public services. The explosion of information technologies alone raises new technical and ethical issues which were unknown a few years ago, which require new skills. Similarly, supra-national organizations such as the World Trade Organization, world environmental groups, multinational corporations and other non-governmental organizations help shape government policy and its implementation by public servants.

To transmute an organization in terms of maintainable practice, leadership ethics requisites come from the top to envisage true sustainability as a compulsory part of the organization's connection and feedback with the broader society. Nevertheless, while indispensable, setting the organizational vision is not the utmost challenging step when endeavoring transformational revolution in general, and for sustainability. Effective execution of a sustainability vision is critical and often depends on leadership. Government leaders are in the unique position of being able to work as role models because they are in touch with the dream of upper management while also being participants in the team. Lack of leadership competency is the biggest obstacle in warranting effective public service delivery (Babalola, Stouten, Euwema and Ovadje, 2018: 2040).

The type of leadership needed by governments globally is expected to achieve sustainable development and must possess leadership ethics. In other words, leaders have to change their behaviors, which may require an appeal to their values. Leaders have a responsibility to promote the sustainability of the society rather than their pecuniary interests. Central principles of leadership are derived from a combination of western and eastern philosophy that relates to how leaders set goals and influence people (Ololube, 2017: 47). One of these principles is that leaders are expected to hold long-term views on success and concern for the welfare of society and the environment. In every aspect of government, employee behavior is focused on continual improvement, customer satisfaction, and collaboration within and outside the organization. To accomplish such change, government employees need to trust that the change will not only enable them to perform but also to be better public servants (Jones, Michelfelder and Nair, 2017: 206).

Every public sector institution has a specific code of conduct and all employees are expected to comply with codes of conduct. Tufts, Jacobson and Stevens (2015: 197) state that there is a range of legal and non-legal personnel issues to deliberate in monitoring public employees' ethical behavior. There is a link between organizational discipline, codes of conduct and ethical behavior in government administration. Various psychological problems, such as nervousness, unhappiness, and pressure in the workplace, particularly in a government setting, as well as tension between employers and employees, influence organizational discipline. Nevertheless, organizational discipline and ethical behavior maximize job satisfaction for employees and effective service delivery thus becomes possible.

Employees' use of personal social media throughout the workday may divert attention from the tasks and waste useful time. There is little empirical study investigation has been done on the level to which these issues constitute indiscipline and a breach of ethics. However, recent news stories and concerns emerging in the workplace linked to social media often portray accounts of misconduct, coupled with concerns about legal rights (Brown and Duguid, 2017: 5). Precisely, issues related to conduct policies, discipline, and termination practices are at center stage.

Local government social media policies and ethics would therefore clearly affirm that standard dialog guidelines apply to personal social media use in the same approach they apply to any other kind of speech. Constitutional issues are often elevated when issues of social media use or monitoring are examined. Hence, local government leaders must be at the forefront in embracing the constitution. Public-sector workers' expectations of protected speech are unlike those employed in the private sector. This also applies to speech at work, away from work, spoken speech and speech that is circulated in other forms of communication. Leadership ethics are not recorded in any legal document, but /ethics are expected from all government employees. A lack of relevant dialogue prevents public sector employees from expressing their knowledge about unethical conduct by local government leadership (Obar and Wildman, 2015: 3).

Local government employees are responsible for any unethical activities by local government leadership, while local government leadership is accountable to the citizens or voters. According to Dion (2017: 21), community code of ethics are legalistic, and the less they reflect a wide concept of communal citizenship. Communal citizenship should aim at internalizing an ethic of care and adopt a cross-cultural approach to ethical issues in business and government. Moral leadership skills are an essential ingredient for successful communal citizenship. It is necessary to have a robust understanding of the concept and to appreciate how moral leadership fits in with that concept. At least seven habits that moral leaders need to possess, characterize moral leadership. According to Southwick, Martini, Charney and Southwick (2017: 326), moral leaders should possess moral habits such as, identifying strength, relate individual strengths to achieving team goals, re-enforcement of strength, work assignments, assign mentors, performance reviews, and lastly, encourage educational developments. It is coherent that moral leadership is necessary to implement effective service delivery. Local government leaders have a responsibility to train citizens about what types of services are provided by local government.

A code of ethics is not always a solution to unethical behavior in local government. Bromley and Orchard (2016: 354) state that in practice, the use of ethical codes as a means of controlling behavior is problematic because leaders in local government might

have a good code of conduct but not good leadership ethics or behavior. More clearly, codes are voluntary and unenforceable, which affects the quality of leaders and public services in local government. This point has been clear since early deliberations of the development of ethical codes of conduct in public management. Some government institutions, such as the Department of Justice, which comprises different law institutions, know these limits. The drafters of ethical codes acknowledge that the effect of unenforceable practices are unknown, and directly affect public service delivery. Although it may be unbearable to prove that best practices are a direct cause of improved performance, outdoing the behavior of the most successful organizations increases the likelihood of producing good results (Dyer, 2018: 8).

Another challenge is that ethical codes are envisioned to apply to professionals in an array of organizations. However, ethical codes are often portrayed as a tool of self-regulation that can reduce the abuse of resources. The extreme difficulty of definitively establishing effectiveness in the case of codes intended to cover a selection of organizations makes local government a particularly interesting setting for citizens. According to Mill (2016: 22), the generality of state codes makes it remarkably challenging to prove useful benefits, suggesting that perhaps other factors may be at play. Codes as a response to the institutional setting are in contrast to a contributory view of codes as a means to shape behavior. An institutional perspective highlights the changing external environment in which organizations operate, using connections to the environment and macro-diffusion processes to explain the features of organizations. Vital engines driving the emergence of formal organizational structures are the cultural environment and connections to dominant discourses. Organizations such as local government adopt formal practices such as codes to maintain legitimacy, but this does not emphasize ethics in leadership (Knoke, 2018: 8).

Community members have a specific perception of how leaders must lead local government and guide employees in public service delivery. Grayson and Hodges (2017: 113) suggested that sufficient conditions for generating moral capital through charitable activity highlights the issue of community perceptions about the intents, motivations, goals, and vision of leaders that are attributed the activities and the processes producing

those activities. The following two principles should inspire a government process. The first is transparency. The principle of transparency states that organizations should disclose details of their charitable portfolio publicly. However, some government leaders fail to disclose such details. Secondly, stability, a pattern of consistent charitable activity, which avoids the appearance of ingratiation, since it provides counterfactual evidence that decision-makers participate in charity on an unscrupulous or unpredictable basis.

Community members perceive that responsiveness reflects decisions about charitable activities and those allocations should change as economic or social conditions change (Eger, Miller and Scarles, 2019: 141). In local government, some leaders were discouraged and banned from participating in charitable activities because of unethical behavior, which results in abuse of power. For example, municipalities such as uThukela District municipality, uMzinyathi District Municipality have discouraged their employees and political leaders in participating in any charitable activities. This is informed by unethical activities that have led to municipal officials receiving kickbacks and drastically changing their lifestyles (Odeku, 2019: 09). Local government leadership often engages in charity activities expecting a specific favor in return or a kickback from the charity receivers or beneficiaries (Murtadha, 2016: 10).

Specific features characterize an organization with an ethical environment and culture. Moreover, encouraging an ethical environment and culture is the key to ethical leadership. Leader's behavior, including everything a leader says and does, can affect the environment and culture of the organization in obvious or subtle ways. Service delivery in local government is therefore influenced by the organizational culture and organizational ethics (Langton, Robbins and Judge, 2013: 10).

The relationship between law and ethics is relevant to governance, due diligence and responsibilities to stakeholders, such as service users or customers. Downe (2016: 2) argued that managing any organization, either as a board member or as manager, would require making decisions that have ethical components, some of which can be tremendously complex. Laws set out the requirements for boards and organizations or institutions to operate correctly, whilst ethical standards extend to legal requirements. There is a strong relationship between legal obligations and ethical considerations.

However, ethics are not documented or binding and leaders have the option to comply or not, but leadership ethics contribute immensely to public service delivery. Municipal leadership can be confronted by a range of issues, ranging from the very serious and challenging, for example, the identification of fraud, to more day-to-day issues such as recruitment processes and client confidentiality. Ethics in organizations can be recognized by its internal culture and its way of working, but sometimes leaders portray an ethical image in public yet participate in unethical activities behind closed doors. Ethics has a strong set of values and principles that guide its approach to the way work is done in organizations such as local government with the intention to better public service delivery (Liu and Jie, 2015: 20).

Ethical organizations make decisions and implement policies that consider the potential influence on all stakeholders, seek out the best possible solutions, and aim to improve the common good. Those organizations also work in transparent, accountable ways, integrating their principles into their actions and ensuring that their performance can be audited so that others can assess how they operate (Lakshmi, 2014: 24). Such organizations further encourage and support a diversity of opinion, debate, and criticism within the organization and from outside forces. Ethical organizations work in the best interests of their clients, designing services to the needs of clients, rather than the needs of the organization. This argument is not always true because some organizations and public institutions and the municipalities in the main have by-laws and many policies that guide leaders, but leaders perform unethical activities regardless of the Acts (Fourie, Van der Merwe and Van der Merwe, 2017: 223).

Leaders play an influential role in determining an organization's setting and culture. Precise ethics-related performances by leaders, such as talking about the importance of ethics, tend to encourage ethical practices and reject unethical practices in the workplace. While there is extensive agreement that leaders play a critical role in creating and sustaining a positive ethical environment and culture, leaders typically have little knowledge of their employees’ perceptions of ethical leadership and the ethical environment and culture. Deprived of this knowledge, leaders are inadequate in their ability to detect development opportunities and implement tactics aimed at consolidating

organizational ethics quality. Local governments are consequently expected to be a highly ethical environment in order to improve public services and for the government to be able to provide effective service delivery (Appelbaum *et al.*, 2015: 139).

Securing an ethical environment in government is the responsibility of the leadership. Dory (2015: 1) states that great practices for building and satisfying an ethical setting within local government are very important. A healthy ethical setting benefits governments and residents alike by protecting the public trust and by protecting resources from loss due to fraud, waste, or abuse. Ethics are particularly important and apparent within local government, owing to the direct presence of local services in many residents' lives. It is important to have ethical leadership and development theory in order to create an ideal operational framework for an ethical environment at the local government level (Fox *et al.*, 2007: 203). It is necessary to embrace strong organizational values. Post-conventional reasoning and adaptive leadership should be assimilated into the basic ethical outline of every local government.

The national government and local government in particular, are required to be able to sustain ethical environments by analyzing the root cause of recurring ethical risk factors within government administration. Sustaining an ethical environment includes internal controls, addressing conflicts of interest, limits on managerial discretion and data transparency. Public servants must have respect for the public trust; build a robust organizational ethos that enables ethical leadership at all levels, conduct regular risk valuation and risk mitigation activities; appreciate the power of public discernment; and an obligation to transparency regarding ethical successes and failures (Krasikova, Green and LeBreton, 2013: 1310).

2.4 Ethical leadership and service delivery in government administration

Ethics in government leadership is the key component of good governance and ethical leaders contribute to effective public services delivery. The moral credibility of individual leaders plays a significant role in decisions made by government leaders and determine whether leaders are ethical leaders or unethical leaders (Downe, Cowell and Morgan, 2016a: 899). In Finland, as in numerous other countries, the local government organization is based on a bureaucratic ideal model. The endeavor to uphold distance

amid the roles of political leaders and public officers is a case as old as splitting politics and government. However, research has revealed that politics plays a serious role in administration (Joensuu and Niiranen, 2016: 26) and that the relationship amongst the two groups is much more complex. Politics and administration are regarded as different elements of the same process of articulating and applying government policy.

The involvement and influence of political leadership on public administration affects public values such as representation, equity, and individual rights. Representation is an important value in representative democracy because people would be afforded an opportunity to elect their preferred leaders to govern. Representation means that elected officials representing citizens in the absence of direct democracy. Equity in government ensures that there is a just distribution of resources and further ensures that there are no second-class citizens. However, a lack of leadership ethics in government affects this value. When political leaders are unethical, government employees are affected because the wrong decisions will be made, directly affecting the individual rights of citizens. Public service delivery depends on decisions made by political leaders and government employees (Pandey, Davis, Pandey and Peng, 2016: 208).

The lack of appropriate leadership ethics in government officials is a global phenomenon. Hassan, Wright and Yukl (2014: 334) postulate that in the United States, ethical scandals involving political groups; violations of the privacy of reporters and world leaders; sexual harassment; and assault in the military and government reveal the importance of studies on ethical behavior and the difficulty of ensuring leadership ethics in governments globally. A national survey of 744 randomly selected government workers in the United States (Moran and Morner, 2017: 147) shows that 57 percent of government workers reported that they had observed a violation of ethical standards, policies or law in their workplace during the last 12-month period. While ethical violations can take many different forms, common examples comprise mis-reporting hours worked, employment discrimination, sexual harassment, and violations of privacy.

A lack of leadership ethics is a global dilemma, which needs serious attention because a lack of leadership ethics does not affect the economy of the country only, but it also affects the well-being of the poor citizens of countries globally. Nearly one-third (30 percent) of

government employees in the United States did not report violations of ethics because of fear of being further victimized and a possibility of job loss. Fourteen percent reported that they had been pressured to compromise ethical standards in the course of performing their jobs (Lee, 2018: 02). Leaders who compromise ethical standards directly affect the quality of public service delivery, whilst poor ethical standards result in poor public service delivery. The Constitution of the United States established a representative form of government where voted political bureaucrats exercise governance for the benefit of the citizens. Political power is shared through federalism, where power between the federal government and states is shared.

The United States Constitution precisely delegates authority to an administrative branch controlled by a President; a judicial branch to rule on substances of law; and a legislative branch of elected officials. The United States Constitution regulates what power the federal government and states share: power is given to the federal government and the remainder of the power is kept for the states. Each state decides its relationship of the state to local governance.

According to (DOHERTY, 2018: 02), the American public has turned out to be pessimistic to political figures as it relates to individual values. The strength and stability of democracy in America has become a subject of serious debate amongst Americans and around the world. The government has been caught in various lies and half-truths, including the Vietnam War, Watergate, and the Iran-Contra Deal. Some of the reasons why Americans are pessimistic about politics are because people can easily place blame on the politicians and the media fuels this. Politics are grounded in many unethical events. In recent history, politicians have stopped the approach of dealing with political scandals in public. A report by Graham (2019: 02) which implicated the President of the United States of America, Donald Trump, states that President Trump and his cabinet members influenced Ukraine to fabricate good stories about America and about Trump. This scandal led to an attempt to impeach the President of America.

The predominant method is for a political figure to get in front of the story by voluntarily revealing as much evidence as possible and by projecting an image of total cooperation with legal and media investigations. America, therefore, does not have effective strategies

to punish unethical officials because the top officials that have a responsibility to enforce ethics in government are not transparent themselves (Erakovich and Kolthoff, 2016: 875). According to (Jackson, 2005: 406), the constitution of America is silent about the methods or systems to hold public officials accountable for unethical activities. The American Constitution, which has existed for more than 200 years, has been an example for many countries in the impact it made in shaping the power of government, rights, and justice. Ethics in the current American Constitution is not embodied and this limits the justice system to hold those who are unethical accountable. Ethical leadership is a much better indicator of long-term success in government. Institutions that exhibit ethical leadership practices generate goodwill with consumers, protect their assets, and increase the value for shareholders, while unethical leaders can put the entire organization at risk. The challenge is helping decision-makers to understand the importance of leadership ethics and to understand how their actions affect the government five or 10 years in the future.

The absence of clear ethical regulations in the American Constitution exposed private companies to exploitation by government officials and exposed citizens to poor service delivery. Poor leadership ethics badly affected the operations of private companies. Consumers are also vulnerable and forced to use poor quality products and do not enjoy protection by government. According to Kanso, Nelson and Kitchen (2019: 03), ethical dilemmas in the United States caused by the partnership between government and British Petroleum (BP) have caused a Deepwater Horizon disaster. British Petroleum (BP) operated Deepwater Horizon Oil in the United States which caused air and water pollution in the United States. The incident caused an oil gusher that spilled an estimated 4.9 million barrels of oil into the Gulf of Mexico. The spill continued for 87 days and affected hundreds of miles of coastline.

The United States government found BP guilty of several ethical violations that contributed to the size and harshness of the spill. The principal complaint from the government was that in an effort to maximize profits, BP chose to use low-grade construction material while cutting corners on safety procedures. The Department of Justice in the US fined BP more than $4.5 billion and convicted the company of 11 counts of manslaughter and lying to the United States government (OHIO University, 2015: 10).

The lesson learned in this case study is, that payment of the earnings of shareholders are the primary responsibility of businesses; nevertheless, the profits should not be at the expense of the health and safety of the public. Public officials should always consider the safety of the public, as cutting corners and trying to evade responsibility for unethical actions might bring stiff financial penalties from local, state, and federal authorities.

There are many instances of unethical activities in the United States of America and the President of America has been at the forefront of making decisions that have a bad impact on the people. Lopez (2019: 02) states that President Trump repeatedly made racist remarks and discriminated against Mexicans by calling them rapists and criminals who corrupted the United States of America and referred to them as the only people committing crimes in the United States (US). According to the Pew Research Center (2017: 05), the US president is anti-Muslim, which is dividing the community and is a problem because public service delivery is also categorized as per the color of the people in the communities.

Mexican nationals in the US suffered victimization because of the color of their skin. They also suffered discrimination in terms of job opportunities. According to Robinson (2018: 03), the first year of the President Trump administration had many challenges. Contempt for ethics and conflicts of interests characterized the administration. Bookbinder, Eisen and Painter (2017: 02) reported that 180 legal matters have been initiated against the president and his administration. All the initiated legal matters were well founded. In addition, an unusual scale and scope of legal and ethics scandals confront the administration (Swanson and Frederick, 2016: 229). President Trump made it clear that in his administration, ethics are not the priority and what people need does not really matter to him (Frum, 2019: 05). This informed his decision to overlook the ethics rules, corruption laws, or democratic norms.

The culture of corruption has been highly realized and the perpetrators of corruption have grouped themselves together. Public officials received gifts, which is against the US Constitution. Walt (2019: 02) revealed that procurement scandals in the US navy include many public officials who benefitted. About 34 missiles control launchers were falsified

and public officials influenced the approval of the procurement, which did not meet procurement standards. The procurement of such missiles had a standard requirement, which includes the type of missiles to be procured, and the company that had a contract to procure such missiles had an unfair advantage compared to other contractors because public officials influenced the decision. The report further indicated that payoffs, bribes, and kickbacks are at a higher level in America. The amendments made by the parliament of the US on foreign policy, taxes and environmental regulations did not seek to address the needs of the people, but were meant to favor the elite (Musgrave, 2019: 03).

Similar patterns of bad behavior around the world have badly affected public service delivery. Shah (2017: 49) argued that patterns of bad behavior are dominant in global public services, but the most known includes self-enrichment by public officials using public resources; a lack of respect for public funds; a lack of political consciousness; and exploitation of the public. Cultures differ globally, but when it comes to workplace behavior, a few types of misbehavior dominate everywhere in governments, such as a failure to treat the public as customers but as end-users of public services, the lack of ultimate commitment by public officials; and receiving kickbacks or gifts from the public. Much unethical behavior focuses on high-profile problems such as bribery, fraud, and corruption in government. In public sector institutions globally, a survey conducted by Lipman (2016: 9) revealed that violations with greater implications for the supply chain, such as offering bribes and hiding potential regulatory infractions, were more common than abusive behavior. Unethical activities were reported, for example by 11% of employees in Japan; 22% of employees in the U.S.; 26% in China; 28% in Italy; 30% in France; 31% in Russia; 33% in India and 37% in Brazil.

Globally, some public officials might claim to be ethical in government activities. However, Bailey (2018: 9) suggested that moral public servants must be aware of the moral ambiguity of the society and of all public policies. Public officials must be aware of administrative decisions fashioned totally out of deference to private ambitions and personal interests, which can contradict ethics and can negatively affect morality and lead to a bad reaction from the voting public. The fact is that there is no way of avoiding the introduction of personal and private interests into the calculus of public decisions. Public

service delivery is directly and indirectly compromised when leaders make decisions based on how they would benefit as individuals and not on how the public will benefit. Human beings who remain human beings even if they are called kings, diplomats, ministers, secretaries or judges, or hold seats in legislative bodies globally manage all governments.

No process has been discovered by which promotion to a position of public leadership responsibility will do away with a person's interest in his or her own welfare, his partialities, race, and prejudices. Most books and training on government neglect these conditions. The most frequently hidden agenda in the discussions of public servants is the consequence of substantive or procedural decisions upon the personal lives and riches of those deliberating. Serving a larger public requires a degree of selflessness and nobility on the part of public servants beyond the capacity of pessimists to recognize or to believe (Bailey, 2018: 234).

China is a developed country but it also has the largest population in the world. With the rapid development of China’s economy, ethical issues in government are increasingly recognized by some government officials, businessmen and academics. Ethical issues such as the interference of government leaders in consumer rights, environmental pollution, and corporate social responsibility have become controversial topics in China in recent years. There have been many increasingly significant government scandals over the past two decades in China, some of which are related to the consumer rights. For example, the 2008 milk scandal was a food safety incident involving milk and infant formula contaminated with melamine. Government officials made an agreement with other countries to supply contaminated milk and that unethical decision affected many people in China and neighboring countries. The issue raised concerns about food safety and consumer rights and damaged the reputation of China. Food exports in at least 11 countries decided to stop all imports of Chinese dairy products and the officials involved were not punished (Liu and Jie, 2015: 498).

China adopts multiple identities in its international engagement, which are used selectively, or in combination, depending on the context. (Inkster, 2018: 5) argued that

China is the most humiliated nation, leader of the developing world, champion of plurality and a sovereign survivor. China is the only communist state still around following the collapse of the Soviet Union, the only country with the resources and will to address challenges of the people. Despite the good history of China, the recent news has shown that China is facing serious ethical leadership challenges. A court in China sentenced the former mayor of a city to death for taking more than US$ 160 million in bribes in return for helping businesses obtain licenses for coal mine mergers and other projects (Cai, 2018: 05). The ex-mayor was a top official and highly respected leader in the administration of Luliang City for decades. The city is located in the coal-rich Shanxi Province, popularly known for widespread corruption. The corruption and reports from the public about unethical leaders forced the Chinese President Xi Jinping to start an anti-corruption campaign and the ex-mayor was caught. The court found that the ex-mayor received bribes from 1997 to 2013. The law enforcement of China began investigating the ex-mayor in 2014, 40 years into his work in local administration. The ex-mayor was sentenced to death without an option of a pardon or stay. This is a good example to clamp down on corruption in the country (Cooper, 2018: 2).

An ethical culture contributes to the performance of employees in local government, as ethical leaders perform well in their daily activities. Alfalla-Luque, Marin-Garcia and Medina-Lopez (2015: 243) state that there is a strong relationship between ethical culture and performance. A good relation between executive management and local government employees leads to good performance. The performance of any government institution is determined by the ethical culture that is applied by the institution. A study conducted by Werner, Bargaim, Cunningham, Potgieter and Viedge (2007: 38) revealed that ethical behavior in the organization is influenced by the ethical culture of the Organization. Ethical culture starts with leadership and encourages employees to be ethical. The productivity and performance of local government employees who are ethical have been proven effective and the public is happy about public services. Local government leadership has a responsibility to facilitate and enforce an ethical culture in local government employees.

Ethics in the public are very important because the public will have an understanding of how to embrace ethics and what to expect from public servants. Riivari and Lämsä (2014:

2) argued that people have been showing increasing interest in the ethical culture of organizations. The ethical culture of an organization promotes positive organizational behavior and the achievement of organizational outcomes. Studies show that an organization's ethical culture stimulates its managers' occupational well-being. Teoh, Dediu, Saade and Hassard (2016: 13) contend that commitment to organizational goals is highly expected from leadership and employee willingness to report wrong-doing in an organization.

Necessary changes need to take place in public services and there is a need for a new kind of leadership, which is ethical leadership in all levels of government. The biggest challenge facing government institutions today is a failure to develop leaders with ethics and integrity. Ethical leadership is the method of persuading people to act on ethics, values, and beliefs. Generally, five principles such as respect, service, justice, honesty and building community can be regarded as the key criteria to operate beyond the ego, put others first and think about the greater public good. According to Reddy (2017a: 1), ethical leadership is expected to guide public officials. Leaders are responsible for attacking the multiple challenges of unemployment, inequality, and poverty. A hunger for convincing and innovative leadership affects service delivery. Yet, it is one of the most undetected and least understood phenomena in government institutions. Unethical leaders are in the news more or less every day for tax dodging, fabricating qualifications, and obtaining tenders through illegal means, cadre deployment, bribery, money laundering, financial manipulation and more.

The vital purpose of developing ethical leaders is to raise values to a higher level of awareness. The utmost mutual wanted values for leaders as mentioned by employees are integrity, trust, honesty, and excellence. To be an ethical leader, it is also essential to develop the softer personal conscience values of objectivity, forgiveness, and altruistic love, as well as the self-determinative values of purpose, courage, and flexibility.

It is easier to develop skills in finance and human resources management than it is to learn the more elusive but vital values of leadership defined by ethics, integrity, and service to the nation. Swensen, Gorringe, Caviness and Peters (2016: 550) identify amongst other attributes, the developing of a responsive government, mastery of the

fundamentals of public services and administration, an obligation to the public good and visionary leadership. However, there is slight or no allusion to the ethical basis of leadership. Except for the qualities of respect, service, justice, honesty, and constructing community, personal conscience principles become an inherent part of the program.

2.5 Corruption as a challenge to effective service delivery

There is a strong relationship between corruption, accountability, and ethics in public sector institutions worldwide. Many factors simultaneously drive corruption, lack of accountability, lack of leadership ethics and poor development in public sector institutions. The education level of the public and understanding of how government must provide public services is the contributory factor. This suggests that voters with more education tend to be more willing and able to monitor public employees and to take action when these employees violate the law and ethical standards. One of the most commonly accepted methods of controlling corruption is to make leaders entrusted with power accountable, and hold them responsible by reporting their ethical or unethical activities. Corruption is not something that only affects low-income countries, as many high-income countries have become increasingly aware of this. A common policy remedy to fight corruption is to increase monitoring and punishments. Better monitoring and stricter penalties increase the predictable cost of acting corruptly, so people wisely choose not to break the rules (Transparency International, 2017: 110).

Amongst 180 countries, globally, that were part of the survey conducted by the Transparency International (2019a: 09) Somalia has consistently been the number one corrupt country in the whole world. Somalia is not the only country that is on top of corrupt countries from Africa but South Sudan, Syria and Yemen are also on top of the global list of corrupt countries. The list of corrupt countries in Africa will be discussed in detail in chapter three. According to World Health Organization (2020: 02), Europe have 54 countries. The corruption level in Europe is not too high when compared to other continents but some European countries are on top of the list of corrupt countries globally. The number one corrupt country in Europe is Turkmenistan, this country has constantly been on top of other European countries in the global list of corrupt countries from 2015.

Turkmenistan is regarded as the most corrupt country on the continent of Europe. Turkmenistan is facing ethical leadership challenges and ranked as the number one corrupt country in Europe by the Corruption Perception Index (Transparency International, 2019a). Undeclared conflicts of interest, followed by gifts and trips, doing favors and giving excessive commissions by government leaders are the most common types of corruption in Turkmenistan. Corruption is real in Turkmenistan. It is actually happening and evidenced by the cases coming before the courts and decisions made by the president.

On 2017 May 3, the 51-year old deputy prime minister for industry Batyr Ereshov suddenly dropped dead from unknown causes. The following day, the president fired General Prosecutor Amanmyrat Halliyev and another ten more junior prosecutors amid accusations that they were taking bribes (Eurasianet, 2017). The corruption in the judiary system of the country makes it difficult for corrupt public officials to be prosecuted for corruption and unethical activities.

The public services sector carries a high corruption risk for businesses in the country. Bribes are often exchanged and are required to obtain public services in Turkmenistan and institutions that are designed to protect the people are corrupt. For instance, an unofficial payment of between USD 6,000 and USD 10,000 is needed to register a business. Public employees engage in corrupt practices, patronage is widespread, and government bureaucracy is confusing and cumbersome (Portal, 2019)

The public procurement sector also carries a very high risk of corruption. Bribery is an important part of securing government contracts (The First In The World Program, 2015). All the important projects require a presidential decree, so connections and close ties with the president are instrumental to doing business. Investors coming from countries that are “friendly” to the Turkmenistan regime are more likely to win tenders. The process of awarding large public contracts is not subject to any legal control or oversight and is ultimately decided by the President, who also enjoys access to non-transparent extra-budgetary funds that he uses for his own benefit, mainly for the arbitrary establishment of prestige projects (Beckford, 2017: 1).

Findings by Delloitte (2015: 2) supports what is reflecting in figure 2.1 below, which shows that the philosophy of bribery and corruption is growing in , with kickbacks, under-the-table payments and personal favors becoming increasingly common in many government departments being committed by senior government officials. A Deloitte survey found that almost one in four Turkmenistan government services have experienced some form of bribery and corruption in the past five years. Turkmenistan is not the only European country that is on top of the list of corrupt countries globally. Tajikistan is number two from European countries followed by Uzbekistan.

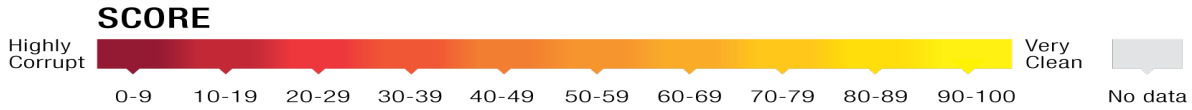
Tajikistan is also experiencing many unethical challenges in government. Tajikistan has unethical leadership in government and is rated as one of the most corrupt country amongst globally corrupt and unethical countries. A series of major scandals in Tajikistan such as money-laundering, tax evasion and misappropriation of funds has affected public service delivery in Tajikistan (Transparency International, 2017: 5).

Table 2.1: International ranking of corrupt countries

No.	Country	Region	2019	2018	2017	2016	2015
137	Russia	Eastern Europe & Central Asia	28	28	29	29	29
137	Lebanon	Middle East & North Africa	28	28	28	28	28
137	Kenya	Sub-Saharan Africa	28	27	28	26	25
137	Mauritania	Sub-Saharan Africa	28	27	28	27	31
137	Uganda	Sub-Saharan Africa	28	26	26	25	25
146	Iran	Middle East & North Africa	26	28	30	29	27
146	Honduras	Americas	26	29	29	30	31
146	Guatemala	Americas	26	27	28	28	28
146	Bangladesh	Asia Pacific	26	26	28	26	25
146	Nigeria	Sub-Saharan Africa	26	27	27	28	26
146	Mozambique	Sub-Saharan Africa	26	23	25	27	31

146	Angola	Sub-Saharan Africa	26	19	19	18	15
153	Comoros	Sub-Saharan Africa	25	27	27	24	26
153	Cameroon	Sub-Saharan Africa	25	25	25	26	27
153	Central African Republic	Sub-Saharan Africa	25	26	23	20	24
153	Uzbekistan	Eastern Europe & Central Asia	25	23	22	21	19
153	Tajikistan	Eastern Europe & Central Asia	25	25	21	25	26
158	Madagascar	Sub-Saharan Africa	24	25	24	26	28
158	Zimbabwe	Sub-Saharan Africa	24	22	22	22	21
160	Eritrea	Sub-Saharan Africa	23	24	20	18	18
161	Nicaragua	Americas	22	25	26	26	27
162	Cambodia	Asia Pacific	20	20	21	21	21
162	Chad	Sub-Saharan Africa	20	19	20	20	22
162	Iraq	Middle East & North Africa	20	18	18	17	16
165	Burundi	Sub-Saharan Africa	19	17	22	20	21
165	Congo	Sub-Saharan Africa	19	19	21	20	23
165	Turkmenistan	Eastern Europe & Central Asia	19	20	19	22	18
168	Haiti	Americas	18	20	22	20	17
168	Democratic Republic of the Congo	Sub-Saharan Africa	18	20	21	21	22
168	Libya	Middle East & North Africa	18	17	17	14	16
168	Guinea Bissau	Sub-Saharan Africa	18	16	17	16	17
172	Korea, North	Asia Pacific	17	14	17	12	8
173	Venezuela	Americas	16	18	18	17	17
173	Equatorial Guinea	Sub-Saharan Africa	16	16	17	N/A	N/A
173	Sudan	Sub-Saharan Africa	16	16	16	14	12
173	Afghanistan	Asia Pacific	16	16	15	15	11
177	Yemen	Middle East & North Africa	15	14	16	14	18
178	Syria	Middle East & North Africa	13	13	14	13	18
179	South Sudan	Sub-Saharan Africa	12	13	12	11	15

180	Somalia	Sub-Saharan Africa	9	10	9	10	8



Source: Transparency International 2019

Based on Transparency International (2019a: 02) opinion from around the world, the Corruption Perceptions Index (CPI) measures the perceived levels of public sector corruption worldwide. The index offers an annual snapshot of the relative degree of corruption by ranking countries and territories from all over the globe. The CPI uses a scale of zero (highly corrupt) to one hundred (very clean). Of the one hundred and eighty countries assessed within the 2019 index, over simple fraction score below fifty. This implies over six billion people live in countries that are corrupt. Several less corrupt countries still suffer from unethical decision-making those results in poor service delivery. Governments around the world should expend additional efforts to serve their voters, interact with civil society, support the press, shield activists, and journalists, and guarantee transparency and accountability to the public and private sectors. These are very important steps within the world fight against corruption and unethical behavior from government leaders.

In these countries (Turkmenistan, Uzbekistan, Tajikistan) corruption is hard to challenge, specifically because it is common. Hence, people perceive it to be a normal economic transaction. These countries' public officials find it very easy to act corruptly because many individuals think it is fine to be corrupt. This suggested that the unethical behavior of government leaders became a norm and acceptable by the public and business community. The citizens have accepted that some public services cannot be properly offered by the government because of a lack of resources, while government leaders are involved in corrupt and fraudulent activities for their private gain at the expense of public services (OECD, 2018: 21).

The G20 is a worldwide forum for governments and central bank managers from 19 countries and the European Union. G20 is regarded as the solution to leadership

challenges in countries worldwide. G20 is also perceived as the solution to corruption in governments globally. However, half of the countries participating in G20 are also corrupt and unethical. In nine G20 countries (Australia, Brazil, Canada, Germany, Indonesia, Russia, South Korea, Turkey and the US), financial institutions allow financial transactions to take place even if they cannot identify the beneficiaries. This allows government officials and politicians to receive money in the form of kickbacks without being traced. Lawyers are not required to identify the beneficial owners of clients and are not required by law to identify the beneficial owners of clients buying and selling property, despite major corruption scandals involving high-end real estate (Corruption Watch, 2018a: 05). Despite this loophole in law of these countries, Australia do not experience a high level of corruption but elements of unethical activities are found in some government institutions.

Corruption risks and unethical activities in Australia are found in mining industry and foreign bribery (GAN Integrity, 2018: 01). However, in Brazil, it is the opposite of what is happening in Australia. Brazil has many cases of corruption scandals involving senior and respected government officials. In 2014 in Brazil, dozens of politicians such as Luiz Inacio Lula da Silva who is the former president were involved in bribery scandals from business people who wanted access to state owned oil company. More than 80 politicians in Brazil received kickbacks. Lula as the former president of Brazil who was expected to understand the expected ethical conduct from public servants was found guilty on charges of corruption and sentenced to 12 years in prison in 2017 (BBC News, 2018: 03). Russia is not only experiencing corruption but unethical activities including human trafficking, child mortality, poor education standards, environmental destruction and terrorism remains a big challenge which needs an intervention of G20 (OECD, 2018: 291).

Ukraine is one of the 180 countries which was part of the study conducted by Transparency International (2019a: 03) to determine the score of the country in the global corruption perception index. Ukraine is also a European country that is on top of the global list of corrupt countries, which do not show any improvement. Currently, Ukraine is

standing on 30 out of 100 score in the 2019 Corruption Perceptions Index which indicates a serious levels of public sector corruption.

Bribery and kickbacks paid to public officials have been at the center of corruption activities. Many countries in Europe such as, Ukraine, Albania, Bulgaria, turkey, Georgia, Serbia and Romania, exploitation and child labor remains a sad reality in environments where citizens are trapped in poverty and corrupt officials are remunerated by the perpetrators. Public sector corruption globally is about so much more than missing money, it is about people's lives and it is a global problem (Transparency International, 2017: 111).

The European Union, according to Chenel and Moynihan (2019: 03), generally does not experience high levels of corruption and unethical activities as compared to other regions. Countries that had high levels of corruption in Europe were mainly infiltrated by political activism, which produced unethical activities. Political killings are the order of the day for countries such as Cyprus and the Czech Republic (Donde, 2018: 07). Rausch, Lindquist and Steckel (2014: 260) conducted a study that identified similarities and differences in moral attitudes and behavior in European countries. Moral intensity is different between government employees from the US and employees from Germanic Europeans (G.E). The immoral behavior of government employees in European countries has been a factor in how public services are delivered. Therefore, ethical culture is strongly required in government employees

Scholars such as Sotarauta (2016: 03) studied the European development situation and discovered that a lack of leadership ethics derives from the regional policy-making. Policies made in the European region favored a certain class of people and suppress the other class. Policies affect the society and mostly favour the upper class, this is also further explained by Mscato (2016: 03) who states that policies in Europe favour the wealthy people, educated and owners of factories. For example, England where the industrial revolution was centered, experience class competition. The class competition leads to unethical activities where the wealthy uses their economic power to influence the government policies and decision makers.

In other words, in the European region, the decisions made by those who are in authority do not favor those who are powerless. Decisions made are not based on ethics but are based on whether those who are in business and own the means of production are happy or not. This is further supported by the findings of San-Jose and Retolaza (2018: 10) when they argued that the European region is not immune from the lack of moral values and ethical competence that is facing the whole world. They further indicated that countries such as France, Spain, Germany, Hungary, and Switzerland take decisions based on how the markets will react. The decisions made must favor rich people and people who contribute more to the Gross National Product (GNP) or to the wealth of the country. The balance of power amongst competing coalitions influences politics and leadership decisions. On the other hand, Maon, Swaen and Lindgreen (2017: 02) argued that European actors still hold the concept of the past three decades.

Actors who are referred to leaders in the European region still perceive themselves as dominant in industries globally. This is therefore the reason that some government leaders in the European region make decisions that are unethical or do not favor the citizens of their countries, as long as those decisions will bring business to their countries. Culture, diversity, and public service delivery is highly compromised by the unethical decisions made. One of the practical examples of scandal that compromise the culture and public service delivery is the one of money laundering in Denmark. This money laundering scandal from Russia to Denmark was regarded as the Europe's biggest scandal (Mitchell, 2018: 02). This scandal took place in 2015 where Danske bank transferred $235 bn through corrupt channels and to corrupt individuals from Russia to Denmark.

2.6 Conclusion

In this chapter, European regional perspectives on challenges facing ethical leadership were discussed. It was found that unethical leadership challenges are a global challenge, and unethical leaders compromise that public service delivery globally. The influence of political leaders on public administration results in poor public service delivery. Political

leaders are not involved in the daily operations of service delivery but impose unethical decisions to be implemented by government employees.

The coordination of countries that share similar views about service delivery, such as G20, did not win the fight against unethical behavior in government institutions. The fact that there is a list of corrupt countries in ranking order shows that all countries are corrupt but that the levels of corruption are not the same. Chapter Three will focus on ethical challenges in the African Region.

CHAPTER THREE

AFRICAN PERSPECTIVES ON ETHICAL LEADERSHIP IN GOVERNMENT ADMINISTRATION

3.1 Introduction

The previous chapter clearly articulated ethical leadership challenges in the European region. This chapter will focus on ethical leadership challenges on the African continent. The African continent is characterized by many governmental challenges associated with ethical leadership. Corruption, bribery, and nepotism are at the center of unethical conduct amongst public officials. The African continent is rich in resources. However, African leaders abuse state resources for their own selfish benefit. This chapter focusses on theoretical and empirical literature to show the impact of leadership ethics on public service delivery. Government services are compromised when those who are in authority do not properly follow expected ethics.

Africa is a developing continent; and governments in Africa have more challenges compared to other continents. Fourie, Van der Merwe and Van der Merwe (2017: 228) state that ethics in Africa are connected to the structure, development, complexities and particularities of public sector institutions, as well as the ways in which leadership and management are connected. Leadership ethics in African governments have shown a

very slow pace of improvement during the first decade of the first wave of African states gaining independence.

Leadership ethics are necessary for everyone that is part of the public service delivery whether as a government employee or as an elected leader. Public administration has public servants and political office bearers. Former President of the United States Wilson (1887: 02) in the dichotomy of politics and public administration give more emphases on the difference between politics and public administration. He further explained the legal obligations and ethical obligations that public officials and politicians must hold in order to ensure that there is an effective public service delivery. Politics has something to do with lawmaking, policy making and to play an oversight role. On the other hand, public administrators have to implement policies and to ensure that people comply with laws and policies of the government.

Public administration from a global perspective distinguishes between two elements. The first is political leadership and the second is public administrators. According to Garofalo (2008: 18), moral legality is not adequate for effective public service leadership, as it must be complemented by moral competence, which is a key dimension of the professional skills required by good governance. A study conducted by Kimeu (2014: 231) projected that the cost of corruption equals more than 5% of global gross domestic product (GDP) (US$2.6 trillion), with over US$1 trillion paid in bribes each year. Unethical conduct has been shown to disturb economic growth and foreign investment. In Africa in the 1980s and 1990s at the height of dictatorship, many countries lost opportunities for economic development through a lack of ethical leaders, which affected public service delivery. A lack of morals and ethics in leadership influences the dearth of leadership responsibility in the public sector.

The rationale for this research was the need to empower portfolio managers and executive managers with the skills and training, which could enable them to perform their duties efficiently and successfully at Msunduzi Municipality, through the application of leadership ethics to improve public service delivery. Therefore, the fundamental issue addressed in this study is the nexus between ethical leadership and service delivery. It is vital and imperative to explore expected leadership ethics towards addressing poor public

service delivery. Leadership ethics in public service delivery is one of the most important factors in public service delivery worldwide.

3.2 Ethical leadership challenges in Africa

Post-independence political leadership in Africa is facing many challenges, including the ability to address the tension and complexity related to transferring and applying a tribal hierarchy to democratic administration and professionalization. According to Venter (2017: 85), political leadership in Africa continues to dominate public service delivery decision-making, which compromises the roles and responsibilities of executive management who are responsible for administration work. Ethics remains a major challenge in Africa because public officials are guided by political office-bearers in public service delivery decision-making that are not ethical.

Leadership challenges in Africa differ from one country to another: Cheteni and Shindika (2017a: 4) argued that Botswana has comparatively strong and well-functioning governance establishments, both public and private. The country has a double legal system, customary law and common law, which consists of English and Roman-Dutch law. Sebudubudu (2014: 5) states that government institutions, in Botswana, are prone to many cases of unethical practices. The author adds that where such cases are sophisticated, white-collar crime and senior private business leaders, politicians and senior government officials are involved in deals involving their own families. This has negatively affected public service delivery.

The government of Botswana has long established the Office of the Auditor General to fight unethical and poor governance. However, it also enacted the Directorate on Corruption and Economic Crime (DCEC) Act. The DCEC is an operationally self-governing law enforcement agency charged with three devoted directives. These are, to investigate claims of corruption and economic crime as well as doubtful transactions, and to share analytical results with the Directorate of Public Prosecutions (DPP) for probable trials. Other mandates are to stop corruption in the public sector by auditing government and state-owned organizations, as well as to raise awareness of the risks of corruption through public education activities (Sebudubudu, 2014: 14). Public service delivery suffers badly if a public figure or a leader of the public sector institution is suspended for

any unethical activity. Suspension affect the government in two ways firstly, the public loses trust in government employees and secondly, government lose a lot of money because a suspended employee must be paid full salary as per the Labour Relations Act 186 (2) (b) pending a disciplinary committee outcome.

On the other hand, Noyoo and Campus (2015: 4) argued that ethical challenges in Africa were introduced by the political kingdom used to redress the colonial legacy of social and economic exclusion, racism, poverty, ignorance and illiteracy. Political freedom did not encourage equality but created political elites who have the responsibility to deliver services to the people but who redirect public resources to their families and friends (Afolabi, 2019: 15). Political freedom in Africa gave power to leaders who subsequently became arrogant and it was no longer about the people, but about the elites who make decisions on behalf of everyone. African countries have a government system, which gives more power to political office bearers in government. Leaders in National, Provincial and local government provide a directive to public officials and if political office-bearers are not ethical, this creates an impression that the public officials are also not ethical.

Ethical leaders are inspired to discourage possible interpersonally harmful workplace conflicts through building workers' efficiency towards establishing common interests and qualitative social relationships with one another (Babalola *et al.*, 2018: 2039). An important instrument, through which ethical leaders influence behavioral consequences, is by improving employees' intellectual resources, especially their beliefs. Ethical leadership provides exemplary moral guidance and inspires employees to interact with co-workers in a humble manner and build a trustful work environment, thereby enabling employees in integrating different interests and developing efficacy in resolving conflict. Africa as a continent has good leaders, but the lack of ethics prevents governments in Africa from delivering effective public services. African leaders are more interested in their personal benefits from government rather than the impact of public policy on the well-being of the public. Local governments are self-sustainable institutions, but corruption informed by a lack of ethics affects the financial conditions of many municipalities in Africa and results in public service delivery protests.

There is a distinctive link between political leadership and local leadership concerning political leadership and socio-economic development in local government (Speed, Butler and Collins, 2015: 130). There is, however, a tension between political leaders and administrative leaders in local government. Political leaders at the local government level are referred to as the council. The council has a leadership responsibility in local government, which includes shaping the direction and championing the transformational agenda. Administrative leadership has responsibility in terms of administrative work, which includes executive management. Poor public service delivery in local government is mainly shifted to public officials such as the municipal managers, whilst politicians such as mayors and the council often do not account for unethical conduct.

3.2.2. Tunisia

In Tunisia, a lack of leadership ethics in local government has resulted in poor service delivery and encouraged authoritarian leadership practices, which precede truly pluralist political systems. According to Hentati-Klila, Dammak-Barkallah and Affes (2017: 715), lack of professionalism and ethical standards by auditors of local governments in Tunisia affected the fight of the government against fraud and corruption. . Tunisia is one of the countries in Africa that strongly supports Islam and Muslim's are expected to behave in a particular manner, which is also expected in leadership. The Islamic religion have specific beliefs that might not be what the community need, for example, in the Islam religion, women are not allowed to be in leadership positions. This belief might stop good and ethical women that would contribute effectively to the public service delivery and the economy of the country (Ghafar and Hess, 2018: 05). The country is not only led by leaders who are of the Islamic region in the national level only but also on the local government level. Local government leadership in Tunisia is expected to embrace good leadership ethics. However, local government leadership challenges are not always solved through religion. Despite the local governments in Tunisia, led by people who hold strong religious beliefs, problems, and unethical activities still exist. Municipalities such as Mahdia, Siliana Ville, Bouarada, high rate of unethical activities and corruption have been reported. Good religious ethical behavior do not automatically translate to a good ethical leadership behavior in government (The Tunisian Local Governance Performance Index, 2016: 06). Local leadership in Africa cannot encourage leadership ethics by using

religion because local government leaders in the main have different ethical belief systems and also different religious beliefs (Fourie, Van der Merwe and Van der Merwe, 2017: 223).

3.2.3. Somalia

Somalia, South Sudan, Sudan, Guinea Bissau, and Equatorial Guinea are the most corrupt nations in Africa and government institutions perform poorly because of the unethical behavior of leaders. Somalia ranks among the world's most corrupt countries. Major challenges in Somalia include insecurity, ongoing instability, and business restrictions. In Somalia, corrupt government officials tolerate illegal activities in return for bribes. Corruption in Somalia is real and it has reached a very higher level. The preparation of the historic national elections after more than a century has been fueled by bribery and corruption. Somali investigators found that presidential candidates to buy votes have used more than $20 million. The buying of votes is not the only corrupt activities in Somalia but the country is controlled by warlords who drove hundreds of Somalis into neighboring countries and overseas (Gettlemen, 2017: 06). Poor functioning institutions in the country create an environment of lawlessness, and the absence of an effective regulatory framework impedes prospects of economic competitiveness. Public service delivery in Somalia is based on patronage networks and tight monopolies dominate how public services are offered. Somalia faces ethical leadership challenges, which include the abuse of office by government officials, embezzlement, and bribery. Government leaders and employees are continuously involved in allegations of embezzlement of public funds from the already struggling Somalian coffers. Lastly, bribery is common in all sectors and procurement contracts frequently involve corruption (Figure 3.2) (Transparency International Corruption index 2018: 2).

The Public institutions in Somalia are subjected to political interference and suffer from high levels of corruption and the rendering of services is poor. There is a lack of independence for public and private institutions in Somalia. Public officials tolerate illegal activities and politicians have a direct influence on who is employed in public sector institutions (Mishra and Abdullahi, 2020: 11). Politicians in Somalia are a group of patronage networks that monopolize markets and determine who must benefit in the

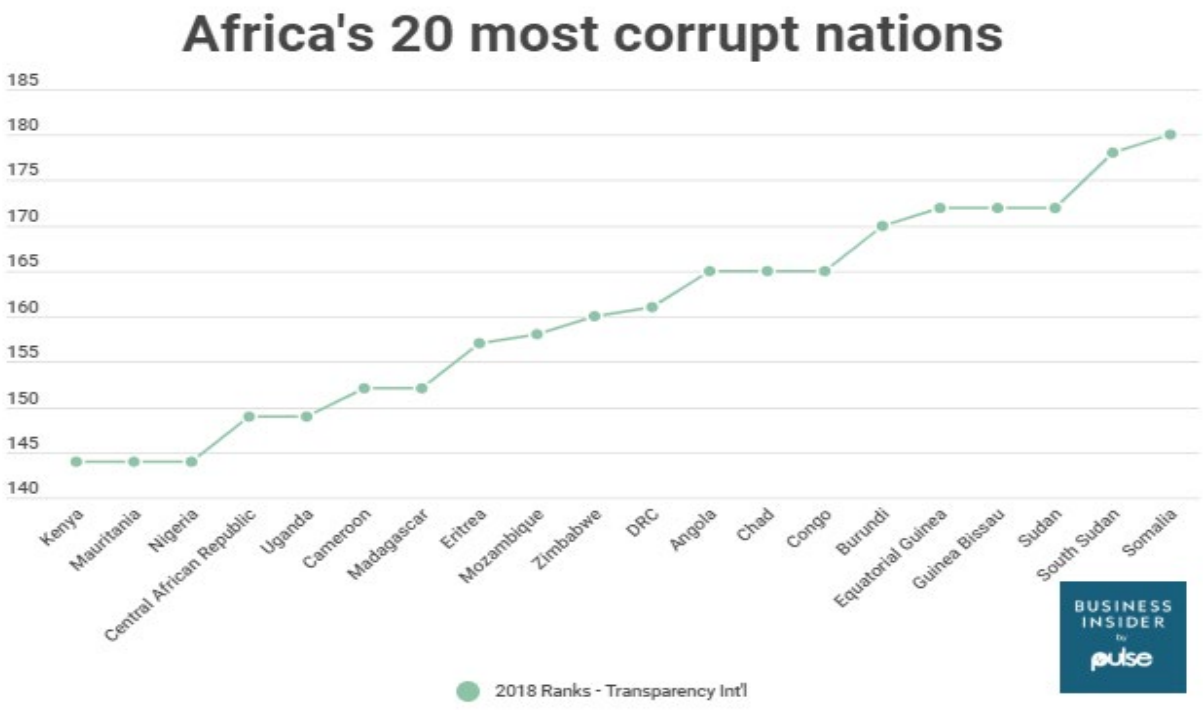
economy of the country. Politicians in Somalia facilitate a lawless environment which then influences the general behavior of citizens and most unethical behavior (Business Anti-Corruption Portal, 2016: 01).

Unethical behavior is also rife within the security apparatus because corruption is also dominant in the security cluster of Somalia. The lack of effective punishment of unethical behavior is widespread and is a result of poor government laws or policies. Moreover, authorities do not maintain effective control over the police force because of political interference. According to the Security Council (2019: 06), political interference in the police force of Somalia threatened the positive trajectory of Somalia, as well as economic development. Political turbulence in the police force threatens political parties, civil society, and the international community. There are scandals relating to unethical behaviors in the Somali National Army. The national Army of Somalia is very important to protect citizens. However, Army leaders systematically inflated troop numbers to obtain greater funding. Furthermore, family members and business ties of leaders received preference in providing services such as cleaning and providing stationery for the Army. Friends and family members of leaders in the Army were contracted to provide food rations worth USD 8 million per year (United Nations Security Council, 2015: 1).

Unethical leadership and poor service delivery in Somalia affected all state institutions and almost collapsed the government of Somalia. Corruption and poor governance have affected the Somalian government. Furthermore, politicians who used public funds to enrich themselves exploited the economy of the country. The economic crises in Somali affected the African continent because many Somalian citizens migrated to other countries to look for better opportunities (Abumousa, 2017: 03). Efforts to rebuild the country's public administrations have not been effectively successful because of the ongoing-armed conflict and outright corruption. There are no government legal frameworks to regulate the market in Somalia, thus market competition is absent, and government employees are involved in doing business with the government. Another hub of corruption in Somalia is found in land administration and tax administration. Government employees in Somalia are involved in selling fraudulent title deeds and sometimes authorize forged title deeds. Somalians are not compelled to pay tax if they

are connected to government leaders, as government leaders wave taxation fees of their friends and relatives (Transformation index, 2016: 1).

Figure 3.1: Africa's 20 most corrupt nations



Source: Transparency International Corruption index 2018

3.3 Corruption in Africa

Corruption is defined by the Philp (2016: 47) as the misuse of public power by politicians or by people entrusted with the responsibility to lead people or to provide services to people. Corruption has clear and specific characteristics. Characteristics of corruption include (but are not limited to) receiving bribes by government officials or politicians; receiving gifts; failure to declare interests which often result in the conflict of interests; money laundering; extortion; deception; dishonesty and the exchange of gifts. Similarly, Corruption Watch (2018b: 02) defined corruption as the abuse of personal resources for self-enrichment or personal benefit by those who are in power. Political leaders or government employees at different levels can advocate personal gain.

Corruption is inevitable on the African continent. Gumede (2012: 01) reports that, corruption in Africa would always remain a challenge, because of the poor understanding of its root cause. According to him, getting rid of corruption in Africa is difficult because people elected to lead belong to a cabal that would expect the leaders to grant them gratifications. Elected leaders in Africa use their power and influence to gain economic benefits or financial benefits. This development has its root in the continent's colonial past. The colonial system left African countries with corrupted governments and most African countries such as South Africa owed the World Bank. Most African countries have good policies to fight against corruption, but the implementation of those policies remains a major issue. Government institutions in Africa are controlled by politicians to drive an agenda of the ruling political parties (Igboin, 2016b: 146). African independence was compromised and the handing over of countries by colonizers to the rightful owners of Africa was not voluntary but by force in many countries, whilst other countries won dependency through engagements. African leaders took political power and did not take economic power.

The colonizers surrendered political power of Africa but did not surrender the economic power. African leaders are in control of their countries but do not control the economy. Colonizers were not happy about handing over Africa to Africans and therefore the corruption system was a fightback system to destroy Africa by the colonizers. European countries colonized African countries with the exception of Ethiopia and Liberia. The colonizers politically and economically controlled all the colonized countries. The

colonizers used a divide and rule strategy to uplift some Africans in order to sustain their control. Africa is rich on mineral resources and a united Africa is a threat to other continents. A united Africa will not depend on other continents for financial support, therefore, dividing Africa was a deliberate action to dismantle the African economy (South African History Online, 2019: 01).

Transparency International (2018: 01) stated that the progress made against corruption in Africa produced negative results because of poor leadership ethics. A number of factors contribute to poor leadership ethics, such as a weak economy that exposes leaders to take bribes from those who control the economy. An economically weak country is always a target for financially stable countries. The financially stable countries always target countries that are battling financially to offer financial assistance in return of some resources should the country fail to repay the loan. Political leaders are fully aware of the danger of receiving financial assistance from other countries but because of kickbacks, they do not oppose such assistance. Poor leadership ethics and unethical behavior led many African countries to receive money from China. Top ten countries in Africa that owe China are Angola, Ethiopia, Kenya, Republic of Congo, North Sudan, Zambia, Cameroon, Nigeria, Ghana, and the Democratic Republic of Congo. Angola is owing China more than other African countries, US$25 billion, Most of Angolan oil is going towards the repayment of Chinese debts, despite Angola being the second largest producer of oil in Africa (Chiwanza, 2018: 01). Government leaders in Africa lack the political will to fight against corruption. Combating corruption in Africa is a rhetorical approach to African leaders who are contesting power. African leaders are more interested in fighting for their political career survival.

Many African leaders focus on political instability and pay less attention on corruption and unethical activities. Democratic Republic of Congo emerges from a long period of violence and political instability. The country has a legacy of corruption on all levels of society and the political leadership is focusing mainly on addressing the political instability. The leadership do not see the corruption and unethical behavior as a matter of urgency (Anti-Corruption Resource Centre, 2019: 02). Politicians are fond of promising to fight

corruption as a mere rhetoric of electioneering campaign rather than a statement of purpose, in order to win the votes of the people (Corruption Watch, 2018b: 02).

African leaders seek power for self-enrichment and self-preservation. Timamy (2005: 383) argues that political power in Africa is not about the passion of leaders to deliver services to the people, but a shortcut to having control over state resources. Political leadership positions and senior government positions in Africa are viewed as a step to self-enrichment through corrupt practices. Availability of financial resources to politicians and allowing politicians to lead government financial institutions expose public funds to corruption. According to Andvig (2008: 05), the lack of ethics in Africa contributes to corruption and affects public service delivery. A lack of ethics connotes failure to apply expected norms and principles in leadership conduct and behaviour. Corruption constitutes fraudulent or dishonest conduct by those in power. Corruption contributes significantly to the poor development in Africa. Africa needs ethical leaders who will eradicate poverty through emphasizing ethics amongst African leaders (Transparency International, 2017: 13).

3.4. Studies on Corruption in Africa

There are studies on corruption in Africa. Warf (2017: 24) notes that corruption in Africa delayed economic development. Poor governance in Africa has affected trade relations amongst African countries and in the international system. African leaders developed neo-liberal policies and rules to benefit the few, particularly the elite. Corruption levels in Africa are not only an indication of a lack of leadership ethics, but are also an indication that those who are in power lack the experience of management of state resources.

A similar study by Gomes, Vendrell-Herrero, Mellahi, Angwin and Sousa (2018: 737) showed that African leaders are only interested in developing their countries if the outcomes would benefit them directly or indirectly. African leaders, therefore, display high level of leadership ethics in the public sector. In other words, they exploit the power of the state to advance personal interests at the expense of the public goods. The few elite who control African economy are not passionate about African development, but who are passionate about how they will benefit.

Isaksson (2015: 80) states that Sub-Saharan Africa is home to many corrupt countries and mostly affected by ethnic conflicts. A lack of public service delivery and poor leadership ethics is also dominant in Sub-Saharan Africa. African leaders support each other on issues relating to unethical leadership and corruption. A particular case is of former President of Sudan, Omar Al-Bashir, who was requested by the International Criminal Court to answer for charges of financial crimes and the killing of demonstrators (The Conversation, 2019: 01). Talton (2017: 05) states that European powers coerced African governments to support their agenda. European countries initiated and aided coups to fight against democratically elected governments to distract the economy and African leaders do not stand their ground and defend each other. The practical example of European countries interfering and distracting any African country that defended the economy of the country against European countries is that of Patrice Lumumba, who fought against the coup and European interference but was later assassinated.

Amongst the reasons, why Africa is divided is the European countries. The geographical spread of Africa gave power to colonizers to strengthen the colonial system. The colonial system was a system that made colonizers to act as owners of African countries. After many countries in Africa had political freedom and independency, the colonizers left but they still have economic control. Former colonizers still have a direct interest on who is in leadership and the economic policies in Africa. Those who have a possibility of getting political power but have a different economic policy direction compared to the former colonizers are seen as a threat. The former colonizers therefore, fund those who will listen to them and share the same economic policy direction as them (Fisher, 2012: 05).

Western countries contribute to the economy of almost all African countries and therefore African countries rely on Europe when it comes to food security. Moreover, the demands of the European countries force African leaders to compromise ethics and morals. According to Sumah (2017: 07), corruption and unethical behavior is strongly influenced by political and economic environment. Corruption is affected by the monetary policy. European countries such as America and their financial rating agencies influence the global economy. The International Monetary Fund and World Bank influence the African economy. When economic conditions are not good for African countries, leaders ask for

financial assistance from these financial institutions. African leaders therefore, allow these financial institutions to take charge or control the manner in which public services are offered, like the case of the Democratic Republic of Congo. Ethics and morals are compromised because the country that offers food security would want to manipulate the economy of the country and will want to be the first preference when it comes to business opportunities. A practical example is the case of Libya, where the former leader Gaddafi was under attack, influenced by Western countries (Gaynor Tim and Zargoun, 2011: 01). Muammar Gadaffi on the other hand was viewed as a dictator and many other unethical activities during his tenure were reported, such as the oppression of black people in Tripoli. In Libya, ethics were compromised, but at the same time many people benefitted in a short period of time when Gadaffi interfered with the distribution of oil revenues in order to be able to provide free health services and free education to people (Guesmi, 2017: 01). Africans have different perspectives on who was Muammar Gadaffi. For many Africans, Gadaffi was an African hero who wanted to transform Africa and create a new African economic system. According to Koenig (2017: 02), former president Gadaffi wanted to empower Africa and had a plan to introduce Africa n currency that is free from the dollar-dominated western monetary system. Based on this plans, Gadaffi was an enemy of the western countries and they influenced the people of Libya to rebel and funded the terrorists to oppose and kill Gadhafi. According to Saha and Ali (2017: 84), there are five contributing factors to government corruption in Africa. Firstly, corruption in government is the result of corrupt societies, as government employees and leaders are recruited from corrupt societies. Secondly, the people who occupied government officials, especially the politicians in positions of power, accumulate wealth illegally through corrupt activities. Thirdly, the expectation of incentives by government employees on the African continent contributes to corruption in Africa. Fourthly, material things motivate African people; Western cultural beliefs have replaced self-identity and the traditional African morals and leadership ethics. Lastly, the punishment for corrupt practices in Africa is not effective and those who are in leadership positions are often tempted because the consequences are not effective.

MyNews24 (2017: 02) reported that corruption might not have direct victims, but it would always be a crime against humanity because it affects public service delivery. Corrupt

activities by political leaders and public servants disrupt progress in African development. Most issues identified as the root cause of corruption in Africa are poor political leadership, politics of the belly greed and a lack of leadership ethics (Bayart, 2019: 23).

Corruption in Africa is seen in different forms, namely patronage, weak institutions of governance and ethical values, nepotism and bribery. African leaders themselves are at the forefront of advancing corruption. A former president of Nigeria, the late Sani Abaca was acclaimed to have worth more than $20 Billion and he was not worth such an amount of money before he became a president (Amaza, 2019: 08). Another case is President Joseph Kabila of Congo who owns millions of dollars and obtained his wealth through diamonds and used his political influence to gain access to the diamonds of the country (Marriage, 2018: 889). In Kenya, Uhuru Kenyatta was named the richest president in Africa and listed by Forbes as the richest man in Africa through wealth that was obtained through corruption (Nairobiwire, 2013: 02).

Corruption Watch (2019: 03) stated that corruption is not just a crime against humanity, but it also affects the wellbeing of individuals, families and communities. Corruption affects the national economy and harms hundreds of millions of citizens. According to Lewis (2019: 06), poverty in Africa is multiplying on a daily basis because of the corruption committed by African leaders. African corruption is complex and understood by citizens who seem to have no choice to fight with those who are in power. According to Onwujekwe, Agwu, Orjiakor, McKee, Hutchinson, Mbachu, Odii, Ogbozor, Obi and Ichoku (2019: 529), Africa is suffering from systematic corruption, which is being normalized by African leaders. Fights against corruption in Africa will always remain an unrealistic goal because of those entrusted with responsibilities to lead and who break the trust of the people. Those who are in power and involved in corrupt practices will always find ways to cover their unethical conduct. African leaders are autocratic but in the eyes of the people, they portray a different image of themselves. Leaders involved in corrupt practices always victimize anti-corruption activists. Corrupt leaders often convince people that anti-corruption activists were political opponents. Mishra and Maiko (2017: 128) state that the Africa's large economies, South Africa, Nigeria, and Kenya have shown no signs of improvement in reducing the levels of corruption since 2012.

Transparency International (2019b: 02) reported that 80 percent of African people are living under abnormal conditions. African people are poor and those who are entrusted with the responsibility to change the lives of the people are enriching themselves. Corruption is the most contributing factor in Africa poverty and inequality. Class division in Africa is a result of poverty: the working-class and the capitalist class live different lifestyles (Salahuddin, Vink, Ralph and Gow, 2019: 04). The economic system of Africa favour those who are rich and there are less intervention made to uplift the poor people. Politicians in Africa give more priority to business people even those who are from other countries outside of Africa. African leaders have formalized bribery by calling it a kickback. Politicians receive a kickback for most of the services delivered by private companies on behalf of government institutions. Once again the Democratic Republic of Congo (DRC) was reported by Gumede (2016: 02) as the country that is most involved in corrupt activities that benefit politicians through kickbacks. In DRC, major mining concessions were sold in secret and at knockdown prices to offshore companies. African leaders are not accountable to African people, but they secretly account to business people who want to secure their business interests. Politics in Africa is a cycle of corruption as those who are in political power see themselves as having their chance to access government resources (Bayart, 2019: 15). Political cabals in Africa are not political groupings that advance ideas, but who fight for the control of resources. Poverty and exploitation is not a priority issue for politicians because they do not benefit. Delivery of public services, especially big tenders, is the priority of African political leaders, especially those who are in senior political positions because they benefit through corrupt activities and kickbacks (Gardiner, 2017: 25). The abuse of political power and unethical conduct is affecting many countries in Africa. According to Phiri and Guven-Uslu (2019: 03), the former Acting President of the Republic of Zambia, Dr Guy Scot, pardoned a convicted former Cabinet Minister and a convicted Deputy Minister during the 2014 Festive period using Presidential Powers of Pardon after the duo had briefly served part of their prison sentences. Political leaders in a higher level in Zambia are found to be corrupt and unethical and received bribes and kickbacks from business owners that do business with government.

On the other hand, Polity (2014: 04) states that corruption is a global phenomenon but Africa is suffering and corruption is well noticed in Africa because of under-development. Corruption undermines public policy and it breaks the trust between political leaders and the public. Unethical activities break a relationship between political leaders and the community. Corruption influences the economy and mainly results in deficiency in the economy. Corruption in Africa is not limited to government institutions; there are corruption practices in private sector institutions Because of the history of Africa and poverty, leaders tend to mobilize resources themselves first and address their poverty first before they look to what people need. Corruption and economic decline affect poor people the most as compared to the rich and politicians.

According to the Stellenbosch Institute For Advanced Study (2017: 05), African leaders are not paying enough attention to corruption. They have failed to properly address the challenges of corruption with a view to combating its pervasiveness in the political system. The leaders themselves are the arrowheads of corrupt activities, which make it difficult for them to stand up and oppose corruption. African leaders manipulate electoral processes and interfere with the election processes for the purposes of paving a way for their preferred leaders so that they can cover their backs. Leaders in Africa are not held accountable for corrupt activities even after they leave public offices, especially former presidents. Corruption is not only a threat to African development but also a threat to democracy. Unethical leaders who want to advance their own selfish interests and use poor people influence political wars in Africa.

Wambua (2015: 05) has argued that corruption in Africa is in all government departments and not only in political organizations. Most African government institutions are corrupt and those who have the power to stop corruption are corrupt. Corrupt government institutions in Africa are common to all African countries. Departments of safety and security in all government institutions in Africa are highly affected by corruption. Amongst all government departments in Africa, the department of police is usually the most corrupt department. Bribery in the department of police has been formalized by the police and is seen as a normal activity by community members. In Nigeria, Human Rights Watch (2010:

05) have reported many instances of police corruption. The following cases of unethical behavior and corruption in Nigeria will also be illustrated through the images.

Figure 3.2: Nigeria, Corruption Fueling Police Abuses

Source: Human Rights Watch 2010

The above figure depicts the image of the Nigerian armed police officers, demanding bribes from a taxi driver. Those who fail to pay are frequently threatened with arrest and physical harm.

Figure 3.3: Corruption in the form of unlawful arrest by police in Nigeria

Source: Basati Human Rights Watch 2010

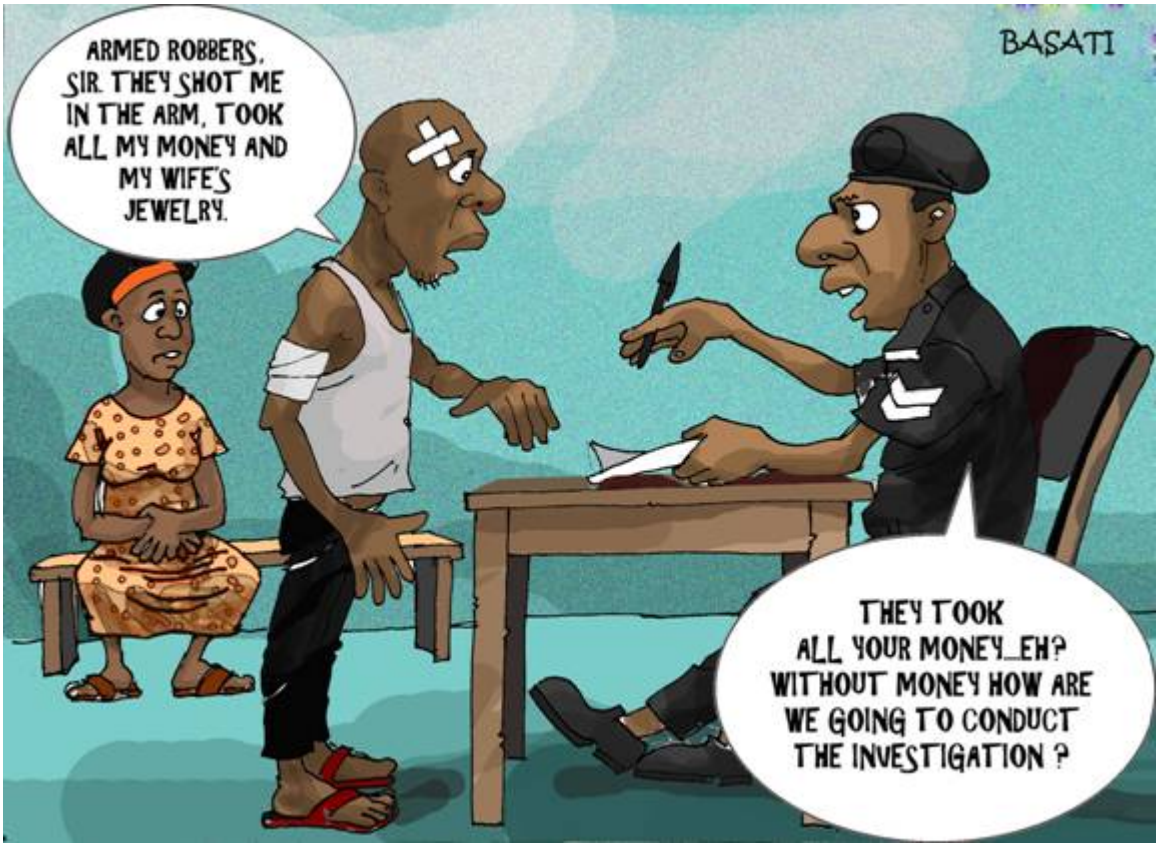
The above image illustrates how police arrest people illegally in Nigeria. Once a person is arrested by the police and refuses, or is unable, to pay the money demanded, they are often detained until they negotiate an amount for their release. In many cases, this unlawful detention may last for days or even weeks. Those who do not pay face threats, beatings, sexual assault, torture, or even death. Extended periods of detention leave victims and their friends and family vulnerable to repeated threats and demands for bribes. Using police terminology, a civil society leader in Lagos explained that the police "tend to cast the net very wide so they can arrest as many suspects as possible. This affords them more chances for extortion and corruption" (Human Rights Watch, 2010).

Figure 3.4: A cartoon depicting the interaction between the police and the Motorists who refused to pay a bribe

Source: Human Rights Watch 2010

The above figure illustrates commercial vehicle drivers arrested and detained by the police officers in Nigeria. The detainees are motorists who refused to pay a bribe to police officers. The vast network of checkpoints that exists in Nigeria leads to numerous confrontations between the police and motorists who refuse to pay the bribes demanded. All too often these confrontations escalate into fatal shootings by the police (Human Rights Watch, 2010).

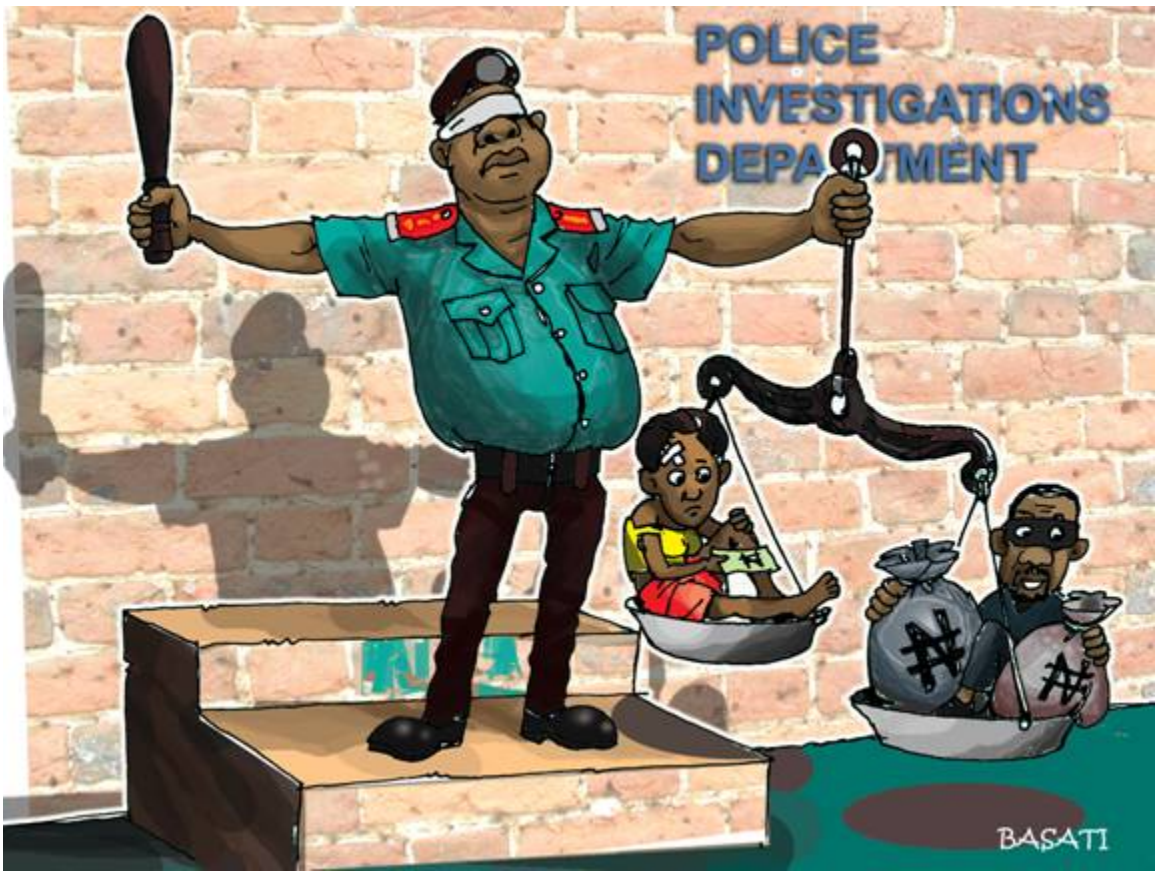
Figure 3.5: Police officer requesting money to conduct investigation in Nigeria



Source: Basati Human Rights Watch 2010

The above figure illustrate how Nigerian police request money from crime victims in order for them to conduct the investigation. The corruption in Nigeria has drained the resources in the police department. The Nigerian police do not have enough resources to conduct investigation and to ensure that all necessary processes are followed. The government allocated resources to conduct investigations are abused by those who are in power (Human Rights Watch, 2010).

Figure 3.6: Police strategy to change victims from complainants to defendants



Source: Basati Human Rights Watch 2010

Nigerian police officials changed crime victims to defendants and the police officers that are charged for corruption end up being the complainants against the victim. “If you can’t [pay], and the suspect you are complaining against has wherewithal, you can see the complaint simply slipping out of your hands, and at the end of the day you might turn up to be the suspect not the complainant” (Human Rights Watch, 2010).

Every government department contributes to the national economy and Africa relies on the effectiveness of government leaders. Knutsen, Kotsadam, Olsen and Wig (2017: 320) argue that local corruption in African countries portrays a negative image of African leaders in countries outside of the continent. According to Fagbadebo (2019: 15), Africa is rich in natural resources and African leaders as the custodians of the public resources

have a responsibility to protect natural resources but have failed to do so. Government institutions that are tasked to take full responsibility of the natural resources are directly instructed by politicians to make some decisions. Africans are not naturally corrupt but money and other valuable resources and materials make them corrupt. Value systems and ethics are in the veins of the African people, but the changes in society and the demand for contemporary theories force African leaders to look for more resources. African leaders are not corrupt because of poverty, but greed is the important and dominant factor that leads to corruption in Africa. According to Abotsi (2015: 648), most African countries are corrupt and the corruption is seen in different forms.

African countries allow investments from other countries outside of Africa and convince the community that the investments are good for the community. African leaders view investments as a form of fast route to self-wealth. This has been a trend in many African countries. African countries are also on the global map as the world's corrupt countries for various reasons. Bribes and corruption have a negative impact not only on the public service delivery, but also on the economy of the continent. Corruption affects the cash flow of the country because money that is obtained through corruption is not taxed. Leaders in Africa have a responsibility to implement strong measures against corruption. However, they have been able to explore this responsibility because the leaders are culpable of unethical conduct.

Asongu and Nwachukwu (2016: 70) contend that corruption activities in Africa have deprived the continent of its development because African governments will focus more on corruption instead of poverty eradication. Unethical activities and a high level of dictatorship characterize corruption in Africa. Corruption in Africa increases the chances of political instability and violence (Fagbadebo 2019). Poverty trends continue to grow because corrupt government officials often divert funds appropriated for public service delivery for their personal use. Isaksson and Kotsadam (2018: 147) argue that corruption in Africa does not need a blanket approach because the geographical spread of the countries influences the nature of corruption. African countries situated in the north of Africa are mostly blessed with oil. According Saha and Ali (2017: 85), North African countries and middle east have different levels of economic development and corruption.

Northern African countries such as Algeria, Egypt, Libya, Morocco, and Sudan are exposed to rich natural resources, corruption; poor leadership informs war and unethical activities in these countries.

Northern African countries therefore experience more corruption that involves the buying and selling of oil to foreign countries. African countries that receive financial aid dominated by Chinese businesses are also found to be experiencing different corruption (Shan, Lin, Li and Zeng, 2018: 06). There are two categories of corruption in Africa; external corruption and local corruption. External corruption refers to corrupt activities committed by the leaders, together with foreign individuals or companies. Local corruption by African leaders refers to corruption committed by African leaders together with local business people or local companies (Knutsen *et al.*, 2017: 322).

According to Mbaku (2016: 661), getting rid of corruption in Africa is not easy because there is a chain of immoral leaders who properly plan corruption. African leaders interact and plan how to conduct activities that will improve the African economy. However, at the back of their minds, they think about how they will benefit. African leaders prioritize the creation of personal wealth above the creation of the wealth of their respective countries. Immoral behavior and poor leadership ethics in Africa is far from over because changes leadership do not change the status of corruption on the continent. African leaders in all countries change on a five-year cycle, but corruption is still at the top of the agenda. Economic development will always remain the African dream if African leaders in different forums and platforms do not properly address the issues of corruption. Political and economic disruption remains the only option for African people to voice their concerns about corruption in their respective countries.

Hoffmann and Hendricks (2018: 426) argue that all financial outflows from Africa have beneficiaries who access funds through corrupt channels. The offshore financial center in Africa has political influence and those who are in power directly or indirectly shape the manner in which the money is transferred or used. According to (Sigler, Martinus, Iacopini and Derudder, 2019: 04), the offshore financial centres are jurisdictions that offer non-resident individuals or corporations advantages unavailable in their home jurisdiction. These include low or no taxation of profits, income, or other earnings such as dividends;

secrecy; a greater capacity to raise capital or bear debt; and minimal financial regulation. ENCA Online (2018) reported that the conference held in the Nigerian capital city of Abuja, organized by African Agencies against Corruption, discussed the bottlenecks in the recovery of stolen assets. The conference also discovered that many African countries, such as Nigeria, Ghana, Libya, Egypt lost a lot of money through corrupt officials who grant illegal permission to companies to access offshore financial channels.

Developed countries and successful companies use this platform to advance their business motives to engage political leaders. Owners of big businesses globally, become friends of African leaders who are elected to lead in their countries. Those who are elected to lead are influenced by business owners to compromise their political consciousness and moral values immediately when they take leadership responsibilities. Elliot, Zhu and Wang (2018: 651) contend that Africa is part of the globalization and the idea of the open market is prominent. African market is mainly affected by decisions made by African leaders. Chinese businesses are dominating the African market and the local businesses are being suffocated. It is therefore, unethical for African leaders to prioritize foreign businesses over the local businesses. African leaders in most countries consider the views of the global drivers of the economy who always threaten to shake the economy should their demands not be entertained.

d'Agostino, Dunne and Pieroni (2016: 71) argue that corruption is the major concern for African development. The general growth in Africa is affected by the corruption in Africa and African leaders are contributing immensely to the corruption. According to Vickers (2012: 536), African leaders prioritize African development, but their version of African development is also paired with corrupt elements. The negative effect of corruption affects African development and African leaders are not broadly contributing to the fight against corruption. Black people in Africa have access to government resources, and they see themselves as the rightful owners of the public resources, which includes public funds. Corruption in Africa is systematic and many African leaders are implicated in corrupt activities. The people that are fighting against corruption in Africa are victimized. (Glencorse and Yealue, 2017) reported on corruption activities and those who reported the corruption and later victimized in different African countries. The report includes

Faustin Ndikumana who was victimized for exposing corruption, bribes, and money laundering in Burundi. Nuhu Ribadu who participated in high profile cases in Nigeria which includes the inspector general of the Nigerian police. It is therefore important to fight the system first before holding African leaders accountable for their corrupt activities and behavior. On the other hand, Efobi, Asongu and Beecroft (2015: 03) state that the lack of accountability by African leaders makes it difficult to get rid of corruption. Failure to account for unethical behavior by African leaders contributes much to corruption. Corrupt African leaders abuse state power and state resources and because of the nature of African governments structures, it becomes difficult for citizens to hold their leaders accountable. Corruption in Africa is viewed from the perspective that government officials and politicians are normally off the hook when it comes to accountability.

Corrupt African leaders are often brought to book and account for their unethical behavior. The former finance minister of Kenya Henry Rotich and other 27 top treasury officials were arrested for cases of corruption related to a multimillion-dollar project. Corrupt politicians are charged for cases of corruption but the successful prosecution rate is very low (Aljazeera, 2019). However, many corruption cases are not prosecuted successfully because of political affiliation of those that are charged for corruption. Many people that are charged in Africa are from the ruling political parties. There is a need to find other methods of fighting against corruption in Africa, as a failure to do so will increase poverty in Africa.

Scholars have noted that over the last three decades, corruption in Africa has been growing while development is declining. Torsello and Venard (2016: 35) state that financial discipline in African leaders is lacking because many African leaders prioritize their personal wealth instead of the development of their countries. African leaders contributed to the fight against colonialism, but did not anticipate the fight against corruption. Igboin (2016a: 144), those who fought against oppression and colonialism in Africa are mostly found to be corrupt and unethical. Social issues in African countries contribute mostly to committing corrupt activities, as the social lives of those who are rich encourage those who do not have money to find fast cash and live flamboyant lifestyles. African leaders must initiate the lifestyle audit policy for all politicians in Africa and all

government officials. Economic development in Africa will only be possible once African leaders avoid unethical activities, stop committing corruption themselves, and lead by example. Imam, Jamasb and Llorca (2018: 04) argued that African political leaders often use various institutions in as fonts to perpetrate corrupt activities.

Kößler (2015: 112) indicated that African leaders believe that corruption committed by political leaders does not affect economic development. Poor governance, corruption, and unethical leadership cannot be separated from economic development as economic development depends on the clean governance of public sector institutions. Hence, African economic development will only be successful if government institutions are corruption-free. Financial institutions willing to offer financial assistance for the development of African countries depend on the decision by the leaders. Decisions made by African leaders to accept financial aid from different European countries depend on what leaders will benefit from of those countries.

Aborisade and Aliyyu (2018: 230) states that African leaders mostly approve projects and financial assistance that would benefit them in any form, whether direct financial gain or in the form of shares. Financial aids normally have financial implications for the citizens when interest has to be paid. . Interest rate becomes a burden to the citizens because the government increases tax and interests rates in order to be able to repay the loan. Price-fixing in Africa is normally when African countries request financial assistance from financial institutions such as the World Bank (WB) and the International Monetary Fund (IMF). Political leaders do price fixing so that they will receive a share of money illegally. This is viewed as a form of commission, which is illegal (Nnajiofor and Onyebuchi, 2019: 126).

Shepler (2017: 458) posits that corruption in Africa is not just a threat to the economy, but also a big threat to the lives of the people. The Ebola crisis in Africa attracted the attention of many countries in the world. The financial assistance from the United Nations (UN) to help African countries that were affected by Ebola was inappropriately managed. Political leaders involved in the fight against Ebola abused the finances that were donated by institutions such as the United Nations Children's Fund (UNICEF). The abuse of financial resources resulted in many people who were affected by Ebola not receiving medication

and many people lost their lives. The medication was available, but because of a lack of financial resources by the victims, they could not access the right medication. The finances that were donated ended up in the wrong hands. Corruption in Africa is destroying family values and the lives of many communities on the continent. The lack of moral values and poor leadership styles and a lack of ethics from African leaders affect the life expectancy of the citizens and the economic development of African countries.

3.5 The impact of terrorist attacks on African leadership ethics

Terrorism is the modern system used by former colonizers of Africa. European countries divide Africans by funding specific unhappy groups to fight against those who are in power. Thakur (2016: 373) states that the balance of power in African countries relies mainly on Western countries' contribution. Ethical decisions are highly compromised by the world order and globalization. African leaders are mandated by European countries to make some decisions and once African leaders refuse to apply those decisions, the Western country resorts to engaging opposing forces. Some African leaders who are not ethically strong succumb to Western pressure and compromise the people of their respective countries. According to McNair (2017: 08), political decisions in African countries are not informed by what people want, but by what big global economic players want. Western countries are prepared to do anything to gain access to African resources, even if it means they must recruit African people to kill their own nation. European terror tactics applied by European countries that seek to benefit European countries affect African politics.

Africa is excluded economically, socially and politically in the international economic system. Africa is rich in terms of mineral resources, but Western countries dominate and determine the rules of trade. Africa has raw mineral resources, which are not usable without proper processing, and African countries rely on Western countries to transform those mineral resources to products. Mineral resources such as gold can only be refined by Western countries to be usable products, like jewellery. African culture and ethics are not properly respected by Western countries, which normally causes Africans to see Western culture as the best option (Duffield, 2017: 156). European countries are the

architecture of the colonial system, which suppressed and disrespected African norms and dignity.

3.5.1. Terrorism

According to Abrahms and Potter (2015: 312), African leaders are controlled by Western countries. Africa has militant groups, which are designed to advance terrorism, targeting innocent civilians in the fight against the government. The principals of conflicts in Africa aimed at destroying the dignity of Africans by funding troops to fight against African governments. Leadership ethics and public service delivery are suffocated by the immoral behavior of European countries for the purposes of advancing business. Połońska-Kimunguyi and Gillespie (2017: 246) argued that terrorist groups use different tactics advised by their principals to exert pressure on African governments. A practical example is the case of Nigeria where the government was undermined and community values and ethics were deliberately compromised. Third forces initiated a group called Boko Haram for the purposes of de-stabilizing the Nigerian government and finding access to the economy of the country. Al Qaeda in Mali is another case where third forces gained access by dividing the country and destroying ethics code by finding access to leaders who are influential and unhappy about some decisions made.

On the other hand, Watts, Johnston, Lane, Mann, McNerney and Brooks (2018: 11) argued that in most cases Western countries infiltrate African countries by requesting an ethical and moral partnership. If African countries refuse to collaborate with those countries, then Western countries find another way to gain access, forcefully, to African countries. Initiated businesses deals are in the first place not ethical and do not seek to address the needs of African countries or African people. Business deals by Western countries with African countries seek to equip and advance the sole interests of the Western countries. Terrorism attacks become the most used tactics to force African governments to succumb to what European countries want. On the other hand, Asongu and Nwachukwu (2017: 253) argued that corruption in Africa is caused by the growth trends of terrorism attacks. Terrorism in Africa is growing with noticeable interference of third forces in the fights amongst Africans.

Karlsrud (2017: 1216) states that peacekeeping institutions in Africa dismally failed to negotiate and win the battle between terrorists and African countries. Terrorists are well equipped with financial resources and have all the necessary resources to advance their mission to fight against the will of the people. People who are funded by European countries who want to forcefully have their businesses operating in African countries oppose African leaders, but they first have to destabilize the economy. The Al-Qaeda in the Islamic Mahgreb (AQIM) is dominant in the West of Africa to forcefully fight against African governments (Laub and Masters, 2015: 06). This group of terrorists was deployed in many African countries for the purposes of replacing the African-led International Support Mission in Mali (AFISMA). Both groupings were in conflict and both groups had a specific view and different mandates. AQIM was fighting against the government and destroyed many people for the purposes of exerting pressure on the government, while the AFISMA was protecting the government and the people.

Unethical leadership of African leaders gives some people no choice but to join forces that fight against leaders and the government. Gelot and Welz (2018: 2335) argue that conflict management in Africa is poorly attended. The African Union is failing to come up with an amicable solution to fight against terrorism in Africa because the African Union has a responsibility to protect the African continent against other states or continents. African countries claim to be united but when it comes to issues of states war and terrorism, there is no support. This is caused mainly by territorial limitations, whereby each country fights for its territory and the protection of its population or citizens. Countries that are not affected by war in Africa have limited power to protect and fight for the countries that are affected by war.

Countries that have internal contradictions do not enjoy the support from African countries that claim to fight against issues that affect Africans. The African Union also fails to protect African countries against the victimization of European countries who are aggressive against African countries. The African Union has a responsibility to resolve conflict in African countries, but interference between African countries and European countries is limited (Porto, 2016: 163). Liberalism is a philosophy that focuses on individual liberty and promotes individualism. In African leaders, the liberalism ideology is still dominant, as

most African leaders are protecting and enhancing individual freedom which has been viewed as the central problem of politics. There is a conflict in the relationship of countries in the AU and the agreement of countries is not ethical and is dishonest. African countries do not save other African leaders who are facing leadership challenges, but only intervene when people started losing lives. A case study here was the conflict that took place in Lesotho during the national elections. The assassination of President Gaddafi is an example of how African leaders fail to protect one another. African leaders did not allow former president Gadhafi to take asylum in their countries when he when the uprising in Libya started.

Vilmer (2016: 1320) states that African countries are struggling and African leaders are failing to use their independence. African leaders subject African countries to be prosecuted by the International Criminal Court (ICC) for various crimes. The crimes that are listed by the ICC are unfair to African leaders because leaders fight in protecting the interests of the citizens and their countries. This gives power to terrorists to have an upper hand and control countries by prosecuting African leaders. The ICC is initiated at Italy and is commonly known as the Rome Statute. It was developed for the purposes of oppressing African leaders because Italy is one of the countries that colonized Africa. This court has never prosecuted any European leader despite many cases laid against European leaders. The court is not interested in investigating those cases. African leaders are the main target, especially in countries that resist and reject political and economic intervention by European countries. This is caused by the mineral resources that Africa has and do not exist in some European countries such as gold, coal and Diamond. African leaders are targeted by European countries to ask for financial assistance in order to sustain the economy of their countries.

The ICC has universal jurisdiction and is mandated to prosecute people who are accused of serious international crimes. The ICC has successfully prosecuted African leaders, whilst those who are committing similar crimes outside of Africa are not always held accountable. Prosecution rate of terrorists and those who fund terrorists to fight against African leaders and African development is very low. Crawford (2017: 149) indicated that the African borders and laws in African borders make it easy for European countries to

divide Africans and prosecute those who are protecting their countries against western countries. National boundaries and the relationship of African countries are not strong and the economy and African development in particular is not enjoying hegemony. The ICC is interpreting human rights in the manner that suits their economic interests, whilst those who are vulnerable and need the protection of African leaders are not considered. Terrorists that threaten the lives of people are not prosecuted because they work with the European countries and other powerful economic countries (Asongu and Biekpe, 2018: 86). The ICC was designed to protect all the people, but it is now favoring the rich, protects terrorists, and blames governments for those who lose their lives in the fight between the state military and the terrorists. The ethical treatment of those who are accused of different crimes is in question.

Dalton, van Vuuren and Westcott (2017: 112) state that globalization and technology contributed to how terrorism gained ground in Africa. African people are vulnerable and exposed to cyber-attacks. Moreover, the level of kidnappings in Africa is high. The use of cellphones and other gadgets expose people to terrorists because of global technology. Terrorists in Africa use technology to gain attention from African leaders to ask for lump sums of money. When African leaders pay a lump sum of money to terrorists, the economy is affected and leaders will require financial assistance from other countries. European countries fund terrorists so that they can disrupt the African economy and African leaders can beg for financial assistance from European countries.

This was discovered by the Inter-Governmental Action Group against Money Laundering in West Africa (GIABA), which also discovered that money laundering in Africa is at a high level and most of the money that was found was funding organizations fighting with democratically elected governments in Africa. Sponsorship of terrorists organizations in Western Africa did not only disrupt the operations of African governments, but also weakened the economy of Western African countries (FINANCIAL ACTION TASK FORCE, 2013: 03). African leaders are mostly divided on the issue of terrorism and because of the lack of leadership ethics; some leaders are not firm enough about fighting terrorism. Lack of leadership ethics is informed by ambitions of self-benefit by most leaders in Africa. African leaders pay more attention to what affects them the most and if

terrorism does not affect them, it does not become a matter of urgency. Other leaders might have a differing view. Terrorism attacks divide African leaders. The case of Boko Haram in Nigeria is an example of leaders talking in one voice to fight the perpetrators. The attempt to fight against Boko Haram by Cameroon in support of the Nigerian government was not effective because the African Union did not contribute (International Crisis Group, 2017: 126). Puar (2018: 05) argued that the weapons used by terrorists in Africa are expensive and terrorists could not have enough funds to buy those weapons without the financial support of the perpetrators. African terrorism is far from over because the African countries that have mineral resources that are in demand attract European countries to force entrance, even if it means civilians will suffer. Economic development in Africa will not automatically transform everyone's life in Africa but gradually, significant change will be realized. The attempted African development is suffocated by unethical activities and terrorism, which are also influenced by unhappy leaders in Africa.

Byrne (2018: 82) states that unethical leadership in Africa and the love of money more than anything by African leaders have been identified as the common weakness amongst African countries. African countries are targeted by European countries because of disunity amongst African leaders, which exposes civilians to terrorist elements and destabilizes the economy. Lack of ethics is not only a leadership issue, but is also a societal issue because leaders are the product of society. Terrorists are the product of the community and the actions associated with the terrorism show that community members have lost moral values.

Choi and James (2016: 901) argued that African people have lost the ideology of communism and adopted the liberal ideas of individualism. Liberalism in African has destroyed the African economy and African development becomes more difficult. Terrorism in Africa is the result of the liberal ideologies of African people. The liberalism approach is associated with unethical activities. Political instability in Africa is not informed by a conflict of ideology but by Western countries' idea of controlling the African economy. Violence is the strategy normally used by Western countries to fast track the process of signing deals and agreements between African countries and Western countries. Another practical unethical case of gaining access to state resources is the case of the Democratic

Republic of Congo (DRC). The government of DRC was under attack and some unethical decisions were made to save the people against mass killings.

Rebel groups demanded a lump sum of money from the government for the purposes of gaining access to government resources, and destabilize the state economy. The unstable economy of the country forces government leaders to seek financial assistance from other countries. Governments who seek financial assistance from other countries lose dignity and cannot demand but can only negotiate (Titeca and Fahey, 2016: 1190). Another argument made by Birkelund, Chan, Ugreninov, Midtbøen and Rogstad (2019: 242) is that terrorist attacks do not only cost the economy of the country and people's lives, but also affect the labor market. The job security of a country is badly affected if there is a terrorist attack. At the same time, the government cannot attract people from other countries.

African countries; like the Middle East, is rich in mineral resources, particularly oil. Hence, Western countries want to gain control of that commodity. The refusal of the Middle East to allow Western countries to gain access to the oil affected the relationship between the Middle East and other countries. Western countries such as the US funded internal forces to exert pressure on the government. The camouflage approach was fighting with a government using religious contradictions. Religious groups in the Middle East defied government authority and state security, which affected the economy and ethics of the country (Asongu, Tchamyou, Asongu and Tchamyou, 2018: 297). According to Leider, DeBruin, Reynolds, Koch and Seaberg (2017: 08), terrorist attacks take different forms but the main objective for whichever group in any state is to de-focus the government and put pressure on the state economy. The poor economic conditions of any country affect public service delivery and people will therefore fight against the government. The funders of terrorist groups try all possible means to put their beneficiaries in power so that they will gain access to the state economy. Usually, those who are fighting against the government and are funded by Western countries are seen as ethical people who are fighting for the rights of people on the ground.

3.6 Consequences of unethical leadership in Africa

African leaders and justice systems on the African continent are not decisive in imposing effective sanctions on African leaders who are found to be unethical and corrupt. African society is a passive society, which does not hold leaders accountable. African electorates are only concerned about leaders if they are still in power and even if there are unethical suspicions against those leaders, the electorates fight in defense of such leaders. Once leaders cease to occupy leadership positions, the electorate shifts their focus to the incumbent leaders (Yeboah-Assiamah, Asamoah, Bawole and Buabeng, 2016: 320). Most people in Africa have lost hope in the fight against corruption. Nicolaides and Duho (2019: 1714) argue that the lack of leadership ethics in Africa has become a norm. In addition to this, those who occupy leadership positions loot state resources. Leaders who assume leadership responsibilities are not willing to prosecute their predecessors because they also want to loot.

Wolf and Thiel (2018: 146) are of the view that the lack of effective consequences of unethical conduct in African governments badly affects the economic development of the entire continent. Developed countries find it difficult to invest in some African countries because of unethical activities and poor management of unethical activities. Ethical leaders in Africa are few and disciplining those who are unethical is a life-threatening activity for those who are ethical. According to Fukuyama (2018: 92), the political wars in Africa forced ethical leaders to be passive when they see unethical activities performed by their colleagues. Political violence in Africa destroyed many families. Hence, families of ethical leaders discourage their family members from participating in combating corruption and in eradicating unethical behavior in government.

Matfess (2015: 183) argues that political violence and the lack of effective consequences against those who are found to be unethical have an impact on the economy. The lack of effective punishment of those who are found to be corrupt in African governments affects the society and the government in two ways: firstly, those who are found to be unethical will continue and excel in their unethical activities, and secondly, ethical people will join the unethical group because of the remunerations involved in unethical activities.

According to Mitonga-Monga and Cilliers (2016b: 37), African governments are not only showing a lack of leadership ethics by victimizing those who are ethical, but the

community loses trust through scandals involving senior government officials. Ineffective attempts to combat corruption and poor leadership ethics in African governments negatively influence public service delivery. Political leaders in African government institutions try to protect those who are found to be corrupt. The political affiliation of government leaders informs the decisions of leaders on how to deal with poor leadership ethics. The political party that has the majority always protects the decisions made by one of their own, regardless of whether the decisions made are ethical or unethical (Voegtlin, 2016: 582). African leaders and African governments do not have a clear and effective guideline on how to combat corruption in Africa. According to Chingono (2017: 118), the motives of violence in Africa and deliberate failure to fight against leadership ethics is not well known. Putting an end to unethical leadership and corruption in Africa is not possible; hence leaders are not honestly playing a positive and significant role in the fight against unethical leadership elements.

Engelbrecht, Wolmarans and Mahembe (2017: 02) state that the organization without a strong ethical climate is less productive. Government organizations must maintain a strong ethical climate to ensure that all employees are working towards achieving organizational goals. Ethical climates, however, do not automatically ensure moral conduct and ethical behavior but set a foundation for how government employees must behave. It is therefore essential to practice and convey good leadership ethics and codes of ethics in public services. There is the need for the practice of good codes of ethics and ethical conduct across the entire organization. The unsuccessful implementation of leadership ethics and codes of conduct lead to unethical behavior and sometimes compromises the legality of activities. Poor implementation of leadership ethics also leads to the poor performance of employees and poor service delivery.

According to Obicci (2015: 08), leadership is an important factor that influences the performance of government employees. If there is good and ethical leadership, employees will perform well, compared to employees who work under bad leadership. Performance of employees increases under ethical leaders who are also proactive and apply good moral behavior. Government leaders who are always on media for different scandals affect employee morals and affect performance. Scandals and unethical

conduct of leaders does not only affect the performance of employees, but also affects public service delivery. Thus, the public loses trust in implicated leaders and government. Moreover, African leaders are in most cases implicated.

In Africa, the business sectors are trying to create a relationship with government institutions. However, political leaders overtake the ideas of business people and try to manipulate business processes between government and private business individuals. Mitonga-Monga and Cilliers (2016a: 37) states that the economists, political leaders and social reforms groups contribute to good governance. This suggests that governments only cannot achieve good governance in African public sector institutions. Political stability is important just as economic stability is important and ethical leadership contributes to good governance. Wang, Xu and Liu (2018: 692) argued that corporate fraud and various government scandals affect government operations and public trust. Personal actions of individuals who are employed by government institutions in Africa contribute to how the communities view government institutions. Government institutions are supposed to guide community members by ensuring that public sector employees are ethical. Moreover, they ensure that good governance is prioritized at all times. Ethical leadership in organizations creates a positive image of government institutions to the people and increases the morale of government employees.

Katuramu, Byarugaba and Wilson (2016: 30) argue that various factors determine employee retention; the contribution the employee makes, ethical conduct displayed by leaders and collegiality. Many government institutions in Africa are losing credible employees and credible leaders because of those who are in power. Individuals in Africa who are given a leadership responsibility and hold senior positions abuse their power. African leaders in the main do not view leadership responsibility as a tool to guide and teach those who are in junior positions. African leaders abuse their power, and they want their presence to be felt, especially by those whom they are leading. Decisions made by African leaders are in most cases suppressive. Hence, some employees resist the pressure and exit public sector institutions. Poor leadership ethics and a lack of moral behavior are very high in many public sector institutions in Africa.

Ahmad (2017: 164) states that the issues of ethical leadership are not the main topic discussed by African leaders if they meet and discuss continental development. Ethical codes of conduct are more enforced and emphasized to employees, rather than emphasizing on leaders to lead by example and show high levels of ethical behavior. It is not fair to claim that all leaders in Africa are unethical. Nor are all leaders ethical. In Africa, leadership style and attributes to be followed by leaders are strictly optional, which makes it difficult to hold leaders accountable because the way leaders choose to lead is determined by their preferred choice. Corruption and unethical activities in Africa are not mostly accounted for because those who have the power to strengthen control measures are also implicated. Poor leadership ethics in Africa have crippled economic growth and the delivery of public services such as education, healthcare, water and many more other essential services (George, 2017: 05).

African leaders view the African transformation one-sidedly and deliberately decide to ignore the important part of transformation in Africa. Chitiga (2018: 60) indicated that African transformation would not be complete unless there are clearly defined ethical behaviours expected of the leadership in African countries. Consequences of poor leadership ethics and misconduct must be outlined clearly and be applicable to government employees and political leaders. The betterment of public service delivery in Africa needs a collective effort that includes government employees and political leaders. Consequences of unethical leadership must be outlined and all leaders and employees must work towards the same objectives. Oyelana and Kang'ethe (2016: 99) state that the term 'ethics' means the code of conduct that governs the responsibilities and duties of all public sector employees at all levels, from top to lower levels.

Adhering to this requirement is vital to ensure smooth running of government activities in all government organizations. Ethics are at the centre of how government employees must operate and this includes African political leaders. African leaders and government employees must meet and discuss the manner in which the code of conduct and ethics must be embraced. There must be adequate sanction against those who breach the agreed code of conduct, they must be held accountable. Government employees and

political leaders must feel the consequences of poor ethical conduct in all spheres of government institutions.

There is a direct relationship between poor ethical conduct and corruption in African states. Hope Sr (2016: 131) states that combating corruption is not possible without first attacking poor ethics in government institutions and African political leaders. African development is impossible without combating corruption and poor leadership ethics. Poor leadership ethics in government institutions and political leaders can be eradicated once the social imbalances are addressed. Developing countries have unequal societies that create divisions amongst people who act ethically and those who prefer short cuts to wealth. Corruption and poor leadership ethics in Africa is not only a problem of government institutions, but also a problem the private institutions. Private institutions in Africa must join hands with government employees and political leaders to fight against misconduct and unethical activities on the continent.

3.7 African perspectives on the role of an ethical leader

Ethical leadership has been viewed as an important aspect in government institutions, and the African continent is not an exception. According to Waldman, Wang, Hannah and Balthazard (2017: 1285), leadership ethics contribute appropriately to conduct. African leaders need to apply effective leadership ethics in order for them to be able to provide effective public services. African leaders tend to understand the role of ethical leadership. However, the implementation of leadership ethics is deliberately overlooked or neglected. Coetzer, Bussin and Geldenhuys (2017: 02) state that the role of ethical leaders is to provide direction and to ensure that followers are properly guided. African leaders fail to provide an effective example in playing an exemplary role concerning ethics.

Government leaders have many responsibilities, amongst which is to provide ethics. According to Chughtai, Byrne and Flood (2015: 654), ethical leaders must play a transformational role informed by ethics. African leaders must avoid using the transformation argument to advance their own narrow selfish interests. African leaders seldom convince African people that they want to change Africa to fully represent Africans and combat the colonial systems and ideas. African leaders still use the concept, White Monopoly Capital (WMC) that refers to white people as the cause of poverty in Africa, to

brainwash people and suppress their role to provide ethical leadership in the management of African governments' resources. Xu, Loi and Ngo (2016: 493) argued that African leaders mush not just talk about ethics, but have to show ethical leadership behavior to African people. African people need leaders who will show the way by ensuring that ethical leadership behavior is at the top of the African agenda. Showing ethical behavior will not only motivate employees, but has the potential to save the African economy. African economic development relies mostly on decisions made by African leaders. The more ethical decisions made, the more countries will be interested in investing in Africa.

Another significant role of the ethical leader is to enhance the self-esteem of employees in African governments. Babalola, Stouten and Euwema (2016: 311) suggested that ethical leaders must moderate the relationship between changes and turnover. The expectations of the people and the resources of governments must be handled carefully. African resources must be managed properly and ethical leadership is expected in the handling of governments' resources. Government employees must be proud of their leaders and be able to relate with decisions made by leaders. According to Bonner, Greenbaum and Mayer (2016: 731), ethics in government are influenced by leaders. This suggests that leader should provide necessary guide for government employees Unethical leaders will therefore produce unethical government employees.

African governments are still struggling to provide public services and a failure to provide ethics by government leaders is the main cause of such failures. Bouckenooghe, Zafar and Raja (2015: 252) state that there is a link between the performance of employees and the ethical role played by leaders. Ethics shown by leaders influence and affect the performance of employees in government institutions. Ethical performance relies mostly on what leaders say and do to enhance ethics in government employees. Government employees might have required leadership ethics. However, if government leaders do not have the required leadership ethics, government employees will not produce their best performance.

In Africa, leadership is often seen as the driver of ethical and unethical conduct in government organizations. Moore, Mayer, Chiang, Crossley, Karlesky and Birtch (2019: 01) state that leadership is a demonstration of appropriate or inappropriate conduct through personal actions and behavior. Ethics displayed by government employees depends on the type of leaders that are in senior positions in government institutions. Leaders have a responsibility to show direction by leading by example at all times. Government employees often do not listen to what leaders say, but they prefer to follow example of their leaders. Positive or negative public service delivery outcomes depend mostly on how leaders lead. Leaders have a significant role to play to provide clear and unambiguous direction.

Many African states such as Kenya adhere to the views of the United Nations charter. Jwan and Kisaka (2017: 01) state that the policies of the Kenyan government are very strict on how government leaders must conduct themselves, with the consequences of poor conduct strongly emphasized. The consciousness of leadership ethics should guide the conduct of Kenyan leaders, and everyone in the society, including their close friends and family members are supposed to isolate those who are not following prescribed leadership ethics. The role of leaders cannot be isolated from the ethics that are expected from leaders. Kenyan leaders need to hold strong ethics and moral values to improve public service delivery in the entire country. How leaders themselves behave in their personal lives and in government influence the social well-being of people in Kenya.

Africa and African leaders are not uniform, as people do their own things in their different corners. African leaders are not united and do not assist each other to develop the economy, but it seems as it all African leaders fight for the people of their countries only, but using the African unity card. Hicks and Waddock (2016: 448) argued that the spirit of Ubuntu in African people is no longer in existence. African leaders are in competition with one another and they all have pride in their countries instead of being proud of being Africans. African leaders are pulling in different directions, which make it difficult to defeat poverty and inequality in Africa. Ethics in politics is still lagging behind because those who are elected into power use all sort of tricks to win power. African leaders, who find themselves in positions of power by corruption default will therefore, continue with

unethical activities, even if they are given a responsibility. African leaders who are elected through manipulative actions, patronage, paying of delegates and blackmailing of delegates and voters will not stop those tricks when they are in power. African people have a responsibility to start by clearly defining who is a leader and who must lead so that those who are in leadership will be able to address the needs of the people and provide effective leadership to government employees.

According to Khan, Yasir, Yusof, Bhatti and Umar (2016: 46), government institutions are striving for higher performance and higher performance is expected from employees. Government employees are expected to be effective in their duties. However, poor leadership will not produce effective results because employees must follow the instructions of leaders. Working conditions contribute to how employees perform their duties, as happy employees produce good results. Government employees are the backbone of government institutions, but without the guidance of ethical leaders, it becomes impossible for them to perform. Ethical behavior of African leaders has an impact on how government employees perform their duties. Political leaders serve a term in office and the changes in leadership always affect the plans of previous leaders.

A lack of consistency and continuity in leadership reverses the gains made by political leaders and government employees. Those who are in leadership positions are mostly eager to come with new ideas, but change is not always necessary. The problem that comes with leadership change is that ethics are not the factor in many decisions made by political leaders in Africa. Leaders initiate changes in government institutions not because there is a strong need to have change and without any ethical influence, but because leaders want to be known and their presence noticed. On the other hand, Nyoni (2017: 285) argued that corrupt activities are not something new, but it is a generational issue. African leaders are in control of public funds and the influence they have on how funds are used must be revised. Economic growth in Africa is not going to be possible under current African leaders who focused mainly on enriching themselves and their close friends. Those who see government as a quick ticket to get rich often victimize and even assassinate African leaders who are more ethical. African economic development is shadowed by corrupt activities and unethical behavior, which makes it difficult to share

national wealth with all citizens. African leaders are not able to sustain economic development because the failure to sustain ethical behavior leads to corrupt activities.

3.8 The impact of ethics on good governance

Effective leadership ethics contribute to good governance, African leaders can only achieve good governance if they apply good leadership ethics (Lituchy, Galperin and Punnett, 2017: 21). Demmke (2019: 02) argues that dismissing those who are found to be unethical in government institutions seeks to strengthen good governance. African governments are flooded with unethical activities by government leaders, which affect the governance of government institutions. Good governance is not possible if issues of ethics are not properly addressed. African leaders fail dismally to take proper actions against poor leadership ethics primarily because some leaders are conflicted. According to Floridi (2018: 01), effective leadership ethics leads to good governance and good governance leads to the development of the state. The development of Africa relies mainly on good governance, influenced by leadership ethics. Good governance comprises of effective financial management and managing all other monetary valued assets of government institutions. Government leaders who do not embrace leadership ethics would not, emphasize effective governance.

The demand for leadership ethics requires the cooperation of government leaders and private stakeholder participation. García-Sánchez, Rodríguez-Domínguez and Frías-Aceituno (2015: 682) states that good governance is only possible if leadership ethics are applied in both government institutions and private institutions. The relationship between government leaders and private sector institutions needs close attention in order to ensure a relationship of good faith. Private sector and public sector institutions have different interests and both stakeholders have a responsibility to protect their own interests. Government institutions have to protect the people and provide effective public services, while the private sector is interested in securing profits. On the other hand, Weaver and Clark (2015: 135) state that good governance can be achieved if all African countries can work together to fight corruption. Anti-corruption measures must be applicable in both government and private institutions. Scrutinization of leadership ethics

and corruption is mainly taking place in government institutions while corruption involves many stakeholders.

The effort made by the colonial forces to oppress Africa affected the mindset of Africans, which becomes a hindrance in ensuring effective leadership ethics. Ideas infiltrated by colonial perpetrators influence the mindsets of African leaders. The idea of leading by taking decisions that favour the rich is still dominant in some Africa leaders. This is also witnessed by public service delivery in communities. Those who are living in urban areas receive better public services compared to those in rural areas. Good governance in African governments will only happen if African leaders can do away with the systems left by the colonial system and create new systems that will favor Africans. Many factors make it difficult to realize good governance in Africa. The electoral systems applied in African countries make it difficult to change the ethical conditions (Pagallo, 2015: 03).

According to Soltani and Maupetit (2015: 260), ethical values contribute to the effectiveness of governance. Ethical values go beyond financial matters, to include the behavior of leaders against government employees. Government employees must not feel intimidated or patronized by political leaders. However, in Africa, political leaders are a threat to government officials. Government officials fear for their jobs if there is a change of leadership in most countries in Africa. Government employees and political leaders in normal circumstances have to work together in order to protect the interests of the people and set a good example. Leadership ethics contribute to how leaders behave and on the type of decisions, leaders make. Leadership ethics gives effect to leadership standards and the prescribed standards support government institutions to perform effectively.

There is a strong need for African leaders to develop an ethical framework that will guide African leaders and African governments. The ethical framework must provide business ethics and leadership ethics that will contribute to public service delivery. Corporate governance assists government institutions to deliver services to the people and strengthen accountability. Adhariani, Sciulli and Clift (2017: 50) state that there are different types of ethics. Hence, the need to outline ethical conduct that are important for public sector leaders with emphasis on transparency. The relevance of ethics in the governance of public sector institutions must be emphasized and all government leaders

and employees must understand ethics. Those who are involved in unethical activities in public sector institutions should not tolerate ignorance and negligence about leadership ethics (Mlambo, Mubecua, Mpanza and Mlambo, 2019: 42). African leaders are sometimes afraid of taking decisions that will make them unpopular. However, there is the need for effective decisions in order to strengthen governance.

Leadership ethics applicable to private sector institutions are similar to the ones that are expected in public sector institutions the only difference is that the private sector institutions have business motives while public sector institutions aimed at providing good public services. Rodriguez-Fernandez (2016: 138) suggests that good governance in governments' institutions in Africa require government leaders to employ leadership ethics used and followed by private institutions globally. Social issues affect the manner in which African leaders conduct themselves when they are given a responsibility to lead people and institutions.

African leaders still have a long way to go in order to achieve economic and social development in Africa. African businesses are following particular business ethics to ensure that business leaders and employees comply with the objectives and goals of such businesses. Government leaders in Africa have to ensure that leaders apply business ethics and strict measures applicable to those who are not complying. De Graaf and Paanakker (2015: 638) states that government leaders must agree on the governance framework that will be used uniformly by African leaders and subsequently by African governments.

Leaders and all governing structures must prioritize ethical values in order to ensure good governance. Good governance by African leaders is necessary because that will give effect to accountability and transparency. African leaders mostly listen to what people want but because of various government structures, it becomes difficult for African leaders to implement all the issues raised by the community but deploy duties. It is, therefore, important to share the vision of good governance with all government employees so that political leaders will pull in the same direction with government officials. The conflict between government employees and political leaders affect public service delivery and the working relationship.

Poor leadership ethics leads to ineffective governance and this also affects public service delivery. Rush, Ling, Carpenter, Carter, Searles and Byrne (2018: 04) states that ethics always exist in all institutions but it depends entirely on an individual to apply ethics or not but good governance is informed by good ethics. Ethics require constant reviewal to ensure that all leaders and employees still understand their ethical responsibility. Expected leadership ethics in government institutions must be clearly outlined and various institutions, lawmakers, and stakeholders must be afforded an opportunity to air their views about expected leadership ethics in government institutions. Governance processes are not a one-sided responsibility, but requires all parts of society to contribute and find amicable solutions to challenges and problems.

3.9 Conclusion

African governments have many challenges. The lack of leadership ethics has attracted more problems for government administrators and political office bearers. The level of nepotism and undue favoritism when tenders were awarded has remained the biggest challenge for African states. The abuse of government resources by government officials is a result of unethical leadership in African governments. This chapter has shown that regardless of countless involvements and support programs, African governments have certainly fallen into hardships. The state of affairs has become intensely entrenched in the system. The following chapter will focus on leadership ethics in South Africa.

CHAPTER FOUR

LEADERSHIP AND SERVICE DELIVERY IN SOUTH AFRICA

4.1 Introduction

The previous chapter focused on ethical leadership challenges and the consequences of poor leadership for African leaders and African governments. The former South African President, after numerous complaints of corruption, established a commission of enquiry into state capture for the purposes of investigating allegations of corruption in South Africa. Revelations from the State Capture inquiries as well as the outcomes of a series of Commissions have shown how public officials compromised ethical standards with impunity. There are a series of institutional anti-corruption mechanisms to strengthen ethical conduct in the public service. Institutional structures such as State Committee on Public Accounts (SCOPA), Municipal Standard Chart of Accounts (MSCOA) and Public Service Commission (PSC) have tried but have not been able to tame the scourge of unethical conduct in the public sector. Leaders in public institutions are continuously being found guilty of unethical activities (Obeidat, Tarhini and Aqqad, 2016: 200).

Ethics in leadership determine the type of leadership style leaders decide to use. Norms and values of individual leaders determine the type of leadership ethics a leader will portray towards other leaders and subordinates. The uniformity or consistency in decisions taken by leaders plays a big role in determining whether an individual leader is an ethical or unethical leader. This is further supported by Bonner, Greenbaum and Mayer (2016: 732) who emphasized that the performance outcome becomes excellent when leaders have good leadership ethics. Leaders who apply the same principles and expected ethics are always trusted leaders when decisions are made. Unethical leaders are mainly not satisfied by their salaries and look for additional money to sustain their lifestyles. This is normally found in supply chain management. Leaders who receive bribes and favors from customers and stakeholders are regarded as unethical leaders because citizens must receive proper services without having to pay the bribe (Garofalo, 2008: 16).

Leadership in South Africa has been characterized by many types of unethical conduct, particularly by senior government officials. This negatively affects public service delivery. According to Hope Sr and Chikulo (2000: 07), the South African government has an impact on advancing corruption because senior government officials and ministers receive kickbacks from service providers and some junior officials are even aware of the dealings of ministers. Corruption is also dominant in lower structures amongst public officials because of claims that salaries are not enough. Ethics in leadership have been the biggest challenge in South Africa at all government levels. According to Business-Anti-Corruption (2018: 1), public procurement is particularly prone to corruption and bribery thrives at the central government level.

South Africa has a vigorous anti-corruption charter, but laws are ineffectively enforced. BusinessTech (2015: 1) noted that mal-administration, mis-handling of public funds and abuse of resources by officials at local government levels in South Africa affect public service delivery. It seems there is a need, to rethink how a system of accountability and responsibility, is applicable at all government levels. A lack of leadership ethics in the public service at local government level has also affected the integrity of senior and junior public officials, which negatively affected public service delivery.

Executive management is the administrative leadership at the local government level and is expected to have leadership ethics. In the absence of leadership ethics, local government becomes dysfunctional and the delivery of public services becomes impossible. Mthethwa (2018: 1) states that Dr. Nkosazane-Dlamini Zuma municipality was placed under the administration because the local leadership failed to operate and the level of abuse of state resources. A lack of stability in leadership directly affects service delivery at the local government level. The study reviewed the factors that influence public service delivery and the degree to which ethical leadership plays a persuasive role.

This chapter discusses the various challenges of effective public service delivery, including ethical leadership challenges in the South African government, ‘leadership imperatives for effective service delivery’, the prevalence of unethical leadership in South Africa; and lastly, leadership challenges in local government.

4.2 Ethical Leadership Challenges in the South African Government

South Africa is amongst the African countries facing a series of ethical leadership challenges. The country is faced with scandals of unethical conducts and poor decision-making on a continuous basis. Strict measures to fight against unethical conduct and bad behavior is prescribed in many government platforms, but ethical leadership still remains a big challenge for the country. Unethical behavior does not only affect public service delivery but also makes people lose trust in government institutions. Ethical behavior is the main element, together with transformative, radical, authentic, caring, and performance-enhancing governance that improves public services. Cases of unethical leadership in South Africa are reported almost daily committed by politicians, *tenderpreneurs*, religious leaders, business executives, and organizations not paying tax. Government leaders and public servants need to give clear direction on the leadership ethics that have to be followed. Leadership capacity in government is measured by a number of factors, and is considered effective when competent individuals are entrusted with responsibilities of public offices. Such competent leaders would ensure effective service delivery. Government leadership is considered as effective if the emergence of leaders was devoid of unethical conduct such as manipulation of the people (Mathope, 2017: 1).

South Africa is dominated by senior leaders in government who are concerned mainly with the promotion of their interests at the expense of public service delivery. The Chief Justice of South Africa, Mogoeng Mogoeng, noted in his judgment over the Nkandla case that “if there was ever a time to embrace ethical leadership, that time is now” (Mogoeng Mogoeng 2016). (Theletsane (2016: 1) postulates that this statement by Chief Justice Mogoeng Mogoeng was informed by the discovery that former President Jacob Zuma violated his constitutional responsibility by ignoring the Public Protector's corrective action.

The question of leadership has attained center stage in many writings about government administration and development challenges. There is a clear association between under-development and poor leadership in South African governments. South African leaders

are fully responsible for the economic development of South Africa, which affects public service delivery. Poverty in South Africa is associated with choices that leaders make, which is mainly a short-term solution to problems facing South Africans. South Africa has several mineral resources such as gold, diamond and coal, but the manner in which the resources are managed is questionable (Poncian and Mgaya, 2015: 106).

In South Africa, government leaders often abuse public power, with mis-management and mis-appropriation of resources and that directly affects public service delivery. As a developing country, South Africa requires ethical leadership at all government levels in order to attract investors and encourage local business stakeholders. Unethical conduct amongst leaders does not benefit poor people, but it creates a situation whereby the poor get poorer and the rich get richer, as in the case of Msunduzi Municipality (

> I have seen a lot of unethical activities in the municipality, like self-enrichment by senior officials and politicians, using their positions for self-benefits. Everyone in the municipality has a price tag, even senior officials and politicians accept bribes. It is just a matter of how much a person is willing to offer (Personal interview 1, June, 2019).

The above direct quote from the respondent proves the claim made by Dorasamy (2010: 2087) that unethical behavior by government officials has a bad influence on the community and stakeholders, which results in poor public service delivery.

According to (Jagger, 2018: 22), the code of ethics refers to the set of rules or behavior that is applicable to a specific institution. A code of ethics is the professional and moral conduct that is expected at all times from those who are in leadership positions or employed in government institutions or in private institutions. However, in this study, codes of ethics are discussed from the perspective of public sector institutions. The code of ethics is the rules that need to be applied by those who are entrusted with the responsibility to work for government institutions or who are in leadership positions. The International Federation of Accountants Code of Ethics (2016: 01) argued that the rule-based approach and principle-based approach is necessary for public sector institutions. The rule-based approach provides direction that can be followed for the immeasurable differences in conditions that arise in practice, which can also afford leaders an opportunity to cope under challenging circumstances. This approach assists in ensuring

that leaders commit themselves when decisions are made in order to avoid an exercise of box ticking. Box ticking is a situation where leaders just make decisions aimed at complying with government requirements, without taking serious consideration and ethical consideration. The idea of the outcomes versus rules-based application of the code of ethics should critically expand the effect of an improved focus on ethical culture.

McLaughlin (2018: 1) states that organizational culture is a system that comprises shared beliefs, assumptions and values which govern the behavior of the people in the organization. Organizational culture provides guidance on how things must be done in the organization, which protects the integrity of the organization. Ethical behavior through the culture of organizations is a duty that has become dynamic to good governance. Nevertheless, few State-Owned Enterprises and corporates have grasped it. Although identifying that governance is integrally transactional, shifting the governance paradigm to ethical leadership is demonstrated by integrity, competence, responsibility, accountability, fairness, and transparency, and is driven by virtuosity rather than self-interest, which is vital to good governance (Ujuh, 2015: 1).

The South African government has legislative frameworks that regulate all government departments and all levels of government. According to the Department of Public Service and Administration (2017: 5), the South African government have legislative frameworks that guide public administration. The following legislative frameworks contribute immensely to the daily operations of the public service:

- **Public Service Act 103 of 1994**

The Public Service Act is mainly focused on the following;

- ✓ The functions of the Public Service
- ✓ The health and wellness of employees
- ✓ Information management
- ✓ Organizational structures and the establishment of departments and other organizational and governance arrangements
- ✓ Ethics, integrity, conduct and anti-corruption
- ✓ Transformation, reform and any other intervention

- ✓ Labour relations, conditions of service and other employment practices
- Public Financial Management Act 1 of 1999
- Municipal Financial Management Act 56 2003
- Municipal Structures Act 117 of 1998
- Municipal Systems Act 32 of 2000

The Public Service Act 103 of 1994 provides for the organization and articulates how public administration must take place in South Africa. The Act also regulates the terms of employment, a term of office, retirement ethics, and discipline of members of the public services. The Act allows provincial governments and local governments in South Africa to develop their specific policies and structure. However, their policies must not contradict national policies. The procurement section in all government departments is more vulnerable and exposed to unethical activities (Department of Public Service and Administration, 2017: 11). Government has enacted some Acts that aimed at protecting the government against fraud and corruption. Public Financial Management Act (PFMA) 1 of 1999 regulates how public funds must be used (Nelson, Rose, Wei, Peterson and Wennberg, 2015).

The Municipal Financial Management Act (2004: 2) is securing and sustaining the way in which finances in the local government must be managed. The Act establishes the norms that have to be followed at the local government levels and includes financial ethics. The Constitution of South Africa, Act 108 of 1996 serves as the supreme law of the country and provides legislative frameworks. The Constitution provides different sections and Acts that provide guidance and consequences of misconduct. The chapter 10 of the Constitution Act 108 of 1996 (1996: 99) emphasizes the most important principles in the public administration such as:

- “High quality of professional ethics must be encouraged and be preserved.
- Systematic, economic and productive use of government resources must be preserved.
- Public administration must be evolutionary-oriented.

- Services to the people must be offered objectively, fairly, equitably and without bias.
- People's needs and demands must be responded to swiftly without delays, and the public must be encouraged and motivated to participate in public policy-making.
- Public administration and public officials must be accountable.
- Transparency must be emphasized by providing the public with timely, accessible, relevant and accurate information at all times.
- Good management of human resources and career-development practices to ensure human development must always be encouraged.
- Public administration must be able to represent the South African people, with job opportunities and human resources management practices based on merit, ability, objectivity, fairness and the need to rectify the imbalances of the past". Fraud and corruption are mainly found in the procurement processes and the Preferential Procurement Policy Framework Act, 2000 (Act 5 of 2000) is designed to fight against irregularities in the procurement process. The main aim of the Public Service Act, 1994 (Proclamation 103 of 1994) is to provide sanctions to the mal-administration by public servants but public officials are still found guilty. Due to the increase of the number of public officials that are involved in corrupt activities, the government introduced Prevention and Combating of Corrupt Activities Act, 2004 (Act 12 of 2004) to fight against corruption (Munzhedzi, 2016b: 4).

The Public Service Commission (1999: 10) provides a clear analysis of what is the expected code of conduct from public servants. An employee must be faithful to the Republic and respects the Constitution and abides thereby in the execution of his or her daily tasks; puts the public concerns first in the implementation of his or her duties; faithfully performs the policies of the Government of the day in the performance of his or her official duties. The code of conduct dictates that employees must serve the public in a neutral and impartial way in order to build confidence in the Public Service.

On the other hand, Board (2018: 3) argues that the purpose of the Code of Conduct is to offer a concrete guide to decision-making and to obligate government employees to

definite specific behavior. It is the responsibility of all employees to accomplish their pledged responsibilities to the government as the employer, whilst simultaneously exercising their rights and applying skills in their work. Government employees must avoid conflicts of interests with the government and the public. The code of conduct provides guidance in this regard as well. It is a well-known responsibility of government to fulfill its pledged responsibilities to its workers, and to consider the best benefits of its stakeholders.

According to Hulme, Brundu, Carboni, Dehnen-Schmutz, Dullinger, Early, Essl, González-Moreno, Groom and Kueffer (2018: 95), the government has a responsibility to ensure that public servants enforce the code of conduct. No public servant must view the code of conduct as something that is voluntary to follow, but it should be viewed as something compulsory. The code of conduct has been developed for the purposes of addressing specific problems, but all employees are obliged to comply with all codes of conduct.

However, Codes of conduct do not address all public service delivery issues and complaints by customers. As a result, the government introduced the Batho Pele Principles. The government identified a strong need to establish customer-centered principles. The Batho Pele Principles, which is interpreted as ‘putting people first’, were established in 1997 with the intention of improving public service delivery. The principles ensure that there is effective public service delivery and are mainly established to strengthen customer services (Ehlers and Makanjee, 2018: 32).

Dorasamy (2010: 2087) states that South Africa ranks high on the global list of corrupt nations in the world and the lack of adequate ethics in leadership is the primary cause of corrupt activities. South Africa as a developing country requires leadership in all government levels to have good leadership ethics in order to attract investors and encourage local business people to do business with other countries. Unethical dealings between South African government leaders and other countries does not benefit the poor, but creates a situation whereby the poor get poorer and the rich get richer.

Naidoo (2012: 659) argues that local leaders misuse power for private gain, which is very visible in government institutions because there is no proper mechanism to hold senior public officials accountable. Public services are therefore compromised if senior public officials cannot be held accountable for their actions. High-ranking government leaders fight for power, not because of their enthusiasm to bring better change to the community, but with the intention to use power to influence those who control the economy and use government resources for their narrow selfish interests.

Mathope (2017: 1) reveals that ethics in the South African government becomes a challenge on a continuous basis and the public becomes victims all the time. Leadership capacity in local government is measured by the number of effects. Firstly, the leadership of the local government is considered as effective leadership if employing municipal officials who are competent to hold offices. Secondly, leadership is considered as effective leadership if service delivery is effective and there are fewer public service delivery protests. Lastly, local government leadership is considered effective leadership if the local government leadership is ethical and does not manipulate employees and the community with the positions leaders hold in the local government.

Government officials are treating the community badly and stakeholders in government institutions affect public service delivery because of poor control measures. The lack of ethics in local government allows people to behave in a manner that is not acceptable. Affecting public service delivery. Thus leadership has to be accountable at all times, whether leadership was aware of the unethical conduct or not (Berman *et al.*, 2016: 21). Moral persons have a reputation for being fair and principled. Moral persons are seen as consistently moral in both their personal and professional lives. The moral manager dimension refers to how the leader uses the tools of the position of leadership to promote ethical conduct at work to improve public service delivery. Ethical managers see themselves as role models in the workplace. Managers make ethics noticeable by modelling ethical behaviour for their workers. Moral managers set and transfer ethical standards and use rewards and punishments to ensure those standards are followed. In sum, leaders who are moral and ethical managers "walk the talk" and "talk the walk", Msunduzi local government is highly exposed to unethical conduct like any other local

municipality. It is therefore incumbent upon the ethics of leaders to safeguard municipal resources and strengthen the relationship between municipal employees and the public, which will then directly improve public service delivery (Brown and Mitchell, 2010: 584).

4.3 Leadership Imperatives for Effective Service Delivery in South Africa: Batho Pele Principles in Focus

According to Local Government Action (2016: 2), the Batho Pele (people first) Principles are principles that guide government employees on how to handle service delivery. Government initiated and implemented the Batho Pele Principles with the purpose of addressing the gap between what the community needs and how public servants provide public services. Principles are mainly meant to change the perception of public administration by ensuring that the public is treated as customers, not as just mere end-users of public services. The principles were developed for the purposes of bringing dignity to communities when public services are provided. The following Batho Pele Principles as per Local Government Action (2016: 3) enhance the effectiveness of public service delivery:

"1. Consultation
Citizens must always be properly consulted about government plans for public services. The public must be consulted about the quality of the public services they will receive and the public must be given a choice.

2. Service standards
Citizens must be told about what level and quality of public service they will receive in order for them to be aware of the standard or quality of services the government is planning to provide.

3. Access
All citizens must be granted equal access to the services that they are entitled to at all times.

4. Courtesy
Citizens have to be treated with courtesy, at the same time considering the dignity of the people.

5. Information
Citizens must be provided with full, accurate information about the government services they are entitled to receive.

6. Openness and transparency
Citizens must be told how the South African government operates and about the three spheres of government and their powers, which must be made available to the citizens.

7. Redress
The government must be able to apologize politely if the expected services to the people are not delivered. Public complains must be taken into consideration and be addressed effectively.

8. Value for money
Public funds must not be exhausted when services are offered. Public services must be offered economically and efficiently".

Customer satisfaction through Batho Pele Principles has become widely accepted as an important concept in the South African government and has been used as a benchmark for measuring government performance. At all government levels, institutions have created programs, including surveys, to determine service quality, mainly using the suggestion box, particularly in municipalities in order to improve public service delivery. This is carried out by following a feedback ring that allows service changes to be implemented and evaluated with subsequent survey data. However, community members hardly make suggestions when they identify unethical activities because of the belief that it is not useful to report unethical activities to the perpetrators themselves (Public Service Commission, 2015: 8).

Effective public service delivery could only be achieved if organizations empower their employees to deliver quality services, guided by previous customer evaluations of service quality dimensions. These dimensions include physical facilities, equipment, the appearance of personnel and mostly the reliability of government leadership, which involves the ability to perform the promised services dependably and accurately. In order to build up a good government image, the provision of ethical leaders in government is one of the competitive requirements. According to Hadi, Handajani and Putra (2018: 72), a good image of government is important, particularly at the local government level because it gives hope to the citizens and encourages investors to invest, It also maintains a sustainable growth. Government image can be developed over time through employing

qualified personnel and giving responsibilities to ethical leaders, with a consistent theme that is authenticated through the citizens' direct experience (Rhodes, 2018: 15).

Ethical leaders encourage government employees to be ethical and prioritize customers at all times. Gountas, Gountas and Mavondo (2014: 108) stated that maintainable economical advantage is likely to depend on an organization's level of orientation, which means setting and preserving a culture that effectively nurtures the behavior that leads to customers' perception of greater value and improved service delivery. Government should consider the orientation of the market, which entails listening to, and understanding customers' desires and bringing about solutions and services that meet customers' needs, which indicates a customer orientation.

Customer orientation in government is different from customer orientation in private institutions. Rozhentsova and Mottaeva (2017: 1) states that people with customer orientation in private institutions are more active in improving their industry knowledge and skills and are better at recognizing and empathizing with customers' needs. Customer orientation is often theorized as either a cultural or a behavioral phenomenon. However, customer orientation is often affected by organizational culture, particularly leadership style and leadership ethics in government. Individuals do not necessarily work in isolation, thus it is rational to acknowledge the organizational circumstances that might influence customer orientation. Indeed, optimal service delivery performance is not the sole responsibility of the frontline service providers, but also all government officials must take full responsibility.

Ethics are important in public service delivery because it improves public service delivery and standards. Circumstances such as standards for service delivery are key influence on staff conduct in organizations, as they absolutely contribute towards employees' effect and performance on the job. Consequently, organizational factors work together with the individual employee's psychological features, which contain self-efficacy and job gratification as inspirations for customer-orientation attitude and job performance. The service workers' self-belief about their own aptitude to perform the job well is openly linked with a customer service orientation, as is gratification and job satisfaction derived from effectively interacting well with customers. At an organizational level, customer orientation

has three backgrounds: management standards for service delivery, supervisor support, and co-worker support. As noted earlier, culture is a crucial influence on behavioral results, influencing the service provider's effect and performance behavior. This is enhanced by the support functions provided by local government leaders, supervisors and co-workers (Public Service Regulations, 2015).

Staff members who feel supported by government leadership, government management and other workers tend to have higher customer orientation and perform better. Therefore, a helpful staff environment includes ethics for service delivery (organizational culture), manager support, and co-worker support. Nonetheless, service-oriented work is often demanding and this may have harmful effects on workers, which may affect health, self-efficacy, job performance, and satisfaction. Nature and government context and the level of government may also affect customer orientation. Government has a bad reputation generally in relation to service performance and service delivery. One possible cause of a poor reputation is the high-pressure on administrative leadership caused by political office-bearers, as well as the oriented nature of the government, which may partly serve organizational performance but does not necessarily lead to customer orientation in staff (Kochanek, 2015: 4).

According to Aziz, Ab Rahman, Alam and Said (2015: 164), leadership ethics is an important pillar of public administration. Leadership ethics are important to strengthen good governance and serve as guiding principles that improve citizens' trust and the legitimacy of government. Ethical principles are associated with good governance and ensure a good relationship between public authorities and citizens. Ethical leaders effectively manage public funds to guarantee better public service delivery. Even though ethical leadership is necessary for public servants, Bottomley, Mostafa, Gould-Williams and León-Cázares (2016: 390) believe that organizational citizenship behaviors are dependent on public service motivation. This implies that ethical citizens recruited from ethical communities would exhibit and apply ethical leadership in government. Government employees have to be motivated by a passion to work for the people and make a significant contribution to the lives of people, not being motivated by the salaries.

Ethical leadership was developed because of the identified challenges because of unethical conduct in public services. The continuing ethical challenges that affect public service delivery warrant further studies to discuss the importance of ethical leadership and the impact of unethical leadership. Discipline and ethical principles inform the leadership behavior of those who are in a position of authority. Leadership style, such as the charismatic leadership style, does not automatically mean a leader is ethical or effective (Alshammari, Almutairi and Thuwaini, 2015: 108). Ethical leadership is important for public servants because it serves as a core value that guides public officials. Sami, Jusoh and Qureshi (2016: 263) argued that public managers must have ethical leadership behavior in order for public sector institutions to improve efficiency, effectiveness, and proper public service delivery.

Chapter 9 Institutions in the Constitution of the Republic of South Africa are the vanguard of public services. Chapter 9 Institutions provide an investigatory and administrative link between public sector employees and citizens. The institutions are independent and do not play any political role. These institutions are mechanisms established to strengthen democracy and protect citizens against any abuse by government officials. The Chapter 9 institutions supporting the democracy comprises of the following: “Public Protector (PP), the Auditor-General (AG), the Electoral Commission (IEC), the South African Human Rights Commission (SAHRC), the Commission for Gender Equality (CGE), and lastly, the Commission for the Protection of the Rights of Cultural, Religious and Linguistic Communities. Chapter 9 institutions are self-governing, subject only to the Constitution and the law, and report annually to Parliament” South African Constitution.

Commentators and writers such as Rossouw (2017: 1) have shown that despite the existence of good policies and Chapter 9 Institutions, unethical activities still dominate public sector institutions in South Africa. This creates a strong need to conduct a study on ethical leadership and to suggest possible solutions to uproot unethical behavior in government. Ethical leadership in government would only be possible if leaders are from ethical communities and from ethical organizations or institutions.

Chapter 10 of the South African Constitution as per the World Inetellectual Property Organisation (2012: 64) plays a significant role in Public Administration. Chapter 10

provides guidance and important values and principles that must be followed by public servants, which include ethics. The following values, principles, and ethics are enforceable:

(a) "*A high standard of professional ethics must be promoted and maintained.*

(b) Efficient, economical and effective use of resources must be promoted.

(c) Public administration must be development-oriented.

(d) Services must be provided impartially, fairly, equitably and without bias.

(e) People's needs must be responded to, and the public must be encouraged to participate in policy-making.

(f) Public administration must be accountable.

(g) Transparency must be fostered by providing the public with timely, accessible and accurate information.

(h) Good human resource management and career-development practice, to maximize human potential must be cultivated.

(i) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the"

According to Maramura and Thakhathi (2016: 242), Batho Pele Principles aim at emphasizing effective monitoring systems and breaking down national policies to local government. National policies and the Constitution are clear on what is expected from public servants, expected values, and ethics. There was a strong need to establish specific principles that would speak to the needs of the people at a local government level. Local government is the closest to the people and effective service delivery is necessary. The Batho Pele Principles provide a policy framework and a strategy to be implemented to transform public services at the local government level. Luthuli and Kalusopa (2017: 3) argued that the main purpose of the Batho Pele Principles was to

change the attitude of the public servants. The attitude of public officials plays a significant role in how people view the government and the services it offered. Batho Pele Principles introduce terms and serve as a guide to public servants at the local government level. Government officials at the local government level could reflect on their services by always measuring their effective implementation of the Batho Pele Principles.

The Batho Pele Principles, like any other policies in government, have their own challenges, precisely when it comes to implementation. Ngidi and Dorasamy (2013: 33) have stated that the Batho Pele Principles were intended to improve public service delivery and open space for public programs that will speak to the needs of the people. The Batho Pele Principles should apply to political office-bearers as much as they are applicable to the government employees. Political interference in the implementation of public service delivery programs affects the quality of services rendered to the people. Unethical activities by those who possess political power in local government defeat the whole purpose of having the Batho Pele Principles in local government.

Legislative frameworks that specify how public services must be offered to the people guide the South African government. Legislative frameworks guide government employees on a number of activities, which include expected ethics from government employees. Legislative frameworks, policies, and laws enforced by the government and prescribed in the Constitution of the country are often undermined and not followed by those who were not ethical in the public service. Chapter 9 institutions provide guidance on what should be done to people who do not comply with the Constitution but are often neglected. Political interference remains a big challenge in public services (Ndevu and Muller, 2017: 34).

4.4. The Prevalence of unethical leadership in South Africa

The South African government has degenerated from applying expected leadership ethics to unethical behavior, as has been witnessed in many senior government officials. The rise of many departments receiving qualified audits from the Auditor General shows higher levels of non-compliance or failure to apply effective leadership by those who are entrusted with the leadership responsibility in government institutions (Maroun, 2015: 22). Leaders who are good at manipulating other people by not telling the truth have

characterized the South African government. Some government employees are manipulating the Auditor General and some even attempt to bribe. In South Africa, people are using their positions to force others to accept whatever is offered or else they will lose their jobs or they will be an easy target. Ethical government leaders are, in many cases, are scapegoats, especially where politicians shift the blame just to show the public that someone is responsible and accountable. In government institutions, people are aware of unethical practices and activities, but they are not exposing them because they are afraid of the personal victimization by those who are involved. It is slowly becoming a norm to find senior managers instructing junior managers to falsify documents, sneak in submissions after the closing date, confirming the employment of someone who no longer works for the department and in some cases, of people who have never worked for the department (Von Eck, 2016: 5).

Cheteni and Shindika (2017b: 07) point out that leadership ethics in the democratic government is clearly articulated in the legislative frameworks, better than in the apartheid government. Employment and personnel management practices in the public sector have however changed recently. It is no longer based on ability, objectivity and the merit of employed people. Nepotism and corruption are rising on a daily basis. The transformation of public sector institutions in South Africa is not clear on public sector ethics and leadership ethics.

Moeng (2019: 6) states that the electoral system used in South Africa deprives the community of the right to elect their preferred candidates. Much as all South Africans agree that, no political formation or political party is more important than the interests of the country are. Besides, the ideas that bring people together must be held higher than those that seem to keep people apart. Political parties have their own internal processes to elect their own leaders and the deployment of their candidates in government. Community members who are not members of the ruling or winning political parties do not have input into who must be elected as a leader and who must be deployed to government.

According to Woermann (2012: 90), there are three challenges to ensuring ethical conduct in public sector institutions: firstly, the apartheid legacy is still entrenched in the

daily lives of the people in South Africa. The Black population still relies heavily on government for welfare, but also for contracts. Many people, including the leaders, view the government budget as the best pathway to wealth and to goods and services. This indicates that a large number of senior government officials are doing business with the government, which is an unethical conduct that is not permissible. This has affected government service delivery and has become a primary source of corruption, which therefore emphasizes the urgent need for clean and accountable governance. Secondly, the material conditions that include high poverty levels, the higher rate of unemployment and systematic and structural inequalities in societies affect the contemporary ethical and material challenges facing the country. Thirdly and finally yet importantly, government systems for revamping or enhancing public sector ethics are not decisive or effective enough to hold any public sector employee who has been found to be unethical accountable. The ruling political party protects leaders based on their loyalty to the political party.

Munzhedzi (2016a: 5) points out that the current state of affairs in the South African government is challenging because Parliament as the highest decision-making the body in the country is failing to hold government officials accountable for wrongdoings. Opposition parties have always raised the issues of accountability in the parliament. Nevertheless, the ruling party has the majority of members in the parliament. It always exploit this to oppress those ideas mainly because the affect senior employees who are members of the ruling party or deployed or even employed in the government by the ruling party.

Local government leadership is exposed to many activities such as inviting external stakeholders to take part in public service delivery. Service providers and external stakeholders rely on local government leaders to make decisions that will facilitate a business relationship. Business people and external stakeholders use the money to secure business deals with local government. Kickbacks are the main contributing factor affecting local government leadership ethics. Many aspects influence leaders at the local government level, amongst which aspects is the application of organizational ethics and organizational behavior. Local government is the first level of government and is closer

to the people. It is expected, therefore, that local government leadership is ethical and will portray a good image of the government to the people, which will also improve public service delivery. Good quality public services in local government are influenced by the performance of executive management and effective management is directly affected by leadership ethics (Storey, 2016: 5)

Senior government leaders have much influence on government activities and business people use money to gain support from senior public sector officials. Naidoo (2012: 659) argues that local leaders misuse power for private gain, which is much visible in government institutions because there is no proper mechanism to hold senior public officials accountable. Public services, are therefore compromised if senior public officials cannot be held accountable for their actions. High-ranking government leaders fight for power not because of enthusiasm to bring better change to the community, but with the intention to use power to influence those who control the economy and use government resources for their narrow selfish interests.

According to Dames (2009: 6), human activities have the power to influence what other people perceive. The South African government is facing many ethical leadership problems, amongst which problems includes the failure to account by public officials. Unethical behavior in a democratic South Africa leads to unethical activities. Unethical conduct by public servants in government frustrates the citizens, which then leads to public protests. Many public protests in South Africa are a result of the unethical leadership and failure to consider the needs of the people. The transition phase in South Africa from the apartheid government to a democratic government attracted people who were previously oppressed. These people were given a responsibility to oversee and manage public funds which tempted them into the wrong activities. Mohale (2018: 2) states that the domination of immoral and unlawful business doings by top executives in State-Owned Enterprises (SOEs) and business organizations is a sign that a code of ethics is not sufficient for an organization to be ethical. For the post-state capture period in South Africa, the main control issue for government and corporate South Africa will not be how to enforce rules but on leadership ethics and moral behavior, which make a significant contribution.

Soni (2019: 1) states that public servants have lost ethical consciousness and the legitimacy of the type of leadership provided is questionable by the public. A lack of leadership ethics destroys the relationship between public servants and the community. Unethical leaders do not only break the relationship between themselves and the public or recipients of public service, but also damages the relationship between South Africa and other countries. Community members rely on public officials to provide guidance on ethical leadership and high moral behavior. Unethical behavior has been observed in politicians, business executives, tenderpreneurs, religious leaders or organizations who are accused of tax evasion, negligence, misrepresentation, bribery, money laundering, financial manipulation or auditing failures.

The trust deficit in South Africa is one of the problems identified by Van Zyl (2017: 2). The domination of the Gupta family in State-Owned Enterprises for example affected the trust in government by the people. The collapse of the ethical value system from those who are entrusted with decision-making responsibilities affected public service delivery. The fear of making the right decisions by ministers and senior public officials in government have compromised public service delivery. Those who were seen to be ethically conscious and against the domination of the Gupta family in the affairs of government were victimized (Hogg, 2017: 3).

Leaders who are elected to lead the government in South Africa are nominated and elected by political parties and thereafter contest a government space. Ordinary citizens do not have direct input into the choice of elected leaders in political parties; as it is the responsibility of the members of the political parties. February (2018b: 2) states that the South African electoral system did not provide a proper linkage between the elected representatives and the citizens of South Africa. Constant public service delivery protests are the manifestation of the failure of democracy because citizens believed that they were not represented effectively. The proportional representation list system reduced the levels of responsibility and accountability. Leadership ethics are compromised and government leaders were not compelled to account to the people because the party deployed them. Venter, Stroebel and Idsardi (2015: 06) state that the Freedom Charter was used as a

road map for the ruling party to provide service to the people of South Africa. There were breaches of the Freedom Charter when the ruling party took political and governing power in South Africa. The ruling party did not implement the manifesto presented to people before the elections, even though the ruling party highlighted a number of limitations. Amongst the limitations mentioned by the ruling political party were ethical considerations involved in accommodating all citizens of South Africa, without oppressing any race. The ruling political party however focused on implementing the National Democratic Revolution (NDR) instead of focusing the expected ethics from those who were deployed in government institutions.

Political systems and electoral policy used in South Africa are not reviewed often, which that creates a problem for the electorate. The electorate elects people because of their political party affiliation, not because they know their contribution to society. Rapatsa (2014: 887) states that the South Africa electoral system is transparent, nevertheless, denies the people the power to make a decision. People only allowed participation when the political parties have registered with the Independent Electoral Commission (IEC) and paid a subscription fee. The IEC is not involved in the manner by which political parties nominate their deployees. However, those deployees will contest government elections while only a few people participated in the nomination process. The IEC should prescribe a process that political parties must follow when they nominate their candidates from lower government levels to national government. The nomination process for individuals deployed by political parties does not specify any ethical consideration and mostly, the candidates bribe delegates to nominate them. The nomination process should be open to non-members of political parties because when a candidate contests a government position, all community members, and not only political party members participate in the voting exercise.

Parliamentary Monitoring (2015: 05) reported that the national parliament and provincial legislatures have strict measures to fight against unethical activities in government by political leaders and government employees. There are no proper compliance to the measures prescribed by the parliament and provincial legislatures and those who are in senior positions have strategies to circumvent the prescribed laws and policies. The lack

of leadership ethics in individual employees and leaders of government institutions impacts on public service delivery.

4.5 Leadership challenges in the South African Local Government System

South African local government has many challenges. The biggest challenge affecting public service delivery is the lack of effective leadership ethics. According to Modumo (2015: 154), the government of South Africa has tried to lay more emphasis on local government economic development, despite the challenges. The progress made by democratic government is seldom noticed because of the many challenges facing local governments in South Africa. According to Sebola (2015: 9), the dominant challenge across local governments in South Africa is mal-administration and corruption. Local governments in South Africa are struggling to change the dilemma that was created by the apartheid government because of the local government systems. Dilemmas such as generating government wealth to benefit the many, mainly designed to benefit whites only, geographical spread of the population; and inferior public services to black people are common.

The biggest dilemma created by the apartheid government in agreement with the freedom fighters during the transition from apartheid to the democratic government was the sunset clause. The sunset clause consists of negotiations and the agreement between the apartheid government and the freedom fighters. The Apartheid government surrendered political power to black people but did not surrender economic power, which then contributed to unethical leadership in the current democratic government. The democratic government made many sacrifices in terms of public services and those who assume power did not have enough resources to provide public services. These dilemmas badly affect public service delivery at all government levels, but the local government level is mainly affected (Takhar, 2017: 301).

Wegner (2018: 51) is of the view that the dominant party system in South Africa does not assist the poor people and do not address the issues of holding unethical leaders accountable. Leaders are not accountable to people because the general population does not participate in the political electoral processes. The community dilutes democracy in

terms of the processes of electing preferred leaders. The ideal approach to elect leaders will be allowing everyone to participate in electing the leaders of political parties. The system of electing representatives at the local government level does not give power to the citizens to recall those who were misbehaving or failing to advance the interests of the people (De Kadt and Larreguy, 2018: 383). Community members would always be compelled or forced to be represented by a person who is no longer needed by the community until his or term is finished. Koma (2010b: 118) argued that pragmatisms related to the application of a segregated structure of local government must be deliberated in line with global and central best practices and the unique background within which South African municipalities were situated. Municipalities in South Africa have different types of communities and the challenges are informed by the needs of the people and the attempt by the government to address those needs. Lack of proper consultations by the municipalities makes it difficult for municipalities to accept challenges faced by the citizenry.

Poverty and high rates of unemployment, especially in graduates, has remained the bigger challenge in communities. Nepotism, money laundering, tampering with the tendering system in local government institutions, have frustrated more people in the communities and resulted in public protests. Muller, Davids and Roberts (2016: 4) have argued that South Africa faced many inequalities because of its colonial and unjust past. The oppression of black people by the apartheid government affected all black South Africans. The geographical segregation of people based on their race still affects the country. The infrastructure that was developed to service black people and white people were not the same. The democratic government has opened the doors for those who were previously oppressed by the apartheid government. The modern and better infrastructure developed during the apartheid regime was not developed to cater to many people. The most practical example is the capacity of ESKOM, which is now facing challenges to supply electricity to all citizens of South Africa because it was mainly developed to supply power to whites only.

The Converstion (2018: 2) reported that South Africa’s 257 municipalities are in a catastrophic financial position. At the center of the challenges is unethical leadership. The

South African Auditor General discovered that only 33 (13%) municipalities fully complied with the expected legalities in the financial year 2017/2018. The report further indicated that 31% of the municipalities in the country were not financially feasible (BUSINESSTECH, 2018b: 02). Most municipalities that obtained a qualified audit report did not apply relevant knowledge in the management of finances. Political interference and political fights within the ruling party in the form of different groupings or factions affected the daily operations of municipalities. Political deployments to key positions in the municipalities played a major role in their failure. The lack of responsibility and accountability by those found to be contravening the policies of the municipalities have found to be another factor to obtaining the qualified audit. The Auditor General's report showed that the lack of leadership ethics and moral behavior in local governments is still dominant in South African municipalities (Brand, 2018: 2).

The culture of paying for services that were not rendered is not only disabling municipalities financially, but also threatened public service delivery and the municipality programs. Municipalities obtain endowments from national and provincial government but could not fund all the operations of the municipality from these grants as they came with conditions on what the money must be used for (*The most important problem is tenders and vacancies. Senior managers appoint companies of their friends and relatives. There is no vetting of companies, as the awarded companies to do the work are already informed about everything about the tender, even information about other bidders*, Personal interview 2, June 2019). The above statement made by Respondent 2 shows that Msunduzi Municipality is suffering from mal-administration and unethical behavior.

Many towns in South Africa were intended for a few people, particularly whites, but due to the democratic dispensation and the increase of the population, the government extended access to sanitation and water to more people. Therefore, the infrastructure is not coping. The Harry Gwala District Municipality is one of the municipalities that do not have a high number of people who received basic services such as water, electricity, and proper sanitation. Leaders in many municipalities in South Africa shifted the blame to the sins of the apartheid. A lack of leadership ethics in local government leadership is mostly found in municipalities that have illiterate communities. Local government leaders take

advantage of the people and abuse their power. For example, in eThekwini Municipality, the mayor paid R208 million to companies for services that were not rendered (Ntuli, 2019b: 2).

Local government is a politically contested terrain by different political parties. The political party that wins power to govern the local government often identified the enemies within. Political fighting and factions within the local government have crippled public service delivery. Daniel (2018: 2) states that the challenges of political fights have been experienced in many municipalities in the country, such as the City of Cape Town where the political fights led to the removal of the city mayor. Similarly, the Richmond Municipality has experienced political fights where unknown people assassinated a city manager. Every time there is a political fight in a municipality, public servants and the daily operations of the municipality were affected and service delivery compromised (Reddy, 2016: 2).

South Africa has good policies, but the process of implementing such policies is questionable and some policies are not implemented at all. The Municipal Systems Act (MSA) 32 of 2000 clearly stipulates the roles and responsibilities of councilors and the city manager. There is a clear contradiction between the MSA and the policies of the Independent Electoral Commission (IEC). The process of electing ward councilors facilitated by the IEC does not address the requirements of the MSA. The MSA gives effect to the formation of municipalities in line with the requirements relating to classifications and types of municipality in South Africa. These include the determination of the criteria for deciding about the category of municipality to be established in a specific area and the description of the types of municipality that may be established in each category. Others inlude the determination of relevant division of functions and authorities between different categories of municipality, provision and constitution of the internal systems and political structures. In addition, political and government office-bearers of municipalities should emphases on the appropriate electoral systems. The elected people to govern municipalities were elected by community members who also do not understand the MSA and its requirements. The elected council members serve as the governing body for the municipalities, which has powers to hold public officials

accountable and to appoint officials. The competency and ethics of those who contest political power are not taken into consideration. It is therefore difficult to have completely clean and ethical municipalities because of the system that is followed in electing the leadership (Govender and Reddy, 2015: 15).

4.6 Consequences of unethical leadership in local government

A lack of ethics in local government leads people to behave in a manner that is not acceptable, affecting the public service delivery. Leadership has to be accountable at all times, whether the leadership was aware of the unethical conduct or not (Berman *et al.*, 2016: 21). Moral individuals have a reputation for being fair and ethical. Moral persons are seen as regularly moral in both their personal and professional lives. The moral manager dimension refers to how the leader uses the tools of the position of leadership to promote ethical conduct at work to improve public service delivery. Ethical managers see themselves as role models in the workplace, as managers make ethics noticeable by modelling ethical conduct to their employees.

Ethical managers set and transfer ethical standards and use rewards and punishments to ensure that those standards are charted. In sum, leaders who are moral and ethical managers "walk the talk" and "talk the walk," Msunduzi local government is highly exposed to unethical conduct like any other local municipalities. It is therefore, incumbent upon the ethics of leaders to safeguard municipal resources and strengthen the relationship between municipal employees and the public, which will then directly improve public service delivery (Brown and Mitchell, 2010: 584).

Local government is associated with the stigma of leadership who receives bribes, is involved in employing relatives, and is highly involved in corruption. Most popular unethical activities in local government are false promises to the people. The executive management controls Service delivery in local government. The executive management might not be involved, directly, in service delivery, but through guidance and leadership influence the executive management, hence the service delivery will be effective or ineffective. Cherry (2012: 2) states that transactional theories, also known as management theories, focus on the role of supervision, organization and group

performance and the exchanges that take place between leaders and followers. These theories base leadership on a system of rewards and punishments.

When ethical leaders demonstrate and promote ethical conduct, they risk being perceived as too strict in their enactment of moral rules and principles. Ethical leaders sometimes communicate such a strong ethical principle that it becomes a threat to employees' own moral values (Babalola, Stouten, Camps and Euwema, 2017: 2). Leaders who promote ethical behaviors to subordinates and hold a strong and absolute ethical mentality are likely to appear intolerant, thereby limiting their effectiveness as a leader. The extent to which workers are able to air their view about anything in the workplace and have control over the way things are done in the workplace plays a crucial role in determining their flexible behavior. When a leader holds strong ethical beliefs, that leader portrays a strong ethical image to employees about how things should be done. Employees working for a leader with strong ethical beliefs might actually feel that they have little say in or control over the way things go at work, which limits the effectiveness of ethical leaders with regard to employees' flexible behavior (Van Dooren, Bouckaert and Halligan, 2015: 4).

The suspension of unethical leaders in South African municipalities is not a solution because no matter how many leaders or employees are suspended; unethical cases are still reported in many municipalities in South Africa. Suspending unethical leaders with full payment is not setting an example of how the government is dealing with unethical leaders. According to Bole (2014: 01), the suspension of the Ngaka Modiri Molema Municipal Manager in November 2014 pending a disciplinary hearing of eight charges is a mechanism to combat unethical conduct.

The municipal manager was suspended for a long period and during the suspension, an administrator was appointed as the Accounting officer. The suspension of corrupt or unethical leaders in government institutions and local government in particular is not an effective solution to end unethical behavior. In the interim, the administrator is appointed while the municipal managers are suspended and in the case of other positions, an acting person must be appointed while the permanent official is suspended. The administrators are paid while the suspended officials are also paid, which is over expenditure because the municipality does not budget for the administrators. Another case reported by Tandwa

(2019: 01) is the deputy manager in the Midvaal Municipality who was placed under special leave after a whistleblower reported irregular appointments. The unethical behavior of the suspended municipal manager includes the appointment of people who did not qualify for the jobs they were employed for. The suspension of the manager does not reverse the actions he took and the municipality will suffer, even if he is dismissed. Strict measures are needed in local government institutions whereby all wrong actions made by any official must be reversed and those implicated must be brought to book.

Another similar unethical incident was reported in the Public Eye (2018: 01) about Msunduzi Municipality. Msunduzi Municipality is facing many challenges, mainly created by leaders. In many cases, the senior government employees that are suspended and suspected of unethical behavior are politically connected and their cases normally do not have effective consequences. Malpractice, maladministration, unethical conduct, and corrupt activities are the main reasons that many local government employees and political leaders are suspended. The courts and political party structures or any government structures cannot enforce ethical behavior. Effective realization of ethical behavior is possible if the selection of leaders follows the acceptable ethical principles and process in the society. Unethical behavior and misconduct are societal problems and in order to display good government employees, attention must be paid to citizens. Unethical behavior starts in communities; this means that communities that is involved in corruption with government officials makes it difficult to end corruption. An ethical society will also produce ethical leaders and those elected and appointed to lead government structures must be reminded more often about the importance of ethical conduct and codes of conduct.

SABC NEWS ONLINE (2018: 01) reported unethical activities that took place in Elias Motsoaledi Municipality. Unethical activities by the municipal manager and the chief financial officer (CFO) in relation to investment led to their precautionary suspension. The municipal manager and the CFO of the municipality invested millions of rands in the Venda Building Society Mutual Bank, known as VBS. The investment was highly criticized by the council but both the municipal manager and the CFO continued with the investment, despite the challenges indicated by the council. The council was not happy

with the investment because the team that was delegated to analyze a need for the investment reported that the municipality was not ready for the investment. A similar case was reported by Stander (2017: 01) where senior municipal officials in Bitou local municipality were suspended pending investigation. Maladministration, misconduct, and unethical behavior by senior municipal officials led to the forensic investigation, which resulted in senior officials being suspended.

The municipal manager and head of corporate services were precautionary suspended for misconduct and unethical behavior. The misconduct mentioned by the council includes reckless use of municipal funds, interference with municipal employees' appointments and tender processes. McGluwa (2019: 02) states that the suspension of the municipal manager of Mamusa Local Municipality with the Chief Financial Officer (CFO) is just an example of unethical behavior in the South African government. Unethical activities in South Africa are affecting public service delivery and the community loses trust in public servants. Political interference in government administration affects public service delivery. Government officials who are in senior positions and report directly to politicians are in many cases given instructions that are against government policy. Politicians who give unethical instructions to government employees are not held accountable because government officials are responsible and sign documents. Unethical activities in most cases include financial mismanagement.

4.7 Public service delivery protests as a result of unethical leadership

Local government is in a mess due to the unethical behavior of local leadership, which focuses on political party battles and failure to hold those responsible for corruption accountable. Communities in many parts of South Africa decided to resolve public service delivery matters through public protests. Local government leadership hardly prioritizes issues related to public service delivery and those who are found guilty by the law authorities are not totally rejected by the ruling party but redeployed to other strategic positions (Figure 4.1) (Merten, 2018: 1).

Figure 4.1: Public Service Delivery Protest

Source: Merten (2018)

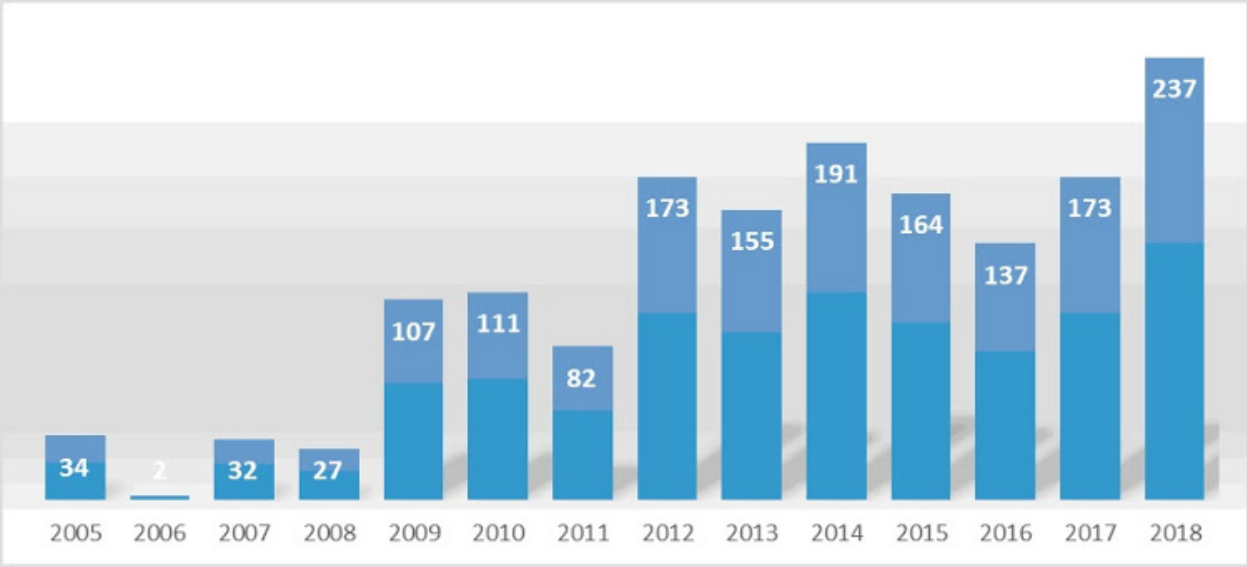
After 25 years of democracy, people still live in unpleasant conditions and do not enjoy any fruits of democracy. Political leaders and government employees who lack the willingness to end unethical behavior flood the South African government. The lack of effective political leadership, infective consequences for wrongdoing, and inadequate internal controls, especially in procurement, do motivate communities to breach the law in the process of their demand for accountability.

According to South African History Online (2014: 01), public protests before 1994 were about inequalities and the fight against apartheid in South Africa. Public protests in the democratic government in South Africa are about public service delivery. South Africa has had six democratic elections but until today, many communities still live under unsatisfactory conditions. Most communities in South Africa do not have access to basic services such as water and electricity. People are promised basic services every time there is a government election, local or provincial and national elections. Empty promises by politicians and poor public service delivery lead to public protests. The abuse of public

resources and misuse of public funds is what frustrates the public the most. Unethical activities committed by municipal officials are reported in newspapers daily, showing that the resources to provide public services are available, but that political will is lacking.

Savides (2019: 01) reported that in 2018 South Africa experienced many public service delivery protests in various municipalities. The year 2018 alone recorded 237 public service delivery protests against municipalities in the country. The previous highest record of public service delivery protests was in 2014 with 191 public service delivery protests. The change of political leaders had an impact on the reduction of public protests after 2014. However, in 2018 the challenges and problems caused an increase in public protests. The rise of unemployment and corruption in government institutions is the contributing factors to many public protests. The following data (Figure 4.2) shows that 2018 had more public service delivery protests since 2005.

Figure 4.2: Number of public service delivery protests between 2005 and 2018



Source: Municipal IQ (2019)

Another critical strike reported by Mitchley (2019: 01) took place in the city of Tshwane by municipal workers and members of the community. Poor leadership ethics unfolded when senior municipal officials authorized an 18 percent increase in the bonuses of senior

municipal employees. The increase in bonuses caused a disruption in the municipality and municipal leaders failed to explain how the money would be generated to pay the bonuses. Senior managers in the municipality did not have enough money to pay the money requested by the unions and the negotiations ended up in a deadlock. Negotiations between the municipal management and unions were based on the increase in bonuses of senior managers, which indicated that the municipality had money to pay the employees.

Poor leadership ethics in the municipality was identified by a task team delegated to investigate the disruptions in the municipality. In a similar incident, poor leadership ethics have disrupted public services in Bojanala Platinum District Municipality in North West. MONTSHO (2019: 01) explains that the public service delivery protests, merged with the employees' strike in the municipality, led to the closure of all roads leading to big towns in North West. The strike by municipal employees was about a salary increase and the public protests were in response to the non-delivery of public services. The municipality was bankrupt and did not have enough money to pay the salaries of employees and to provide public services. An amount of R134 million was erroneously transferred to the municipality and no one was accountable for the use of this amount of money. The provincial government identified poor leadership ethics and decided to place the municipality under provincial administration.

Singh (2019: 02) reported that the damage to the infrastructure during the strike in eThekwini municipality cost the municipality R3.5 million. Poor leadership ethics in eThekwini is also the main cause of public protests and the striking of municipal employees. Public protests and the municipal employees' strike did not only have negative impacts on infrastructure development, but also on the entire economy of eThekwini. Appointing ethical leaders with expected skills is necessary for this municipality to ensure a stable situation and good decisions have being made. Problems in local government are not only for a certain province as all provinces are affected. Nkosi (2019: 02) argues that Barberton is historically known for mining contributions in the Mpumalanga province and the municipality has contributed much into job creation and the tourist destination. Public protests and employee strikes in this municipality affected

the way in which people view the municipality. Public protests affected the economy of the municipality and the relationship between senior and junior employees. Those who had grievances about the leadership of this municipality mainly highlighted poor leadership ethics in the municipality. Senior managers in the municipality paid overtime to themselves with nor record that they performed the work.

4.8 Perceptions of employees regarding leadership in local government

Local government employees perceive local government leaders as an important ingredient to the success or failure of public service delivery. Local government employee performance must be guided by local government leadership. Effective local government results in effective service delivery in local government (Collins and Jackson, 2015: 386). Local government employees believe that the lack of proper service delivery and any destruction in local government is a sign of poor and unethical leadership. May, Wesche, Heinitz and Kerschreiter (2015: 1) indicate that destructive leadership is mostly leader-centric, often reducing followers to passive subordinates.

Constructive leadership is defined by Lee and Jensen (2014: 420) as a type of leadership that focuses leaders and followers on achieving “high standards of ethical and moral conduct” through idealized influence. Constructive leadership does not always mean good leadership because constructive leadership has to be associated with an adequate capacity to deliver expected public services. Employees in local government perceive constructive leadership as the relevant type of leadership. Skogstad, Aasland, Nielsen, Hetland, Matthiesen and Einarsen (2015: 221) argued that there is an assumption by employees that productive and vicious forms of leadership constitute opposite poles from good-to-bad, suggesting that good leadership rejects bad leadership and vice versa. However, a mixture of supportive as well as undermining behaviors frequently characterizes social interactions.

According to February (2018a: 1), weak oversight; overly complex legislation which municipalities are unable to get to grips with; corruption; skills deficits and tensions between the political and administrative interface bedevil local governments’ efficacy. Leadership styles and destructive leadership styles affect the performance of municipalities.

Msunduzi Municipality is facing many challenges, such poor management skills of the leadership, characterized by poor leadership ethics, and affects service delivery. The suspension of Msunduzi Municipal employees with full pay and appointing other officials without following due processes is regarded as an unethical decision because public funds were abused. Leaders who use emotions and feelings when making decisions are at risk of making decisions that can be challenged and reversed by a court of law as the suspended employees were ordered to report to work by the court of law at Msunduzi Municipality. It is therefore important that the municipal leadership is more equipped with knowledge on dealing with staff issues and the ethical conduct of staff without being destructive, using rationality and following all processes (Magubane, 2018b: 1). The study investigated the perceptions of employees regarding the leadership of Msunduzi Municipality and the impact of this leadership on public service delivery.

4.9 Impact of ethics on service delivery

The competency of government employees remains the most contributory factor to effective service delivery. According to Berman *et al.* (2016: 6), the rapidly changing external environment, corporate globalism, changing values and management philosophies have greatly affected the delivery of public services. The use of information technologies alone raised new technical and ethical issues that were unknown a few years ago and, which required new skills. Similarly, supra-national organizations, such as the World Trade Organization, world environmental groups, multinational corporations and other non-governmental organizations help shape local government policy and its implementation by public servants.

Likewise, changes in the internal environment of public service, increased sector mobility, privatization, and devolution require a re-thinking of who provides services and how they are delivered. Clearly, the workplace of today's public service professional is in constant flux, causing apprehension and uncertainty, whilst also providing opportunities and challenges. Kim and Yoon (2015: 148) argue that the need and demand for organizational change and innovation in local governance has increased in recent years, which also highlighted the competency of employees at the local government level. Executive and managerial leaders in local governments need to apply a proactive strategy that fosters

an effective government culture and builds management capability. Government employees have to follow morals and values, which are the founding elements of ethics, in order to embrace good governance.

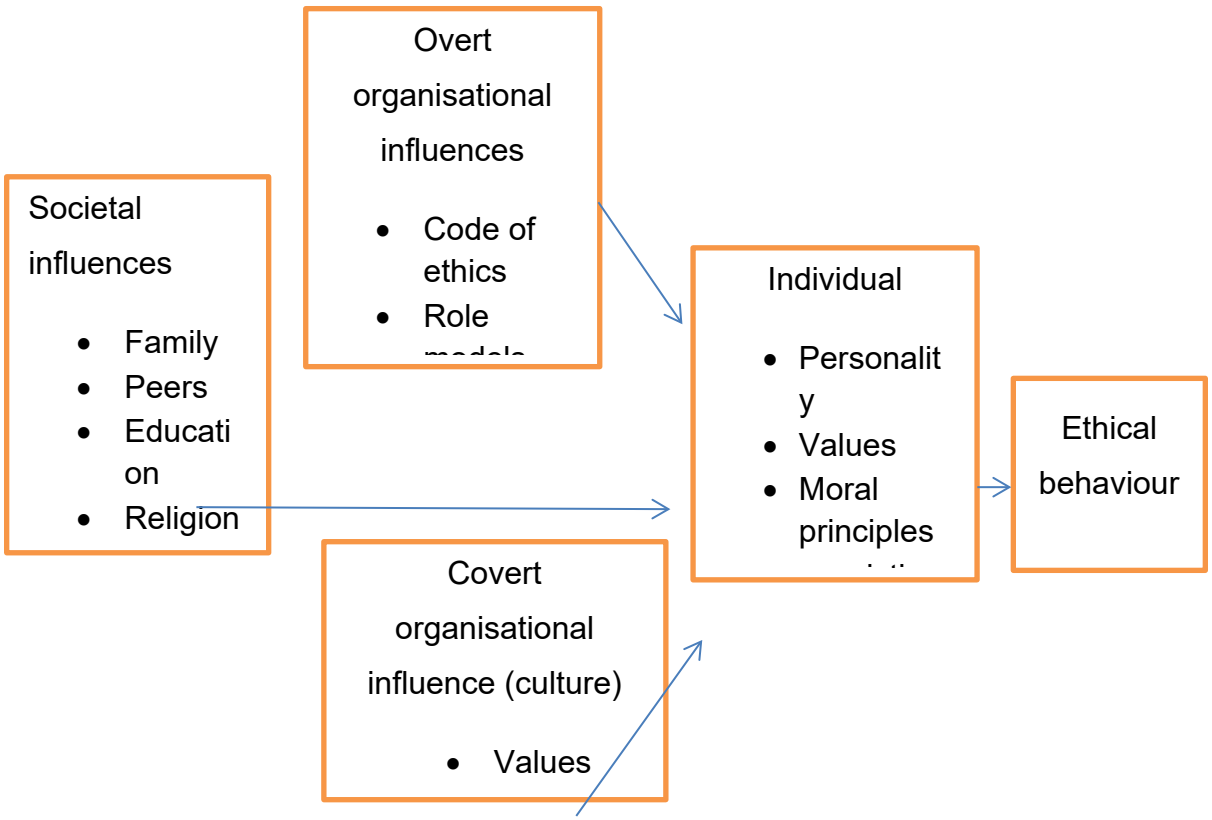
Wang, Van Wart and Lebredo (2014: 363) postulate that officers of public institutions lend expertise to the specific practices and supporting systems, which can be complex and may need extensive fine-tuning; they help overcome internal organizational resistance to change; and they work with the community in evolving educative, facilitative and regulatory ways to enhance policy efficiency. The biggest challenge in local government is that the local leadership relies on the administrators to draft the processes and procedures to be followed in service delivery. It is therefore important to have leaders who understand the local government system and possess the required ethics in order to guide administrators at the local government level. Leadership that does not understand the impact of policies and procedures on public service delivery is most likely to compromise ethics to suit those who manipulate processes.

Nguyen *et al.* (2014: 1096) argue that employees' actions have a decisive impact on customer attitudes and behaviors. Leadership ethics play a very big role in how employees perform their duties, which informs the attitude of the public. Ethics followed by leaders are informed by the attitude of leaders, which has an impact on service delivery. Organizational success is informed by the ethics of leaders in each institution. A key challenge for many organizations is managing the ethics and behaviors of frontline employees in order to provide a more consistent service experience for customers. One strategy is to control, deliberately, the behavior of frontline employees with service standards.

4.10 Ethical culture and performance in an organization

Alfalla-Luque, Marin-Garcia and Medina-Lopez (2015: 243) suggest that a good relationship between executive management and local government employees strengthens the performance. Internal integration is directly related to external integration, meaning that the decisions taken by leadership will directly affect management and the public. A study conducted by Werner *et al.* (2007: 38) reveals that ethical behavior in the organization is influenced by the ethical culture of the Organization.

Figure 4.3: Ethical culture model



Source: Mey (2004)

Figure 4.3 indicates that many factors influence the ethical conduct of leaders in the organization. Each individual enters the organization with a unique set of values and beliefs, molded continuously and reinforced through social interactions inside and outside the organization. On entering the organization, the person encounters both covert and overt hints that serve as guidelines for daily ethical conduct and decision-making. Organizations such as local government should pay attention to the ethical socialization of its employees, including employees who hold senior positions. The relationship between societal influences, overt organizational influences, and covert organizational influences determines the ethical behavior of the individual (Werner *et al.*, 2007: 38).

Previous studies by Seidman (2015: 1), and Othman and Rahman (2014: 365), indicate many factors that influence ethics in leadership, mainly focusing on the angle of the

socialization influences of leaders. However, none has focused on the psychological impact, intelligence level, emotional intelligence of leaders and relationship with peers as factors that influence ethics in leadership. The researcher looked into factors that affect and influence the ethics of leaders and employees in government institutions or organizations.

4.11 Role of leadership ethics in the local government economy

Local government leadership safeguards the economy of the local government. Unemployment and the high number of citizens who are not economically active in local governments affect the local government economy. Unethical behavior shown by government officials has serious consequences. An example is the arrests made in the case regarding the fabricated quotations and fronting enterprises to defraud millions of Rands that were diverted to one enterprise. The provincial government leadership of Limpopo allowed government officials to abuse government resources and sell tenders to their friends.

This development justifies the assertion that the state is being transformed into one big tender machine for raiding public funds in order to develop a few at the cost of service delivery to the majority. Apart from the arrests, the illegal wealth and property of those concerned must be seized to recover the money stolen from the government. The prosecution and imposition of heavy sentences for persons found guilty will serve as a warning to this plague. In the past, too many people ran away from justice by tabling their resignation instead of facing the penalties of their actions. However, those persons implicated are still innocent until proven otherwise by a court of law. As a result, there is no way of determining what the government has done in connection with fraud, corruption and mismanagement uncovered by the probe (IOL, 2018: 2).

A lack of leadership ethics in the South African government has been identified as the biggest challenge facing government leadership. Gillano (2016: 1) reported that fraud, totaling R19 million in the KwaZulu-Natal Social Development department's Empangeni office shows that unethical leaders abuse public sector institutions. The head of the KwaZulu-Natal Department of Social Development decided to place 35 employees on forced leave of 60 days pending the investigation outcome. At the time of the report, 1

376 grants were administered for foster care children who did not exist. The internal investigations discovered that there were also foster care grants for children whose parents were alive and well and there were grants for people who did not exist. However, all court instructions for the grants were attained from one court, the Ngwelezane Magistrate's court. This report indicates that the South African government does not have ethical leaders.

The mother of all corruption activities in South Africa is the tendering system. Political parties, the ruling party in the main, will not introduce a new system because leaders, friends, and struggle veterans are direct beneficiaries of the tendering system. SAFLII (2016: 5) indicated that the judgment in the deceitful awarding of an R864 million tender to Western Aqueduct in the Pietermaritzburg High Court found eThekwini municipality guilty of gross negligence, sheer inability or a lack of capability. Having found that the officials were stubborn and that they acted in bad faith, they could not rule out unethical behavior. This judgment was a victory for the fight against corruption and unethical behavior in government. The case makes it clear that the granting of this tender was clearly prejudiced and diluted a number of procurement processes. Rather than waste ratepayers' money on appealing the findings of the High Court, the eThekwini Metro should be scrutinizing why and how this happened and should be looking at ways to recover the legal costs of this case from the culprits. Instead, the municipality is trying to protect corrupt and unethical leaders.

The suitable action in this condition would have been to suspend all those officials identified in this judgment, awaiting a full investigation. The action of the eThekwini Metro to appeal the judgment generated the impression that eThekwini is more worried about shielding their officials instead of questioning the unethical and ineffectual conduct that led to the irregular awarding of a tender value of at hundreds of millions, apparently for individual gain. This shows that the lack of ethics in government leadership is pervasive and there is a strong need for a new type of leadership.

Leadership does not only have a responsibility to provide direction for public service delivery, but leaders must also attract investors to bring investments and generate

employment opportunities for the people Msunduzi Municipality is not an exception. Government alone cannot generate employment opportunities for all people, but the private sector must also play a significant role to eradicate poverty. McDonald (2017: 01) states that investors are attracted to cities that create opportunities for them to start a business and a potential profit must also be identified. Private companies are mainly interested in making a profit; and employed people in the process of doing business and generating profit. Investors calculate the amount of profit they will make if given an opportunity to bring business into the country. Unethical activities in many South African municipalities and senior levels of government are primarily caused by the relationship between government officials (either leaders or public servants) and business stakeholders. Business associates pay a certain amount of money to secure their business interests; hence, the interests of the people are sometimes suppressed.

4.12 Contributing factors to the ethical leadership problem in local government

Local political leadership interference affects the efficiency and effectiveness of public service delivery. The lack of effective ethics in local government leadership and employees also affects public service delivery. The inequality in local communities determines the type of public services necessary for the community. Inequalities have to be addressed through projects facilitated by the government in consideration of the needs of the people (Ali, Saleem, Bashir, Riaz and Sami, 2017: 254).

Poor leadership ethics in local government results in poor service delivery. Metropolitan municipalities have more resources compared to the district and local municipalities. Local municipalities are more exposed to corruption and experience poor service delivery due to the financial interventions made by provincial and national government to close the gap between the poor and the rich. However, leaders who are entrusted with the responsibility to lead and transform communities are mainly unethical and abuse public funds (Reddy, 2016: 1).

The classification of local government in South Africa aims at addressing the developmental predicaments created by former Apartheid rule. South Africa is an inter-governmental state, with some central elements of self-governance in municipalities and provincial government. For example, municipalities and provinces have their own limited

autonomy as per the Constitution of the Republic of South Africa (1996). The Constitution functions as the supreme law of the Republic and any other legislation, policies or conduct that is not consistent with it becomes unacceptable and invalid (Madumo, 2015: 155).

Local government in South Africa is overwhelmed with a range of encounters as well as a failure to facilitate and improve development in the communities under which the municipalities serve. Municipalities in South Africa play a vital role in driving the agenda of development of the national government and strengthening the democratic culture within municipalities. The core existence of the local sphere of government is to ensure the easy delivery of services and to further encourage the general well-being of the people living within the jurisdiction of a particular state (Warner and Sullivan, 2017: 8). Public service delivery at the local government level requires ethical leaders. Hence, the criteria to appoint public officials must have a specific ethical requirement. Msunduzi Municipality is a local government with a population that expects service delivery. Effective service delivery requires leaders who embrace good ethics.

The lack of leadership ethics in the South African government's public servants comes with many challenges, badly affecting the public service delivery. Basopu (2016: 1) argued that South Africa has been experiencing many challenges such as corruption, fraud and misappropriation of funds in the democratic dispensation. Municipalities are viewed as the most affected institutions, with the Eastern Cape Province identified as culprit number one for engaging in corrupt activities. Mainly municipal officials, councilors, and members of the public are involved in corrupt practices, in municipalities. Corruption in municipalities will not end if there are still leaders who are directly interfering with operational matters of different components of municipalities. For example, the human resource matters such as employing people in municipalities must be dealt with by municipal employees in the human resource section.

Corruption in South Africa reverses the gains of the democratic government. Misappropriation of public resources and corruption absorbed the nation as a whole into a greater challenge, instead of focusing on service delivery issues. There are circumstances within municipalities where the majority of senior officials who may be in possession of valuable information are always under suspension for wrongdoings. The

majority of Municipalities in the Eastern Cape Province regularly obtain disclaimers or adverse reports from the Office of the Auditor-General (AG). Numerous attempts and interventions by the AG's office and the Provincial Treasury to rectify the situation have failed (Business-Report, 2017: 2).

Msunduzi Municipality also received an audit opinion over the past 5 years. The challenges of leadership crises in municipalities, both administratively and politically, have been critically examined and the lack of ethics is the main cause of such challenges (Dory, 2015: 5). The issue of corruption in municipalities is compromising and impacts negatively on service delivery. Msunduzi Municipality is not an exception. Municipalities are categorized by a number of instances of corruption perpetrated mainly by municipal officials, councilors, and members of society. Bribery, fraud, nepotism, and systematic corruption are some of the forms of corruption that take place in municipalities in South Africa.

(Goncalves and Santos, 2017: 168) there are structures and systems in place to fight corruption, but the truth is that they are very weak and unsuccessful. The important question to be posed and address therefore is how best these challenges can be addressed and how to turn around service delivery to a solid and positive outcome. The Constitution of the Republic of South Africa provides for the advancement and preservation of a high standard of professional ethics in the South African public service. Public resources are vulnerable to abuse by dishonest elements, both inside and outside government, and therefore require careful monitoring and control.

Leadership skills and the capacity of government employees and leaders play a significant role in how those entrusted with the responsibility to provide public service view the importance of the people. Meyer (2017: 04) states that the South African Board for People Practices (SABPP) has developed a national set of standards that guide the skills that must be aligned with government leaders and business leaders. Leaders are expected to have specific skills and the manner in which government employees are employed and leaders elected and deployed must be consistent. Before leaders are elected, specific goals must be drafted and be clearly be criticized and discussed by the people before leaders are elected in order to avoid public disputes, public protests, and

unethical activities. Leadership standards assist with minimizing the high level of contestation and reduce the number in order to allow those who only have a passion and necessary skills to lead people. Human resource practices must be consistent and those who do not meet the necessary SABPP requirements must be removed or not be considered for senior posts at all. In order to avoid unethical behavior, a leadership framework must be developed and be in line with the SABPP at all government levels. Developing uniformity in the standard of leaders and government employees will reduce the under-performance in some government departments including municipalities, whilst improving public service delivery.

South African leaders are not paying enough attention to the expected standards of leadership and government employees. The focus of South African leaders is to provide public services. However, unethical leaders and poor leadership standards cannot equal effective public services. BUSINESSTECH (2018a: 02) reported that the type of individuals that are in leadership positions determines the economic climate in South Africa. Highly skilled individuals assist in ensuring that the government has enough financial resources to provide goods and services for the people. Leadership style contributes to how investors see the government. Ethical leaders with positive ideas and emotional intelligence are likely to attract more investors to the country. On the other hand, Payle (2012: 03) states that the leadership practices of government leaders have an impact on the national economy.

Corrupt government officials suffocate the economy of the country. Managers who do not have proper leadership skills in government institutions must be trained in order to avoid exposure to unethical activities. The fight against favoritism and corruption in government institutions can be reduced if the government employs skilled and effective leaders. Nepotism and intimidation in the South African government remain a big challenge. In South Africa, there is confusion about the successful performance of duties and effective leadership. Successful performance of duties does not automatically mean that an individual is an effective leader. Employees who perform their duties effectively are mainly promoted to senior positions without displaying leadership abilities. Poor leadership ethics can be found even in those who are performing effectively in their assigned duties.

Individual personalities, more so than the training of an individual, determine poor leadership or good leadership. Silver (2018: 02) argued that the experiences of leaders contribute to how they make decisions and determine the ethical position of leaders. Leaders do not just find themselves in leadership positions. Many factors contribute to the emergence of leaders in different positions of power. There are various reasons why individuals want to lead to society or even government institutions. Government institutions have different types of leaders who have various interests and reasons for being in leadership positions. Government institutions have selfless leaders, selfish leaders, ethical leaders and unethical leaders. Some leaders decide to contest a leadership position because they want to contribute to the government.

4.13 Ethical challenges in South African local government

Municipalities who underperform and are corrupt do not only risk being placed under provincial administration, but the process of public service delivery and public accountability is affected. Magubane (2018a: 2) stated that Msunduzi Municipality is under threat of being placed under administration by the Department of Co-operative Governance and Traditional Affairs (COGTA). The opposition parties believe that the reports issued by the auditor-general, Kimi Makwetu, issued the municipality with a disclaimer and the AG cannot form an audit view owing to inadequate documentation provided. This compromises public service delivery in the municipality and has broken the trust between the municipality and the citizens residing in this municipality.

In the report, the AG articulated negative opinions about the municipality's financial compliance and management. In December 2016, the AG also raised concerns about extravagant expenditure connected to people who were on suspension. The AG found that the municipality suffered irregular expenditure of about R150 million and about R11m in unproductive and wasteful expenditure. The municipality also had not properly accounted for its possessions or assets by failing to provide documentation. Msunduzi Municipality had written off more than R300m in consumer debt without a council resolution. This decision impacted badly on the financial conditions of the municipality. Msunduzi Municipality awarded tenders to providers who were in the service of the municipality and whose directors and principal shareholders were in the service of the

municipality. Those individuals who benefited from those contracts had dismally failed to declare their interests. This shows that leaders in this municipality deliberately acted unethically for their own self gain. Such type of leaders are unethical in nature and cannot claim not knowing their actions (Brand, 2018: 5).

Ethical challenges in local government directly affect public service delivery. Dlamini (2019: 05) reported that Msunduzi municipality is facing many ethical challenges and at the center of those challenges is the decisions made by the council and senior managers of the municipality. A mayor of Msunduzi and the executive committee was recalled but the decision to recall the committee does not reverse the decisions made by the committee. Unethical activities that lead to recalling the committee still exist and money that was meant to provide public services was wrongfully used (Ndou, 2019: 01).

Another municipality that is facing similar unethical challenges is the Vryheid municipality. According to Govender (2019: 02), the Vryheid municipality (well known as Abaqulusi Municipality) is facing unethical leadership challenges. Abaqulusi Municipality was placed under provincial administration following behavior of unethical allegations and the mismanagement of municipal funds. The level of nepotism and favoritism was reported as the biggest problem in the municipality. The municipality mismanagement and poor ethical leadership had a bad impact on public services. Eskom switched off electricity in the municipality and many people were without electricity for many days, despite their municipal accounts being up to date. Non-payment of municipal accounts to Eskom by municipal officials affected the accounts of the municipality at Eskom. Municipality leaders and senior employees abused the finances of the municipality. Senior municipal employees manipulated the appointment processes, which gave instructions to human resource officials to appoint their close friends and family members.

4.14 Conclusion

South Africa is facing a dilemma of unethical leadership behavior by government officials. The lack of leadership ethics in government officials in South Africa does not only affect the public service delivery, but also influence citizens to lose trust in government. Misuse and maladministration of public funds delayed public service delivery and caused much anger amongst community members. Government leaders in South Africa behave as if

they are the custodians of public funds and own the public funds, while they are only entrusted with the responsibility of controlling government funds. There is a need for ethical leaders in the South African government in order to improve public service delivery, which will reduce public service delivery protests. The following chapter will discuss ethics, Leadership and Public Service Delivery from a theoretical perspective.

CHAPTER FIVE

ETHICS, LEADERSHIP AND PUBLIC SERVICE DELIVERY: THEORETICAL EXPLORATION

5.1 Introduction

The preceding chapter discussed the ethical challenges and consequences of unethical conduct in South Africa. This chapter provides an overview of ethical leadership theories and their impact on leadership and public service delivery. Svara (2001: 178) states that the public administration perspective distinguishes between political leadership and public administrators. Political leadership refers to elected office bearers who are leading the government for a specific period. Public administrators or public officials are on permanent employment or appointment. They both work together for effective public service delivery. Hence, if one of them defaulted in their responsibilities, public service delivery could be in jeopardy.

Ethical political leadership and ethical public administration are very important because a smooth relationship between the government and the public would result in good public service delivery. Garofalo (2008: 18) suggests that moral legitimacy was necessary for effective public service delivery, but it must be complemented by moral capability, which is a significant dimension of the proficient skills required by good governance. The lack of moral competence and moral legitimacy could lead to corruption and affect public service delivery. Kimeu (2014: 231) study noted that the cost of corruption equals more than 5% of global Gross Domestic Product (GDP) (US$2.6 trillion), with over US$1 trillion paid in bribes each year. This study indicated that corruption directly affected effective public service delivery. Corruption in government did not only involve political office-bearers, but also public administrators. Unethical conduct stifles economic growth and foreign investments. In Africa, in the 1980s and 1990s, at the height of despotism, many countries lost opportunities for economic development through the lack of ethical leaders, which affected public service delivery (Appelbaum *et al.*, 2015: 137).

This chapter focuses on the leadership theories necessary for the analysis of leadership ethics. The chapter articulates clear linkages between leadership ethics, leadership

theories, and public service delivery. This chapter links theoretical and empirical knowledge about leadership ethics in public services.

5.2 Theories of Ethical Leadership

Most people think of ethics as morals and they assume that ethics are rules for distinguishing between right and wrong. Ethics are defined as norms or conduct that distinguishes between acceptable and unacceptable behavior (Resnik, 2011: 10). On the other hand, Ferrell (2016: 15) defines ethics as a moral philosophy or code of morals practiced by a person or group of people. A practical example of ethics is the code of conduct set by a business, organization, or government. Both definitions of ethics are applicable to this study because ethics are examined in individuals and in groups.

Leadership is defined as the capacity to develop a critical vision and to convert that vision into organizational realities (Heifetz and Linsky, 2017: 03). Leadership is therefore a process and not just the personal quality of an individual. Leadership is a series or string of actions that produce something or that lead to a particular or specific result (Lloyd and Mertens, 2018: 29). Leadership is influenced by the character of the leader, as well as by the character of the followers. (Silva, 2016: 3) states that a leader is an individual person who contributes to the collective leaders when decisions have to be made. It was vital to discuss leadership and leadership ethics in this study because public service delivery is mainly influenced by the ethics of leaders.

The lack of leadership ethics by public servants in South Africa affects public service delivery. Public service delivery can improve if all public servants are ethical. Ethical leadership theories are important for public sector leadership because they provide a theoretical perspective on expected leadership ethics. Ethical leadership theories provide a basis regarding ethical leadership Menzel (2016: 4) states that ethical leadership theories provide moral developments which are subjects of longstanding interest to ethics and results in effective service delivery. On the other hand, Sorokin (2017: 632) believes that ethics are influenced by the sociocultural phenomenon. The social well-being of individuals and how a person was raised as a child has an impact on leadership ethics and is not affected by the influence of ethical leadership theories. Leadership theories guide public officials on how to control public funds. Public officials who understand the

purpose of ethical leadership and embrace the mandate given to them by the public would respect their jobs and would never compromise the quality of service delivery for their self-benefit.

Scholars have different views about what constitutes ethics in leadership and what is expected from leaders. Menzel (2016: 4) argues that ethical decision-making and ethical development are subjects of established interest to ethics theorists as well as practicing public administrators. Senior local government officials have a responsibility to oversee and control public service delivery. However, the biggest challenge facing senior local government officials globally is the responsibility to control public funds and other resources. Officials who have full control of public funds sometimes get tempted to interfere with the processes for themselves to have personal benefits. Officials who embrace the mandate given to them by the public and who respect their jobs with high ethical considerations would never compromise the quality of service delivery for their self-benefits (Brown, Treviño and Harrison, 2005: 118).

The cultural belief of individuals influences how they lead society and what ethics a person upholds. Potgieter (2015: 43) states that the absence or even a loss of ethics and morals and lack of ethical education efforts worldwide are failing the international community because if there is no proper control of ethics, there will be an increase in the evils amongst societies. The lifestyle of public officials and particularly senior officials influences the decisions they make. Executive management at the local government level is directly accountable to the people and service delivery is the responsibility of all municipal employees. Local government embraces diversity and the municipality comprises people of different culture and traditions. Leaders who are applying expected ethics towards citizens and employees will always respect the cultural beliefs of everyone without any fear or favor.

According to Obeidat, Tarhini and Aqqad (2016: 200), organizations have to apply a certain model to ensure their survival and achieve excellent performance. Another way for organizations to improve performance is through leadership. Leaders at the local government level are influenced by many aspects, amongst these which the application of organizational ethics, organizational behavior and the actions of all employees. Local

government is the first, level of government and is closer to the people. It is, therefore, expected that local government is ethical. This will portray a good image of the government to the people, which will also improve public service delivery. Good quality public services in local government are influenced by the performance of executive management and effective management is directly affected by leadership ethics.

Storey (2016: 5) states that the link between democracy and leadership is complex because Democratic institutions may be established to curtail the arbitrary power of autocrats, yet leaders may be required to establish and maintain democratic institutions. The executive management controls Service delivery in local government. Executive management might not be involved, directly, in the service delivery but through the guidance and leadership influence of the executive management, service delivery will be effective or ineffective.

Cherry (2012: 2) states that transactional theories, also known as administration theories, emphasize the role of supervision, organization and group performance and the interactions that take place between leaders and followers. These theories base leadership on a method of rewards and punishments.

Van Dooren, Bouckaert and Halligan (2015: 4) indicate that the performance of leaders in organizations is informed by the leadership style that a leader uses. The study focused on leadership theories and organizational performance in public service delivery and the influence of leadership ethics in local government. The following theories on ethics can be applied to ethical leadership at the local government level and will be used as the framework of analysis for this study.

5.2.1 Utilitarian Theory

Utilitarianism is described as a normative theory that puts the locus of right and wrong merely on the outcomes (consequences) of choosing one action/policy over other actions/policies (Mulgan, 2015: 93). As such, it moves beyond the scope of individual interests and takes into account the interests of others. Utilitarian theory is important in public service delivery because it provides guidance to public sector leadership by assessing any action taken by the leadership and the consequences or outcomes thereof (Brown, Treviño and Harrison, 2005: 118).

According to Mill (2016: 338), utilitarianism could only accomplish its end by the common cultivation of honorableness of character, even if each individual is only benefited by the nobleness of others', and his own as far as happiness is concerned is a sheer deduction from the benefit. Utilitarianism is also described as a normative ethical theory that places the locus of right and wrong solely on the outcomes (consequences) of choosing one action/policy over other actions/policies. As such, it moves beyond the scope of one's own interests and takes into account the interests of others. Leadership ethics remains the most important aspect because an ethical leader treats all employees equally and no one will feel rejected by such leaders. Local government leadership that applies this type of theory can improve in a number of areas such as synergy, unity and ethical behavior.

According to Scott (2016: 5), the Utilitarian theory provides criteria that lead to punishment of those who are found to be doing the wrong things. The Utilitarian theory stipulates the types of behavior in public sector institutions that are unacceptable and punishable by law. The moral conduct of public sector officials is necessary, which directly improve ethics in leadership. On the other hand, Davies and Olivier (2016: 2) argue that the Utilitarian theory was developed in Europe at the time of political imbalances and the social settings in communities were not in good condition. Utilitarianism was developed to express the principle of happiness by those who were given the authority to make decisions on behalf of the people. The main reason for the utilitarian theory being established was to emphasize morals, utility, and good principles in leadership. The utilitarian theory provides the consequences for any action taken by leadership and therefore guides public officials in their daily activities. Moreover, those who misbehave would be punished accordingly.

The main proponents of the Utilitarian theory include Bentham (1789) and Mill (1861), Hare (1983) and Singer (2011) (Bauer (2018: 3). These proponents have developed several utilitarian tactics for public administration, which were anticipated to improve public service delivery. The utilitarian theory was developed to also emphasize the development of good character traits as the primary objective and secondly, to provide guidance on performing the right actions. The characters of public servants also

contribute immensely to how public servants perform their work and determine whether officials have effective leadership ethics or not.

Antagonists of the utilitarian theory such as Tobia (2017: 4) argued that the theory did not provide the overall requirements of ethics, but only the utility produced by the knowledge of performing a 'right' act. Therefore, it cannot be used as a measurement of leadership ethics. The contention here is that adherents of utilitarianism should, recognize by their own reasoning, that notions of correctness and wrong are not fundamental to their theory. However, it should be noted that right and wrong actions are determined by the ethics that an individual possesses. Leadership ethics are informed by the Utilitarian theory and the proper application of the theory by public officials would result in effective public services.

The Utilitarian theory has been viewed by Mudrack and Mason (2019: 227) as the best approach to normative ethics in the entire history of philosophy. Utilitarian theory is influential in many leaders globally and mainly in public sector leadership. The utilitarian theory provides clear criteria and types of ethics that are necessary for the process of providing effective public services. The utilitarian theory can therefore not be reduced to simple self-interest. The utilitarian theory also provides a course of action and the expected conduct in public sector officials.

Utilitarianism theory accomplishes its end by the general cultivation of dignity and indicates that even if each individual benefited from the morality of others, leadership ethics could not be attained automatically (Fryer, 2016: 79). The Utilitarian theory also emphasizes the importance of moral conduct in the workplace, which might bring happiness to the employees. Utilitarian theory suggests that ethical leadership combined with morality could lead to effective public service delivery in government only if applied properly. Mill (2016: 338) supports the application of the Utilitarian theory by government leaders and further gives the expression that synergy, unity and ethical behavior could lead to the emergence of leaders with good ethical and moral conduct. The lack of moral consideration by leadership could jeopardize effective service delivery.

The utilitarian theory further assumes that moral plans are necessary to ensure that leadership conduct is ethically upright and applicable in the workplace. There are

utilitarian propositions that are not moral, such as the guidelines of good manners in a specific culture (Bucciarelli and Daniele, 2015: 269). Therefore, government leaders who have good manners do not necessarily exhibit ethical conduct. Unethical behavior in government is not always found in bad leaders, but good leaders are sometimes not ethical.

The Utilitarian theory could thus be used for the analysis of the development at local government level in many countries. Mostly biased leaders who take decisions that do not address the needs of the people populate local government in some countries. Timmons and Byrne (2018: 2) argued that local government leaders lacked moral behavior because of the fatigue of cognitive resources. People are more vulnerable to fraud and corruption when they carry out a duty that is cognitively exhausting and monotonous.

The theory assists public sector executive managers and leaders to create a model that could provide a solution to immoral actions such as accepting a bribe from business associates, stakeholders, or community members. Government officials require sufficient cognitive resources to be able to perform their duties effectively; hence, the government must generate a mechanism that would discourage corruption and bribery. Local government leadership in South Africa mostly considers dangerous decisions like killing people as unethical, whereas asking for money from citizens in the exchange of a tender is also unethical. Failure to enforce the propositions and principles contained in the utilitarian theory by public servants could have serious consequences, such as poor service delivery which could lead to public protests (Johnson, 2017: 146). A respondent, who said, has also confirmed this argument

> Some managers are only enriching themselves instead of applying leadership ethics to provide proper services for the people. Senior managers are sometimes doing their jobs properly, but the general managers are sometimes the obstacle. The politicians and the ruling party mainly control the general managers. Some people were part of the interview process but they were not appointed, while those who did not have qualifications and experience but had political relations with the ruling party were appointed. (Personal Interview 2, June 2019)

The utilitarian theory makes a significant contribution in ethical leadership. This is also supported by Webb (2016: 3) who argued that an understanding of how ethical leadership works reflects on the attributes of the utilitarian theory. Utilitarian theory and ethical leadership constitute important roles. These includes institutionalizing the interests of the people above personal interest; developing formal mechanisms and systems to put more emphasis on ethical conduct; developing an ethical culture and behaving as role models in the society. Others include developing a positive ethical climate to ensure that there are ethical decision-making mechanisms in place; establishing conducive living conversations concerning ethics, norms, and standards among subordinates in public sector institutions in South Africa.

On the other hand, Grobler and Nicolaides (2016: 2) suggests that the utilitarian theory contributes mainly to psychological contracts and firmly guides employees on how leadership ethics must be applied in government. The theory further supports the notion that the ethical behavior of leaders in government is informed by the upbringing of individuals, trends of family behavior and family history. The psychological contract as per the utilitarian theory is further closely aligned to how employees are motivated by the employer as individual motivation plays a significant role in the individual's choice to determine whether a person decides to be ethical or unethical. Motivation in government institutions can either be in the form of financial rewards, incentives, or promotions.

One of the objectives of this study is to analyze perceptions regarding leadership and service delivery, which directly links with the views of Cheteni and Shindika (2017c: 2) that the Utilitarian theory is the system of ethics and governance frameworks in the public sector. In South Africa, the context of utilitarian and ethical leadership can be traced back and be properly explained post the apartheid regime, rather than during apartheid. The Constitution of South Africa (Act 108 of 1996) emphasizes the equality of all citizens and that effective public administration must comprise values, ethics, and principles. The Utilitarian theory is more applicable and relevant to the new democratic dispensation in South Africa, which is the democratic government.

5.2.2 New Public Management Theory

The New Public Management (NPM) concept in public administration was developed for the purposes of providing an analysis of the value of representativeness, political responsiveness and accountability in public services (Alonso, Clifton and Díaz-Fuentes (2015: 643). The NPM theory stresses the responsibilities of political and administrative leadership. The people elect political leaders. In South Africa, the ruling political party to occupy government positions mostly deploys leaders. Administration staff members are employed by the government and sometimes report to political office-bearers. Leadership ethics is expected from all parts of government leaderships in order to have effective service delivery. The NPM theory established the procedures designed to safeguard individual rights and community rights against unethical conduct (Rosenbloom, 2016: 82).

The financial management crisis in public sector institutions forced the government to introduce many changes in public administration. O'connor (2017: 25) avers that the new public management systems have introduced different levels of accountability in government. In order to strengthen the high level of accountability in government institutions, the government considered redesigning the structure and processes of public services. The New Public Management theory suggests that hard priorities must be made and certain areas of responsibility and accountability must be transferred to the private sector. This suggests that the government must not pay private companies for services that were not undertaken by such companies on behalf of the government. Those who are found to have paid private companies for services that were not rendered must be brought to book and account. The New Public Management theory introduced the idea of Public Service Motivation (PSM) and Sustainable Public Management (SPM), but did not include broader discussions on ethics or personal leadership (Greve, 2015: 51).

The new public administration trend is pursuing market mechanisms and effectiveness, which was introduced by the New Public Management theory. The government administration in South Africa that emerged in the 1900s did not consider some of the things that are considered in the new public management. Based on effectiveness, the theory marks an overall and profound overview of the entrepreneurial management spirit,

wherein the administration drives the public service to the market in order to achieve a slight governmental administrative improvement goal (Haynes, 2015: 4).

The indispensable implication of public management goes with the eras, keeping up with or leading development to deliver administrative sectors and private enterprises with practical management connotations, which is subject to the organizational culture and can improve leadership ethics. The use of approaches of private organizations was initiated to emphasize the value of the citizens to the government and to government administration (Denhardt and Denhardt, 2015: 23). The public sector had been viewed as an institution that did not value the importance of the citizens. The New Public Management theory introduced a number of ideas, such as new governance in the public administration. However, the element of ethics is still not properly emphasized. The performance evaluation of employees was introduced based on the job description and not on what the community says about the ethical behavior of employees towards the community (Hu, 2017: 235).

Petrovsky, James and Boyne (2015: 222) stated that the aspect of ownership connected to accountability regimes summarized important differences between public and private organizations. Employees and political leadership in public sector institutions do not see themselves as owners, but as employees. Employees in government institutions need to see themselves as owners for them to take care of the public sector institutions and provide effective public services as if they were running their own businesses. Business ethics and leadership ethics are in high demand in public sector institutions in order to change the behavior of employees in the public service. Public administration faces multiple pressures to invent and advance productivity and effectiveness and to decrease their burdens on taxpayers while sustaining the size and excellence of services delivered to the public (Tomaževič, Tekavčič and Peljhan, 2017: 579).

Public sector institutions in the New Public Management theory include the analysis of the different generations of public sector employees. The invention of new technologies globally and in South Africa in particular forces the government to adapt to the new changes when public services are offered. New technologies have exposed public sector

institutions to fraud and corruption, which affects the ethics expected from government officials (Wirtz, Piehler, Thomas and Daiser, 2016: 1337).

There is a need for the analytical tools of Public Value theory to aid and equip public managers with the necessary skills to understand and advance their practice. The public value chain and the public value account need to be considered properly and clearly, when the government is providing public services. The value of the citizens can be realized if government leaders and employees are ethical and possess ethical leadership skills. Leadership ethics is aimed at providing the analytical tools to re-shape the way in which public managers think and act in government (De Jong, Douglas, Sicilia, Radnor, Noordegraaf and Debus, 2017: 605).

The New Public Management theory emphasizes the importance of public engagement to improve the outcomes of service delivery. Government institutions need to develop a theoretical framework and a model to measure residents' attitudes toward public engagement processes. An ethical leadership model to safeguard the interests of the people and as a tool to improve public service delivery is necessary.

New technologies such as computer systems have forced public sector institutions to change ways of providing public services. New public administration systems affect public service delivery and the proper consideration of various theories such as Deontological theory is necessary. Richardson and Almansa-Sánchez (2015: 196) stated that the traditional ways of providing services to the public were no longer relevant in many parts of the world because of the development of technology. This theoretical concept highlights the partiality of interpretations and the importance of locating material culture.

In other countries such as the United States of America (USA), New Public Management theory is applied within the disciplines that focused on public-benefit and cultural resource management. The New Public Management theory manifests a socially accountable society, reflexive and self-aware community. The theory promotes professional training and public education for the disadvantaged communities and leaders, empowerment and support of indigenous groups (Goncalves and Santos, 2017: 168). Thus, local government leaders need professional leadership ethics training in order to embrace the

culture of leadership ethics. Ethically trained local government leaders are equipped with the skills required to improve public service delivery.

New Public Management theory is applied in public sector institutions in different ways. Paquette, Sommerfeldt and Kent (2015: 31) considered dialogue as an ethical ideal, as well as a step that could be followed to apply NPM theory. Dialogue exemplifies practices and goals that are different from other forms of communication. Consequently, the use of dialogue in development communication practice provides a more comprehensive debate about the dialogue that is needed in public service delivery (Waisbord, 2018: 15).Those in a dialogue must respect differences and attend to the worries of others. Dialogue manifests itself more as a posture, orientation or behavior in communication rather than as a specific technique, or format. Dialogue is a form of communication and as a service delivery strategy requires mutuality, proximity¸ consulting with the public on matters of concern to them, empathy or sympathy for the positions of others, commitment and dedication to achieving a joint understanding of an issue (van Loon and van Dijk, 2015: 62).

According to Vogel and Masal (2015: 116), the New Public Management theory introduced some ideas that need to be embraced in public administration. They further argued that public leadership is a phenomenon worth studying because of the increase in the complexity and ambiguity in public challenges. Public management institutions need to be occupied by people who understand the importance of ethics and moral behavior. NPM theory emphasizes a strong need for the review of public sector positions and the characteristics of public sector employees.

5.2.3 Service Delivery Theory

Effective public service delivery is essential for any public sector institution and there is a strong need to align Service Delivery Theory (SDT) in order to realize effective public services. Reader (2017: 2) posits that the theory of human service delivery consists of an understanding of how government employees perform their activities within systems to deliver public services. Employees are an important resource unlike any other resources in the sense that they add significant value and contribute to how citizens view the

government. It is however difficult to quantify the productivity of government employees as they have different responsibilities.

According to Aryee, Walumbwa, Seidu and Otaye (2016: 483), the main attention of service delivery is focused on the productivity of government employees. Understanding government policies and embracing leadership ethics remain at the center when applying the service delivery theory. The system of holding government employees responsible and accountable in terms of their ethical behavior is of paramount importance. Service delivery theory suggests that leadership ethics contribute to a system that is contingent on service quality. Accountability and responsibility of government employees are informed by the leadership ethics followed by those who are in leadership positions.

In the same vein, Conoley and Gutkin (2017: 14) argue that the reality of effective public service delivery and the proper implementation of service delivery theory cannot be easily realized because of the profession's problems. Government employees who are experts in their specific fields are not free to implement their innovative ideas without consulting political office-bearers who might have less or no understanding at all about the problems and suggested solutions by experts. Poor ethics in government institutions force people with good ethics to either start their businesses or migrate to private sector institutions, which then affect the idea of the service delivery theory to better public services.

Van Eijk and Steen (2016: 31) state that personal experiences contribute to how an individual views leadership ethics and the importance of Public Service theory. Leadership ethics and Public Service theory are crucial for public sector officials. Leadership ethics contribute to how government employees provide services to people. Public sector representatives who have good moral behavior are said to be ethical and more effective in controlling public resources.

Public service delivery is the main reason why government exists and public servants have a responsibility to provide services to the people. Alshammari, Almutairi and Thuwaini (2015: 108) postulate that leadership ethics are important in public services and those who are entrusted with the responsibility to provide services must be ethical. Ethical leadership echoes the measurement of organizational leadership, behavior and culture displayed in the organization when decisions are made. Ethical leadership behavior has

a positive impact on the organization and improves public service delivery. Principles of ethical leadership contribute to public service delivery.

Principles of unethical leadership provide a guide on how leaders must behave and provide guidance on what is expected from government leaders. Service delivery theory is necessary for public services because it assists government employees with how to ensure that the public knows what to expect from government institutions. Mo and Shi (2017: 294) argue that ethical leadership demonstrates the appropriate conduct expected through personal actions in government. Interpersonal relationships of employees and leaders in government institutions contribute to public service delivery. In order for an individual to be regarded as an ethical leader, they must have good morals and good integrity. Moral individuals are ethical and exemplary to society and to government institutions.

According to Downe, Cowell and Morgan (2016a: 899), ethics are the key components necessary for good governance. Ethics play a significant role in public services and the operations of government institutions. Public service delivery theory provides necessary standards that are needed in public service delivery. Public sector institutions need to attract individuals that embrace good leadership ethics and moral behavior. Ethical behavior is of global importance to avoid leaders being implicated in various unethical scandals. Hence the ethical behavior of government leaders must link with the ethical standards that are prescribed by the Public Service Delivery theory. Consequences of unethical conduct and immoral behavior are included in the Public Service Delivery theory. Public Service Delivery theory is of the view that ethical leadership and ethical behavior contribute to improving public service delivery. Bottomley *et al.* (2016: 391) argued that ethical leadership challenges still remain a major challenge globally in many organizations, describe ethical leadership being a key factor in public service delivery.

Leadership ethics have an impact on how employees behave in government institutions. Ethics displayed by leaders in government institutions influence government employees. Service delivery theory gives effect to what type of relationship is expected between leaders and government employees. Ethical leaders encourage followers to be ethical and refrain from participating in unethical activities. Ethical government employees and

ethical leaders in government institutions produce good results and effective public service delivery. Public sector employees follow what their leaders are saying to them and comply with the leadership style that is displayed by leaders. Therefore, unethical leaders affect public service delivery and the integrity of government institutions.

James, Jilke, Petersen and Van de Walle (2016: 84) state that Public Service Delivery theory provides the attributing factors to determine right and wrong in government institutions. The theory focuses on ethical leadership inclusive of political leaders, government employees and the public. Ethics are not only expected in political leaders. Government employees and citizens also need to be ethical. Just one person does not perpetrate unethical activities and corruption, as many people are involved in corruption. Unethical activities have to be discouraged and those involved must be brought to book regardless of their responsibility or the positions they hold in society.

Community members who are unethical often influence government employees with the power they hold and the money they have to gain access to some public services that are not due to them, or sometimes for the purposes of obtaining a special favor. Ethical behavior is important across all areas of society, government employees, political leaders and the public. Public service delivery failure must however be directed to government employees and government leaders. Bias government employees and leaders when public service is delivered must be discouraged at all costs. Anderson and Sun (2017: 78) argued that the service delivery theory is the proponent of ethical leadership in service delivery.

An ethical examination of individuals who are employed in public sector institutions is necessary to give effect to improved public service delivery. Government leaders have a responsibility to coach employees who are under their leadership. The empowerment of government employees relies solely on the ideas of leaders. Ethical leaders will provide ethical guidance to junior employees of government institutions. Sharing of information and transparency by leaders is important to ensure that public services are delivered effectively as there is a connection between ethical leadership and the effectiveness of public service delivery.

A similar study by Shek, Chung and Leung (2015: 218) shows that Service Delivery theory is important for government institutions and private sector institutions. The industrial revolution does not only affect private institutions or industries, but also affects government institutions. Service Delivery theory highlights important aspects that contribute to the effectiveness of public services or customer satisfaction. Service delivery theory requires leaders to be ethical in all the activities of government institutions. Coetzer, Bussin and Geldenhuys (2017: 02) emphasize that service delivery theory provides the characteristics of ethical leaders that are expected in leaders.

Important characteristics include servant leadership and moral behavior in government leaders. Reputable leadership is important, together with ethical leadership in public sector institutions. Service Delivery theory describes the rational and ethical behavior is expected from government leaders. Economic growth and improved public services rely on leaders, hence ethical leaders have the potential of providing good leadership which impacts on public services.

Brammer, He and Mellahi (2015: 327) argue that the Service Delivery theory is not only about leadership ethics and service delivery, but is also about Corporate Social Responsibility (CSR). Corporate Social Responsibility is important and links with public services because the social ills in many societies need to be addressed by government institutions. The Service Delivery theory, through the corporate social responsibility aspect, indicates that government institutions have to address the social issues in society. Government employees are recruited from society and if the society does not uphold ethical views, it becomes difficult for such individuals to uphold good ethics when they are employed in public sector institutions.

5.2.4 Deontological theory

Deontological theory is a theory that comprises many leadership aspects such as ethical behavior, virtue, ethics, morals and values. According to Crisp (2015: 258), the idea that has become mutual is called ‘virtue ethics’ which establishes the third option in ethics in addition to consequentialism and deontology. “Virtue ethics turns out to be a form of deontology (that is, non-consequentialism). It is appealed that virtue might play an important role in an explanation of acting virtuously (as it does in Aristotle’s ethics), but

that such explanations can be charged with ‘double-counting’ the moral value of the virtues”. Deontology is, therefore, an approach to ethics that emphasizes the ‘rightness’ or ‘wrongness’ of actions themselves, as opposed to the ‘rightness or wrongness’ of the consequences of those actions (Consequentialism) or to the character and habits of the actor (Virtue Ethics). Local leadership might have a proper understanding of what is right or wrong as suggested in the deontology theory, but lack morality and ethics.

Lemoine, Hartnell and Leroy (2019: 149) provide a clear criticism of unethical leadership and strongly recommend the application of deontology theory in public sector institutions. A theoretical development of deontology is based on ethical leadership. Moral leadership and virtue ethics are associated with deontology theory. Public sector leadership needs to apply the Deontological theory in order to ensure effective public services. The Ethical leadership’s emphasis on norms and standards brings into line deontology’s essential principles. Reliable leadership’s basis in the leader’s self-awareness and ethical courage is in agreement with the most perilous elements of the virtue ethics approach.

The deontology theory is used commonly and consistently because of moral content, whilst disguising important theoretic distinctions. However, this general method generates three problems. Firstly, to a great degree, government employees and public leaders link ethics, reliability, and servant leadership to mutual results, which define the degree to which improved public service delivery will be realized. Secondly, government leaders classically use common theory to justify the presence of unethical activities in government institutions. Finally, government leaders protect each other for unethical activities against the community and prefer to follow political objectives and views at the expense of the public.

Letwin, Wo, Folger, Rice, Taylor, Richard and Taylor (2016: 744) state that the Deontology theory demonstrates how ethical leadership improves public service delivery. Deontology theory pays more attention to ethical leadership behavior and the performance of senior leaders. The examination of leaders’ performance and the promotion of leaders must be informed by the ethical leadership displayed by leaders. It is therefore important to have public institution supervisors who have a deontological outlook because they are more likely to be seen as ethical leaders. All ethical principles

are worth the attention of government leaders and takes penalties into account in judging the appropriateness of activities. Behavior also determines whether leaders are ethical or unethical, which can also be used to measure the challenges in public services.

According to Huang and Paterson (2017: 1159), regardless of the rules prescribed by government, thoughtful apprehensions persists about the ethicality of professional practices, consequently warning many to wonder what organizations can do to prevent ethical breakdowns in the future. Unethical activities in public sector institutions are always reported, regardless of the consequences to those who were found to be unethical. While government policies have clarified why ethical leadership matters, a transmuted focus on significant ethical outcomes that can inform both ethical deontology theory and practice with effective ways to reduce unethical conduct in government institutions is necessary.

Leaders in government institutions need to view ethics as the greatest factor that determines whether service delivery is effective or ineffective. Avella (2017: 42) states that Deontology theory is not only about right and wrong or good and bad, but it also gives advice to ethics that contribute to good leadership. There is a renowned leadership saying that, “Managers do things right, but leaders do the right thing”. Leaders and managers in government institutions must ensure that ethics are prioritized at all times. Deontology theory provides the necessary principles of agreement between individuals and government institutions. Principles of agreement give effect to what constitutes ethical practice during service delivery. Deontological theory emphasizes the obligation and duty of leaders to take precedence when examining ethical challenges in government institutions. Government leaders must also consider every activity considered unethical by the public as unethical.

5.2.5 Liberalism theory

Ethics in leadership are guided by a number of theories such as the liberalism theory, which mainly focus on individual liberty. According to Amini and Rahmani (2016: 03), liberty can be well-defined in a pluralist society in which the person as humankind with consciousness along with others has the authority to express ideas about his primary, social and political rights and can choose to be liberal. This significant matter is provided

by tolerance and moderation, which are the other principles of liberalism. John Locke (one of the pioneers of liberalism) encouraged (the Tolerance) discussion in the 17th century of a philosophical viewpoint which provided a quite new perspective to scrutinizing uprightness and political moderation. It can be said that moderation and tolerance are the duties of government, society, and individuals, which do not allow meddling in others' activities and ideas, although they are not accepted or approved. Of course as far as these ideas and activities do not overstep others' equal rights, amongst governments that remain publicly committed to liberalism, are those governments who have most to gain from making credible commitments and that should be the ones that are most reluctant to engage in effective ethical standards (Voeten, 2017: 09).

Leadership theorists argue that leaders should be selected based on their values, based on leadership ethics behaviors and their capability to work with other people, Copeland (2016: 17) is also of the same view. Government leaders must be moral, ethical and authentic. The Liberalism theory is of the view that leaders must be self-centered, which is contrary to what is expected from leaders. Individualism contributes to activities performed by leaders. Therefore, individuals who hold strong views of ethical behavior will implement the same ideology in public sector institutions if given leadership responsibility. Government leaders are expected to possess two or all three combined leadership behaviors, which make a significant input into service delivery. Good ethics, authentic leadership style and finally the transformational leadership style is required from government leaders.

Leadership philosophies have proven that ‘‘leaders’’ apply diverse tactics in their use of authority. These approaches and their related results are affected by a larger combination of issues in the leadership process. Reiley and Jacobs (2016: 71) state that liberal leaders use their position to influence decisions in their institutions. Liberal leaders believe that their decision is final and that everyone in the institution must think like them. Liberal leaders are not democratic leaders and the danger of this leadership approach is that even if leaders behave unethically, no one will be able to criticize or disagree with such leaders as Liberal leaders do not listen to suggestions or take ideas from other people,

but implement their own ideas. Liberalism theory is a good theory of leadership in private sector institutions because of the nature of private organizations.

In public institutions, Liberalism is needed but not in its full application. The important aspect of the liberal theory that is relevant in public sector institutions is the ability to take firm decisions even if other people disagree. Government leaders must take firm decisions even if other people have differing views, but those decisions must be ethical and favor the public. On the other hand, Picard and Mogale (2015: 03) argue that the liberal theory is important for government leaders because it emphasizes the division of power and duties.

Liberal theory avoids a situation where everybody is a leader, a center must hold at all times. Everyone will know their powers and never overstep their authority in government activities, which is more likely to avoid unethical activities. Under the liberal leadership theory, the possibility of development is slim, but leaders apply what has been applied somewhere. Liberal theory in government also assists with reducing the conflicts over decisions between government employees. The majority of the popular views in meetings are not necessarily implemented because a specific person or position must determine the outcome of every point. Liberal leadership theory has its own implications like any other theory. Hence, if anything goes wrong, everyone is blamed in the institution. Likewise, if everything is good, everyone is praised for good work.

Liberalism has limitations and shortfalls like any other theory. However, this theory emphasizes what is expected from leaders. Leaders are expected to provide direction and in some instances, their decisions might not favor everybody in the institution. Acharya (2017: 272) states that the myths, limitations, and assumptions about this theory are that liberal leaders are self-centered and they mainly commit mistakes without noticing and do not seek advice from other people.

Liberal leaders in many cases acknowledge their mistakes and listen to what the followers and leaders say. The importance of Liberal theory is that individual leaders who are ethical in their conduct will always advocate for ethical governance in government institutions. Leaders in government institutions are, therefore, expected to be ethical and those who have a responsibility to make decisions must be allowed to do so without any fear. Even

though the Liberal theory is associated with leaders in the military who take decisive decisions without considering the views of other people the application of liberal theory in government institutions, is quite different. Liberal order in government institutions is given after thorough deliberations have unfolded and includes all role-players.

Ginsburg, Huq and Versteeg (2018: 240) are of the view that Liberal theory creates liberal constitutionalism, which affects the Constitution. In South Africa, the liberal approach will not affect the Constitution, but it will highlight the implementation of government policies. Expecting all leaders or all stakeholders involved in government activities to implement policies and to make decisions on critical issues has caused many delays in public service delivery. The liberal approach in government institutions will assist in implementing some policies and decisions that have already been made. Some view Liberal theory as the proponent of a dictatorship approach, but this theory is not necessarily about dictatorship, as it is designed to speed up the process of implementing public service delivery.

5.2.6 Cultural Relativism theory

According to Fraise and Brooks (2015: 7), there is a clear relationship between culture and leadership and it is important to consider alternate visions of this relationship. However, this study reviews culture more as a reflection on certain key constructs and possible alternatives, focusing particularly on culturally relevant leadership. For a more pointed critique of the way culture is misconceptualized in local government leadership literature, the study draws primarily on research that recognizes the complexity of culture, of leadership and of the ever-changing nature of their relationship. The study also looked into how leaders use their power towards subordinates, especially young employees.

5.2.7 Ideological theory

Sidani and Rowe (2018: 3) postulate that ideological leaders also use a vision-based approach to leadership, but their vision is contingent upon a specific belief system that appeals to like-minded individuals. Ideological leaders use their vision to highlight the importance of remaining true to a specific set of values that are often founded in tradition or past events. They tie their vision to emotionally salient experiences that bind groups of likeminded individuals together through their commitment to their shared belief system. Ideological leaders are most effective when they are able to connect their shared belief

system into a specific pathway, addressing the cause of a problem relevant to the followers they target with their influence.

The values shared by a group provide clarity on how members should approach the enforcement of the vision. Ideological leaders use past events to provide a common reference point for group members in order to facilitate follower sense-making activities by limiting the uncertainty and anxiety associated with thinking about an unknown future. The potent identity that ideological leaders create for their followers leads to the development of highly cohesive groups that are extremely committed to the values-based vision of the leader. Ideological leaders are not automatically ethical leaders, but the ideology of an individual has a high possibility of being successful if guided by ethics. Local government leadership is known to be ethical. Therefore, this study looked into the ethical perspective of local leadership towards other employees and towards community members within Msunduzi Municipality.

5.3 Conclusion

In conclusion, this chapter provided a discussion about the role of ethical leadership theories in government and showed that all ethical leadership theories are relevant to government institutions. The study adopted the New Public Management theory as the relevant theory because this theory emphasizes the importance of ethics, morals, and trust of public officials. Many ethical approaches can be used in government to support the importance of leadership ethics in public service delivery. Ethical leadership theories are commonly used to show the importance of leadership in the humanitarian orientation and the justice orientation. All these ethical approaches appeal to the emotions because it deals with equality and the dignity of humans. In fact, these ethical theories are considered important as that they are normally used interchangeably without weighing one over the other. These ethical theories require a leader to look outward and seek answers to moral dilemmas that may reach further than the natural instinct towards ethics. This process requires information gathering and analysis in order to determine an ethic. Many leaders and ethicists do not consider the process of gathering and analyzing data to be a necessary task in creating an ethic. The following chapter, Chapter Six, will discuss the research methodology used for this study.

CHAPTER SIX

RESEARCH METHODOLOGY

6.1 Introduction

This chapter summarizes the objectives of the study and delivers an outline of the basis for the choice of design that evaluates the suitability of the outcomes. The process applied in the administration of the data assembly instruments, the collection methods and the analysis thereof are presented herein. This chapter also provides an understanding of the need for ethical deliberations and how they were upheld in the study. The following section presents the research methodology in relation to this study.

The mixed research methodology was used in this study to administer questionnaires to portfolio management and certain employees, while executive management was interviewed at Msunduzi Municipality. The justification for choosing these participants/respondents is that they are the main players in the daily operations of public service delivery at Msunduzi Municipality. Furthermore, they are accountable to the Auditor General and to the people of Msunduzi Municipality concerning public service delivery. Moreover, structured interviews were piloted amongst portfolio management and executive management. Recommendations have been provided for the best usage of leadership ethics in Msunduzi Municipality for the purpose of promoting new or progressive strategies that will improve ethics in leadership and improve public service delivery in Msunduzi Municipality. In addition, the study will further assist portfolio management and executive management to embrace the need for a sense of dynamism in public service delivery. The significance of the research is that it provides lucrative incentives to improve ethical leadership for public service delivery in the municipality, which can contribute to better public services.

6.2 Research design

Research design serves as a roadmap to a study and provides proper guidance to a researcher on how to undertake a particular study. According to Bellamy (2012: 21), the research design is regarded as the way in which data will be created, collected,

constructed, coded, analyzed and interpreted in order to enable the researcher to draw warranted descriptive and explanatory inferences. Cresswell (2009: 67) indicates that qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures; collecting data in the participants' setting; analyzing the data inductively, building from particulars to general themes; and making interpretations of the meaning of the data. The final written report has a flexible writing structure. Quantitative research is a means for testing objective theories by examining the relationship among variables. These variables are typically measurable by instruments, so that numbered data can be analyzed using statistical procedures. The final written report has a set structure consisting of an introduction, literature; and theory, methods, results and discussion.

Cresswell (2014: 41) states that the researcher only selects quantitative, qualitative or mixed methods to conduct the study. Research design is the plan consisting of procedures to be followed for a study. In recent years, more and more researchers in science have been turning to the practice of combining qualitative and quantitative methods in the same study. This approach of using mixed methods creates possibilities to study the various issues encountered in more depth.

Kowalczyk (2014: 3) implies that surveys are the best in collecting data because questionnaires can directly be used to collect data from research subjects or respondents. Blessing and Chakrabarti (2009: 2) suggest that a typical characteristic of research design aims at understanding the phenomenon of design and also at using this understanding in order to change the current situation. The latter requires more than a model (or theory) of what exists: It also requires a model of what would be desirable and how the existing situation could be changed into the desired.

Wells and Wollack (2003: 19) describe qualitative research as primary exploratory research which is applied by the researcher to understand the reasoning for certain actions or problems. Individual interviews are conducted with respondents and on the other hand, the quantitative method is used to quantify the problem. In this study, both methods were used: the quantitative and qualitative. Ethics of senior municipal officials

were examined, which is part of the qualitative data, and the different types of leadership ethics were discussed. This is normally known as the mixed method approach which has an advantage in finding facts in studies and addresses the research objectives and research questions. The research design implemented for this study was the mixed method approach as data was collected by means of questionnaires and interviews.

6.3 Population\target population

A scientific study requires a target population that will be used to generalize the findings of the study. Spyratos, Haidich, Chloros, Michalopoulou and Sichletidis (2017: 11) state that the target population is the entire set of units for which the survey data are to be used. The target population refers to the units that the study is meant to generalize upon. All employees of Msunduzi Municipality could provide information that is needed in the study. However, due to time and financial constraints, the study used the sampling system as further explained below. CourseHero (2014: 01) suggests that the most important reason that is not mentioned by many researchers is to avoid destruction during the investigation because there will not be a proper order when all the target population is investigated. In this study, the target population consisted of 10 portfolio managers of Msunduzi Municipality, 11 executive managers of Msunduzi Municipality and 3300 Msunduzi Municipality employees, representing the collective that is responsible for public service delivery. The target population was as follow:

Table 6.1: Target population

Portfolios (10)	Executive management (11)	Employees (3300)
(Mayor and Financial Portfolio Chair), (Deputy Mayor and Infrastructure Services Portfolio Chair), (Speaker), (Sustainable Development and City Enterprise), (Community Services), (Municipal Public	**Municipal Manager :**(Acting City Manager) **Chief Financial Officer:** **Communications Officer:** **LED Officer:** **Other Senior Management:** (General Municipal Manager: Community Services), (Acting General Municipal Manager: Infrastructure Services), (General Municipal Manager: Corporate Services), Internal audit manager.	3300

Accounts members)		

The above table indicates the target population from which the researcher collected data. The sampled target population differed according to the level and responsibility of respondents. The study focused on leadership ethics and in order to find out the views of everyone, it was important that junior employees were also included in the study. In order for the researcher to find facts, it was important to ask questions that addressed the objectives of the study and some answers were only found from junior employees about executive management and the ethics of management. Terhanian and Bremer (2012: 751) state that it is common today for researchers to use more than one sample source for some types of project, such as a tracking survey that measures change over time.

6.4 Sampling method

Scientific research require a scientific method to select research participants in the study. Palinkas, Horwitz, Green, Wisdom, Duan and Hoagwood (2015: 03) posit that sampling involves identifying and selecting individuals or group of individuals that have knowledge about a phenomenon of interest. Availability and the willingness to participate in a study are also considered an important aspect when sampling is done. The simple random sampling method was used because the whole population and sampling frame were available (Hanlon and Larget, 2011: 10). On the other hand, Fong (2013: 17) postulates that sampling assists in identifying the respondents that will be available for obtaining the required data for the study and participants must voluntarily avail themselves for the study.

6.5 Sample size

A sampling size table developed by Krejcie and Morgan (2011: 607-610) was used to determine that the appropriate sample size for this study was 10 portfolio managers, 11 executive management and 333 employees of Msunduzi Municipality, using the following formula:

$$n = X * N * P * (1 - P) \,/\, ME^2 * (N - 1) \; + (X^2 * P * (1 - P)$$

The formula is interpreted as follows: N=sample size, X^2=square for the specified confidence, population proportional, ME is the desired margin error. Msunduzi Local Municipality has 10 portfolio managers of Msunduzi Local Municipality; 11 senior Municipal officials; 3300 employees and conducting the surveys in all municipal employees was not feasible because of limited time and limited resources for the researcher. A total of 354 respondents was proposed to participate in this research study. The researcher sent a request to the participants to conduct a face-to-face interview with 11 executive managers and hand-delivered questionnaires to 10 portfolio managers and 333 staff members of Msunduzi Municipality as cited in Table 6.2 related to sample size. Random selection was used to randomly select 333 employees of Msunduzi Municipality.

Table 6.2 Sample size

Msunduzi municipality	**Participants' category**	**Number of participants**	**Data collection method**	**Relevance for study**
	Executive Managers	11	Face-to-face Interview	Executive managers are responsible for the day-to-day operations of the municipality and take public service delivery decisions. Ethical leadership is expected at this management level.
	Portfolio Managers	10	Face-to-face interview Questionnaire administration.	Portfolio managers play a significant role in decision making which affect the public service delivery of the municipality, portfolio managers could provide accurate information to the researcher.

	Municipal employees	333	Questionnaire administration	Municipal employees are tasked with implementing decisions made by the senior leadership of the municipality and employees plays a big role in public service delivery. Employees could provide accurate information to the researcher.

Msunduzi Municipality is under administration. As a result, many employees were not comfortable with returning the questionnaires. However, 180 fully completed questionnaires were received. Nine questionnaires were received fully completed from the portfolio chairperson of the municipality and the researcher successfully conducted 9 interviews.

6.6 Measuring instrument

Primary data was collected through self-administered questionnaires that were personally administered by the researcher to 10 portfolio managers, 333 Employees and he interviewed 9 executive managers. The advantage of the questionnaire was that it assisted in finding accurate and correct information as per the responses of the respondents. Self-administering questionnaires made it easier for the respondents to ask the researcher clarity seeking question. The questionnaires were available in both IsiZulu and English to accommodate those who might have understood English, IsiZulu is the dominant language in the area (StatisticsSA, 2017: 15).

The questionnaires were a mix of structured closed-ended and open-ended questions. The majority of questions were closed-ended questions to address the objectives of the study. The questions were informed by the literature review, as well as by developed questionnaires used in similar studies. The interviews were conducted in English and interpreted in IsiZulu for executive managers who preferred to be interviewed in IsiZulu. The researcher used Standardized Open-Ended Interviews because it allows participants to contribute as much detailed information as they desire. Moreover, it allows the

researcher to ask probing questions as a means of follow-up. Standardized open-ended interviews are likely the most popular form of interviewing utilized in research studies because of the nature of the open-ended questions, allowing participants to fully express their viewpoints and experiences (Turner III, 2010: 756). The researcher travelled to Msunduzi Municipality for face-to-face interviews and gave out questionnaires to participants in June 2019.

The structure of the instruments used was as follows:

6.7. The Structure of the instruments

Msunduzi Municipality employees

6.7.1. Section A: Personal profile

Under this section, 8 questions were asked from the employees of Msunduzi Municipality. The **first question** was to indicate gender:

The objective for asking this question was to find the quantity of gender representation across Msunduzi municipality employees. This variable provided the gender of respondents and the responsibilities they have in the municipality. Cross-tabulations were performed to show the relationship between gender and the age of respondents (StatisticsSA, 2017: 10).

Question two was about the ages of respondents. The purpose of this variable was to find out the ages of respondents. Changes in technology and new developments as a result of the fourth industrial revolution informed the researcher to ask respondents about their age group because age has an impact on how public services are delivered as there is a new way of doing work. New materials and equipment used in government institutions showcase public service delivery and increase productivity (West, 2004: 15).

Question three was about the level of qualification of respondents. Respondents were asked their level of education. Respondents were expected to indicate their level of education using the following options in sequence: No formal education, Grade1-Grade 11, Grade 12, Certificate, Diploma, Degree and Postgraduate.

Question four was about the marital status of the respondents and each respondent was expected to indicate their marital status. Respondents were expected to indicate whether

they are single, married, widowed or divorced. The government of South Africa encourages government employees to get married and further provides incentives in the form of salary increases to those who are married. Marriage in this sense is viewed as an additional personal responsibility for public servants and warrants reward. Married people are perceived to be more responsible and the behavior is expected to be morally motivated and ethically balanced (Houston, 2005: 68).

Question five was on the number of years the employee has worked for the municipality. The number of years an employee has worked for the municipality was an important factor which contributed to how the respondents responded to the questions. The more years an employee worked for the municipality, the more exposed the respondents were to the ethics of the municipality. The purpose of this variable was to find the number of years respondents have worked for the municipality.

Question six was about the terms of employment for the respondents. Respondents were expected to indicate whether they are permanent or contract workers. It was important to include this question in the measuring instrument because this variable was aimed at associating the response of the respondents with the type of employment.

Question seven was about unethical conduct. The respondents were asked if they have suspected unethical conduct in the municipality. **Question Eight** directly linked with this question because respondents were asked to indicate what they have done if they suspected unethical conduct.

6.7.2 Section B: Service delivery

Section B of the employees' questionnaire consisted of five questions. However, question 3 had 6 sub-questions which were multiple-choice questions, while question 5 had 14 multiple-choice questions.

Question one was about knowledge of unethical leaders at the municipality. Respondents were asked if they know unethical leaders who were charged for unethical conduct at Msunduzi Municipality. **Question two** was on the action taken by respondents about their information on unethical leaders at Msunduzi Municipality. Both variables were very important for the study because public sector institutions are vulnerable to unethical

leaders and no one is taking firm action against unethical conduct or behaviors in public sector institutions (Bullock, Stritch and Rainey, 2015: 480).

Question three was about the rating of public service delivery by the municipality to the people residing in the Msunduzi area. Respondents rated the service delivery by indicating whether they strongly disagree, disagree, neutral, agree or strongly agree. The sub-questions asked were the following: water supply, electricity supply, low-cost housing supply, public roads construction, pedestrian passages and refuse removal. These variables were important to ask because public sector institutions have leaders who use money in the name of service delivery in different services, but the money ends up not being used for such services that they were allocated for (Shafritz, Borick, Russell and Hyde, 2016: 53).

Question five requested respondents to rate Municipal management leadership for the purposes of finding out if municipal leaders are ethical or not. The following questions were asked and the respondents were expected to rate the leaders Articulate: Communicates effectively with you. Perceptive: Is discerning and insightful. Self-confident: Believes in himself/herself and his/her ability. Self-assured: Is secure with self, free of doubts. Persistent: Stays fixed on the goals, despite interference. Determined: Takes a firm stand, acts with certainty. Trustworthy: Is authentic and inspires confidence; Dependable: Is consistent and reliable. Friendly: Shows kindness and warmth. Outgoing: Talks freely, gets along well with others; Conscientious: Is thorough, organized and controlled; Diligent: Is persistent, hardworking, Sensitive: Shows tolerance, is tactful and sympathetic; Empathic: Understands others, identifies with others.

6.8. Msunduzi Municipality portfolio chairpersons

The questionnaire was also used as an instrument to collect data from portfolio chairpersons of Msunduzi Municipality. The questionnaire was divided into two sections: section A and section B.

6.8.1 Section A: Personal profile

Section A consisted of 11 questions. The following questions were asked from the portfolio chairpersons. Questions 1 to 11: gender of the respondents, highest level of education, current position held by the respondent, number of years worked by the respondent in the municipality, familiarity with the code of ethics of the municipality, applicability of code of ethics by the municipality, ethical challenges and the impact of a lack of ethics on public service delivery.

6.8.2 Section B: Leadership ethics profile

Section B consisted of 15 questions. Respondents were asked if their actions match their thoughts; number of years in leadership position; if they have been in a senior position in government before; if they thought Municipal leaders need certain qualification or skills to be able to execute their duties; If they have attended ever attended any leadership ethics training workshops; if the training was beneficial or not; how they reward loyalty; how they handle whistle-blowers; if they over-promise; and how they communicate with the community.

6.8.3 Msunduzi municipality executive management interviews

The researcher conducted interviews with the respondents as a form of data collection instrument. The following information was collected from the respondents: They were asked if they think leadership ethics are necessary for the executive management of Msunduzi Municipality; types of action they consider as unethical conduct at Msunduzi Municipality; if they have seen unethical conduct at Msunduzi Municipality; if they thought leadership ethics contribute to public service delivery at Msunduzi Municipality; the person or people responsible for the qualified audit opinion that Msunduzi Municipality received from the Auditor-General over the past 5 years; the period they worked for the municipality; ways of improving public service delivery; and they were asked if they think the executive management follows the expected code of ethics and code of conduct .

6.9 Data analysis for the quantitative method

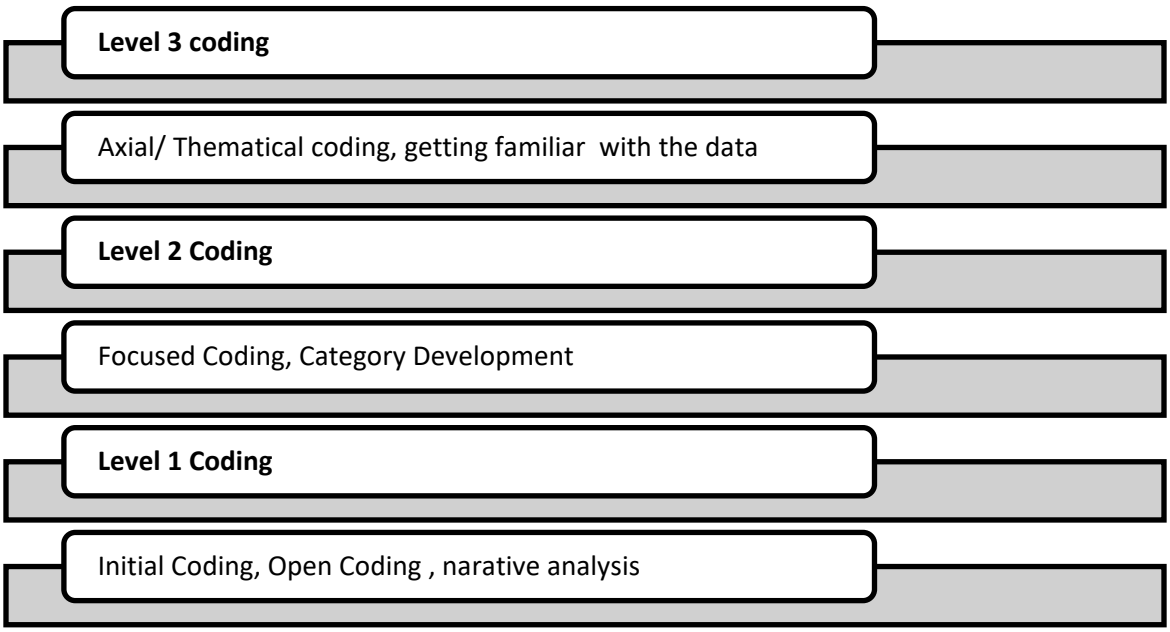
Collected research data must be analyzed and interpreted in a way that is understood. Quantitative data analysis concerns the analysis of statistical data. According to Chambers, Cleveland and Kleiner (2018: 20), the dimensional data graphical methods help to probe the relationship and association between the two variables. On the other

hand, Silverman (2018: 2) states that the use of density estimates is the investigation of the properties of a given set of data. Density estimates can give a valuable indication of such features as skewness and multimodality in the data. In some cases, they will lead to conclusions that may then be regarded as self-evidently true, while in others, all they will do is to point the way to further analysis and/or data collection. Data collected through questionnaires were cleaned, sorted, coded and captured for analysis using the statistical package SPSS. The analysis involves descriptive statistics in the form of frequency tables and charts.

6.10 Data analysis for the qualitative method

Qualitative data that is collected from the respondents of a study must be analyzed. According to Hahn (2008: 6), the qualitative researcher focuses on data elements that are most likely to yield answers to the intended questions. The following coding terms and formula were used to generalize the descriptive purpose of the study:

Figure 6.1: Coding formula



Qualitative studies are usually not designed to allow systematic generalizations to some wider population. Generalization, in qualitative research usually takes place through the

development of a theory that not only makes sense of the particular persons or situations studied, but also shows how the same process, in different situations, can lead to different results. Generalizability is normally based on the assumption that may be useful in making sense of similar persons or situations, rather than on an explicit sampling process and the drawing of conclusions about a specified population through statistical inference (Huberman and Miles, 2002: 19). The researcher used level 1 coding because the interviews had a raw qualitative data, which was required for the interpretation. The researcher used tables, graphs, and charts to further unpack and analyze the qualitative data.

6.11 Pretesting/ Pilot

It is important to conduct a test of a study before a full study commence in order to identify loopholes and challenges in the instruments that are used to collect data. Hunt, Sparkman and Wilcox (1982: 269) suggests that pretesting is important in Survey research because authors summarize the current state of the art and report results from an empirical investigation on the effectiveness of respondent verbalization in pre-testing. Hilton (2017: 2) states that the fundamental issues associated with pre-testing are the specific items that should be pre-tested and the methods to be used, including people who will be pre-tested. A pilot test is a mini-version of a full-scale study or a trial run done in preparation of the complete study, which gives the researcher a clear vision of the research topic and questions, the techniques and methods which will be applied and what the research schedule will look like. Furthermore, the pilot test of the current research can therefore be defined as both a feasibility study, as well as a pre-testing of instruments, questionnaires and interviews. The pilot test was used to attest the validity of questions asked and to check if they are understandable. Therefore, a pilot test for this study assisted the researcher in determining if there were any flaws, limitations or other weaknesses within the interview and questionnaire design. It allowed the researcher to make necessary revisions prior to the implementation of the study. Pre-testing for this study was conducted with three Msunduzi Municipality employees, three portfolio chairpersons. The results of the pre-testing were not used in the analyses of the results.

6.12 Delimitations/scope

The study was conducted in Msunduzi municipality on municipal employees. Since municipalities are a much-politicized environment, the study was done cautiously. Due to the recent political killings and the preparation of the 2019 national government elections, the respondents did not have enough time to participate in the study. The study used the case of Msunduzi Municipality, hence it was unrealistic to assert with certainty that the findings of this study can be generalized to the entire scope of South African municipalities. This is because of the focus on leadership ethics and the recommendation based on the model, which can be used at Msunduzi Municipality.

6.13 Limitations

Huberman and Miles (1994: 428) imply that all studies have limitations. It was therefore very important to discuss the limitations related to the study. Limitations are regarded as the characteristics of the design that influenced the application or interpretation of the results of the study. In this study, the communication procedures and rules limited some employees to divulge some information to the researcher.

6.14 Validity

The validity is considered as the degree to which the statements or information received is approximate to the truth. It is also conventional to distinguish between construct and conclusion validity and between internal and external validity (Bellamy, 2012: 21). To ensure the validity in this study the researcher conducted a pre-test as a means to remove ambiguities and to ensure that questionnaires are aligned to the aim and objectives of the study

6.15 Reliability

Reliability has to do with how data is measured using codes in the qualitative data set. The internal consistency system was used to test the consistency of information or data received. Coding consistency is when each time it is used on the same data, it yields the same measure on the same data and produce the same measures or results (Bellamy, 2012: 21). In this study, the reliability was addressed by measuring the consistency using

the Cronbach Alpha, which ranges from 0 to 1.00, with values close to 1.00 indicating high consistency. The high test should have internal consistencies of at least 0.70 (Wells and Wollack, 2003: 12). For this study, the reliability consistency is 0.802.

6.16 Anonymity

When respondents completed questionnaires, they were not required to reveal their names and contact details and also their portfolios. The completed questionnaires will be stored by a researcher for a period of 3 years and thereafter shredded or destroyed. Anonymity is very important to maintain because some information is not allowed to be communicated by people who are not authorized, and the information has to be treated as confidential at all times. According to Davis (2017: 1), anonymity means that the researcher will not reveal the identity of the participants in the study. It is important to tell respondents not to sign their names in order to guarantee anonymity.

6.17 Confidentiality

Confidentiality is very important to maintain because some information is not allowed to be communicated by people who are not authorized and the information has to be treated as confidential at all times. The respondents will be kept as secret and only known by the researcher. According to Davis (2017: 1), confidentiality means that the respondent's identity is known to the investigator but protected from public exposure. The researcher will keep any identifying information out of published reports. It is best for the researcher to maintain as much confidentiality as possible because it is difficult to predict how people's answers might be interpreted or used by others.

6.18 Ethical considerations

It is very important to respect people and their space. Asking for permission before administering questionnaires was very important and therefore, the researcher gave letters of information and consent to the participants. The researcher adhered to the ethical standards required by the Durban University of Technology throughout the study. An ethical clearance letter with the reference number 108/18FREC was received from the University committee before conducting the study. According to the Centre-For-Innovation-In-Research (2017: 1), ethical considerations in research are critical. Ethics

are the norms or standards for conduct that distinguish between right and wrong. They help to determine the difference between acceptable and unacceptable behaviours.

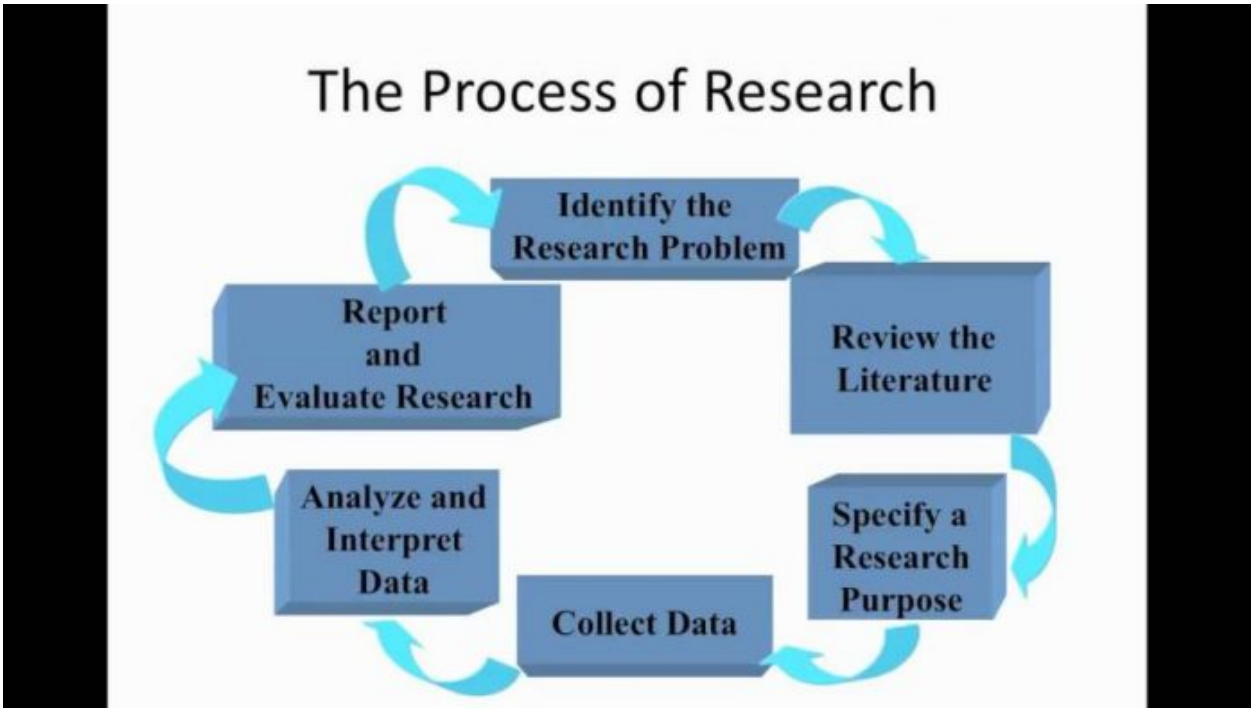
Ethical considerations in research are important because ethical standards prevent the fabrication or falsifying of data and therefore promote the pursuit of knowledge and truth which is the primary goal of research. Ethical behavior is also critical for collaborative work because it encourages an environment of trust, accountability, and mutual respect amongst researchers. Researchers must also adhere to ethical standards in order for the public to support and believe in the research. The public wants to be assured that researchers followed the appropriate guidelines for issues such as human rights, animal welfare, compliance with the law, conflicts of interest, safety, health standards and so on (Patten and Newhart, 2017: 3).

6.19 Conclusion

This chapter comprehensively explained the research design in terms of the theoretic and procedural approaches used in this study. The main objective of this study was to examine the extent to which ethical leadership affects public service delivery at Msunduzi Municipality.

This study applied both the quantitative and qualitative research approaches, questionnaires for the pretesting and main study, and descriptive and inferential statistics. The aspects of this study are summarized in figure 6.1, which is illustrated below:

Figure 6.2: The process of research



Source adapted from Campus Career Club (2019)

The data collection and data analysis approaches for the study were informed by the nature of the problem that was researched. Portfolio chairpersons and municipal employees responded through questionnaires, while the researcher personally interviewed the executive managers. The next chapter (Chapter Seven) provides the results of the quantitative data. The results of the quantitative data of this study are clearly discussed with the use of charts and graphs.

CHAPTER SEVEN

PRESENTATION OF RESULTS OF QUANTITATIVE DATA

7.1 Introduction

Chapter Six outlined the research methodology used for this study. This chapter reports on an empirical study undertaken at Msunduzi Municipality. Questionnaires for Executive portfolio chairpersons, general employees and a semi-structured interview schedule for executive management were the instruments utilized for the study. The objectives of the study were to examine the extent to which ethical leadership affects public service delivery at Msunduzi Municipality, and to investigate perceptions of employees regarding leadership at Msunduzi Municipality; to investigate the perceptions of executive managers regarding leadership at Msunduzi Municipality and to suggest a leadership model that can assist to improve service delivery from an ethical perspective at Msunduzi Municipality.

The total number of 10 questionnaires were distributed to 10 executive portfolio chairpersons and 9 questionnaires were received with responses and 180 questionnaires were received from the general employees of the municipality. The researcher personally distributed 10 questionnaires to 10 executive portfolio chairpersons, but only 9 questionnaires were properly completed. The researcher distributed 333 questionnaires to the municipal employees and only 180 questionnaires were received and properly completed. Interviews were conducted with 7 executive managers of the Municipality. Questionnaires and interviews were designed to address the objectives of the study. Interviews will be analyzed in Chapter Seven. The data collected through questionnaires were analyzed using SPSS version 21.0 and NVIVO version 12 for the qualitative data. Descriptive statistics are presented in graphs, cross-tabulation and tables. The findings are linked to previous chapters, from Chapter 2 to Chapter 5.

The questionnaire for the portfolio chairperson comprised of 26 questions, with 31 questions for the general employees of the municipality. Interviews consisted of 8 semi-structured questions. Questionnaires were structured as follows:

- **PORTFOLIO CHAIRPERSONS**

SECTION A: PERSONAL PROFILE

11 questions

Section B: LEADERSHIP ETHICS PROFILE

15 questions

- **GENERAL EMPLOYEES**

SECTION A: PERSONAL PROFILE

8 questions

SECTION B: SERVICE DELIVERY

23 questions

7.1.2 Reliability and validity

(Noble and Smith, 2015: 34) assert that assessing the quality of a study is crucial if results are to be used in practice and combined into care delivery. Reliability is designed to provide assurance that the research results would be reliable even if it is repeated, whereby the same results will be found (Bless, Higson-Smith and Kagee, 2006: 156). Validity refers to the accuracy of the findings of the study and certain procedures must be employed (Creswell and Poth, 2017: 201). A reliability coefficient of 0.70 or higher is acceptable for the research. Two research methods were applied in this study (self-administered questionnaires and interviews) to collect data in order to ensure that the validity of the study is well enhanced.

7.2 PRESENTATION OF RESULTS FOR MUNICIPAL EMPLOYEES

SECTION A: BACKGROUND (Q1- Q5)

This section focuses on the background information for the purposes of profiling the portfolio chairpersons and the general employees of the municipality. A total of 180 general employees participated in the study, along with 9 portfolio chairpersons. All questionnaires were properly completed. The researcher assisted all the respondents in terms of the understanding of any questions in the questionnaire.

7.2.1 Question one: Gender

The purpose of establishing the ratio of gender representation in the municipality was to find out if the transformation agenda of the national government is included in the municipality. This variable captures the gender of respondents in the municipality. The following table indicates the gender representation of the municipality.

Table 7.1: Gender representation of general employees

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	67	37.2	37.2	37.2
	Female	113	62.8	62.8	100.0
	Total	180	100.0	100.0	

The above gender results show that the municipality has more female employees than males in terms of gender representation. The results of the gender representation support the assertion made by interview respondent 3 that senior managers in the municipality employed their girlfriends in the municipality who do not qualify. Managers themselves are not qualified for their jobs, but personal assistants end up doing the work that is supposed to be done by the managers. The respondents have proved the previous discussion about leadership ethics at Msunduzi Municipality. Poor leadership ethics at Msunduzi affects public service delivery. Moreover, nepotism is at a high level and this affects the productivity level of employees. Employees who are employed by their friends or relatives are unlikely to give their best when performing their duties. Regular skills audits by professional and independent bodies are necessary in the municipality in order to save the municipality from unethical activities and poor public service delivery. Senior municipal officials must be vetted properly before they are appointed in order to avoid a

conflict of interests and those who have been proven to have any relationship with any senior official or politician in the municipality must not be appointed or employed.

7.2.2 Question two: Age

Age variation for this study was very important because it assisted in examining the problems of causal inferences from correlational information. Age variation in this study was also necessary in order to provide more severe in the cognitive neuroscience of aging (Salthouse, 2011: 2). Table 2 indicates the age variations of Msunduzi municipality employees.

Table 7.2: Age variations

Age

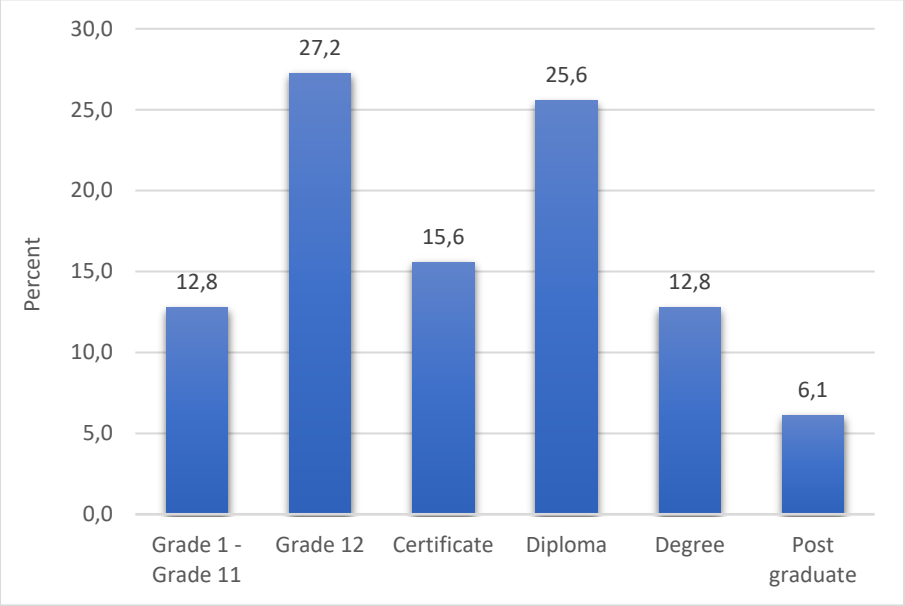
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	18 – 25	10	5.6	5.6	5.6
	26 – 30	28	15.6	15.6	21.1
	31 – 35	45	25.0	25.0	46.1
	36 – 40	42	23.3	23.3	69.4
	41 – 59	50	27.8	27.8	97.2
	60+	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

The above table 2 shows that the municipality is not balanced in terms of the generational mix because it is still mainly dominated by employees who are above the youth age. Changes in societies and the pressure infiltrated by the 4th industrial revolution force government institutions to be ready for constant changes. Public service delivery is not immune from globalization and the 4th industrial revolution therefore, government institutions need young people who will bring young minds and new ideas to improve public service delivery and Msunduzi municipality also need to have more young people who still have a future in the municipality. Young people will save for the future and invest in external institutions for the interest of the citizens.

7.2.3 Question three: Qualifications of respondents

This question enquired about the highest level of educational qualification of the Msunduzi municipality employees and the questionnaires were used to find responses to this variable. The following figures provide information about the qualifications:

Figure 7.1: Qualifications of respondents



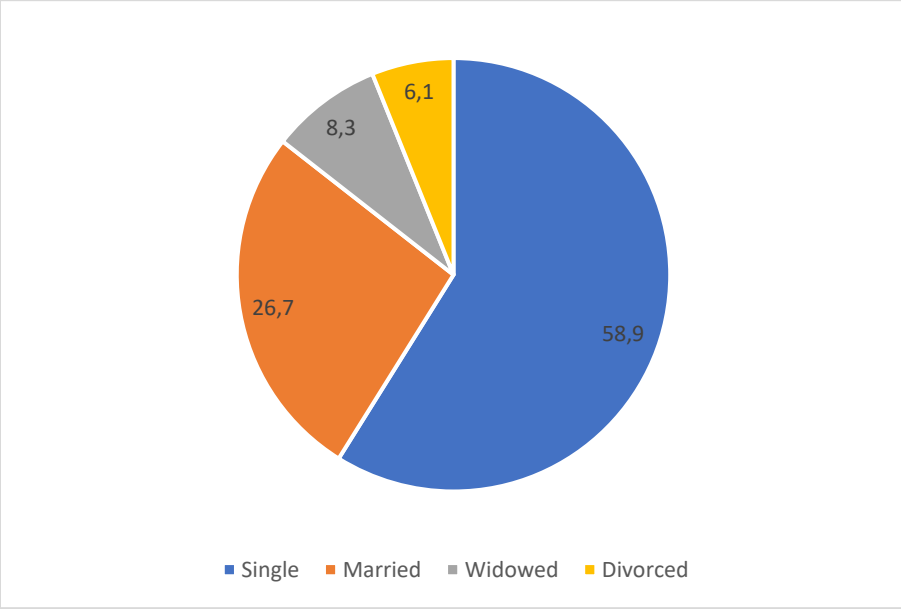
It is very important for this study to establish the respondent's qualifications because the level of education has an impact on how public sector officials make decisions (Gerrish, 2016: 49). It was discovered that only 38.4 percent of respondents have junior tertiary education qualifications while only 6.1 percent had post-graduate qualifications. This has an impact on how decisions are made hence some officials who are holding senior positions do not possess educational qualifications. In some instances, junior municipal officials had higher education qualifications while their immediate supervisors do not hold any higher education qualification. Political deployment in strategic positions in government affects the public service delivery. Msunduzi municipality, therefore, have deployed senior government officials to strategic positions in the municipality. Those senior officials serve a mandate that will not be contrary to what their bosses or the people that deployed them are saying. Background information of a position an employee holds

at Msunduzi Municipality is important, as well as qualifications, in decision-making. This means that senior municipal employees must be fit for senior positions.

7.2.4 Question four: Marital status

The study enquired about the marital status of the respondents with the purpose of understanding their status and it influences their decisions.

Figure 7.2: Marital Status



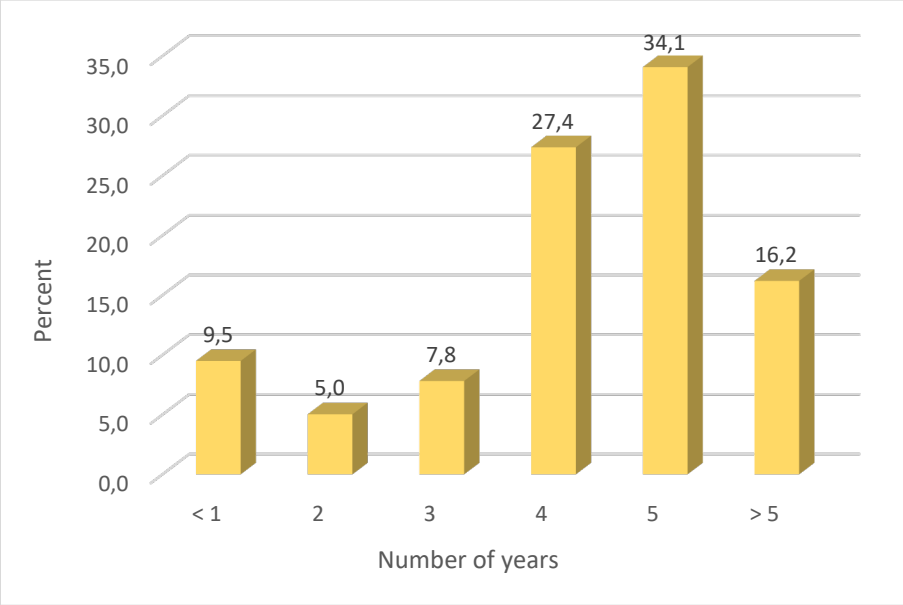
It is a societal belief that married people are ethical and provide leadership in their families in guiding their children. Married people are expected to behave in a certain manner which is different from those who are not married (Klawitter, 2015: 5). The above figure shows that the majority of Msunduzi Municipality employees are not married and precisely 58.9 percent are single, which then indicate that by law, they are not obligated to commit themselves to anyone and therefore they do not have a family leadership responsibility that is binding. Leadership ethics is by choice in the main for those who do not have a family leadership responsibility primarily because unethical conduct in the working

environment will not affect their households. There is a vast difference between married and not married individuals. Married individuals are viewed as family people, while those who are not married are viewed as people that do not have family responsibility. The values and norms that is embraced by family in the country are viewed as the contributing factor to how government leaders takes decisions. It is, therefore, perceived that those who are married do not participate mostly in the corrupt and unethical activities and the behavior of married individuals is different from those who are not married.

7.2.5 Question five: Years of Experience in the municipality

This question was posed to establish the experience of respondents in the municipality for determining knowledge issues and unethical activities and unethical behavior in the municipality. The information received from the respondents attached to the experience of employees in the municipality because the experience plays a pivotal role in understanding issues (Aslam, Rehman, Imran and Muqadas, 2016: 506).

Figure 7.3: Number of years worked in the municipality



The majority of respondents have worked for the municipality for about 5 years, which gave respondents enough time to observe many activities in the municipality. Approximately 34.1 percent of respondents have worked for the municipality for 5 years. Precisely 9.5 percent of respondents have worked for the municipality for less than a year and this percentage shows that different administrations bring their own employees to work for the municipality. The number of years an employee has worked for the municipality plays a major role in determining whether an individual understands the expected leadership ethics. The administration of the municipality is reviewed after a period of 5 years through the local government elections. Local government elections give effect to the new council of the municipality, which also impacts on the administration and public service delivery. As per the results of the study, only 16.5 percent of employees have worked more than 5 years, which indicates that this percentage represents the institutional memory of the municipality regarding different administrations in the municipality.

7.2.6 Question 6: Employment type

This variable aimed at identifying employees who are permanently employed and those who are on contract in the municipality.

Table 7.3: Type of employment

	Frequency	Percent
Permanent	117	65.0
Contract	63	35.0
Total	180	100.0

The South African government is embarking on a journey of poverty eradication by increasing employment. However, temporary employment is not addressing poverty. Temporal employment, such as workers sweeping the streets for a period of six months, is not assisting in eradicating poverty because when the contract expires, the economic conditions of the people will still be bad. Temporal jobs are also counted when the South African government addresses the issue of job creation while those who are employed on a temporal basis are not benefiting from any benefits that are expected by employees

(Rogerson and Nel, 2016: 29). The municipality consists of 35 percent contract employees who are not certain about their future because changes in political leadership will have an impact on the administration, which will subsequently affect their employment status. Newly elected leaders come in with a new administration and municipal employees who were employed by the previous administration are not re-employed or their contracts are not renewed. All respondents, regardless of their employment status, were comfortable with participating in the study.

7.2.7 Question 7: Unethical conduct in the municipality

Respondents were asked if they have suspected any unethical conduct and unethical activity in the municipality. This variable was meant to find out if employees are aware of the unethical activities that take place in the municipality.

Table 7.4: unethical conduct

	Frequency	Percent
Yes	141	78.3
No	39	21.7
Total	180	100.0

The majority of respondents were aware of unethical conduct that takes place in the municipality, as up to 78.3 percent of respondents were aware of unethical conduct in the municipality. The respondents have seen senior municipal employees interfering with tender processes and human resource practices when the municipality employed employees. Respondents understood and observed unethical activities. However, they were also asked if they have initiated any action to fight against such behavior.

7.2.8 Question 8: Action taken to fight unethical behavior

This variable was designed to follow up on those who have observed unethical activities or unethical behavior in the municipality. The unethical behavior of public servants can be corrected if those who are not inflicted can take swift action to fight against poor leadership ethics (Wright, Hassan and Park, 2016: 648).

Table 7.5: Action taken against unethical behavior

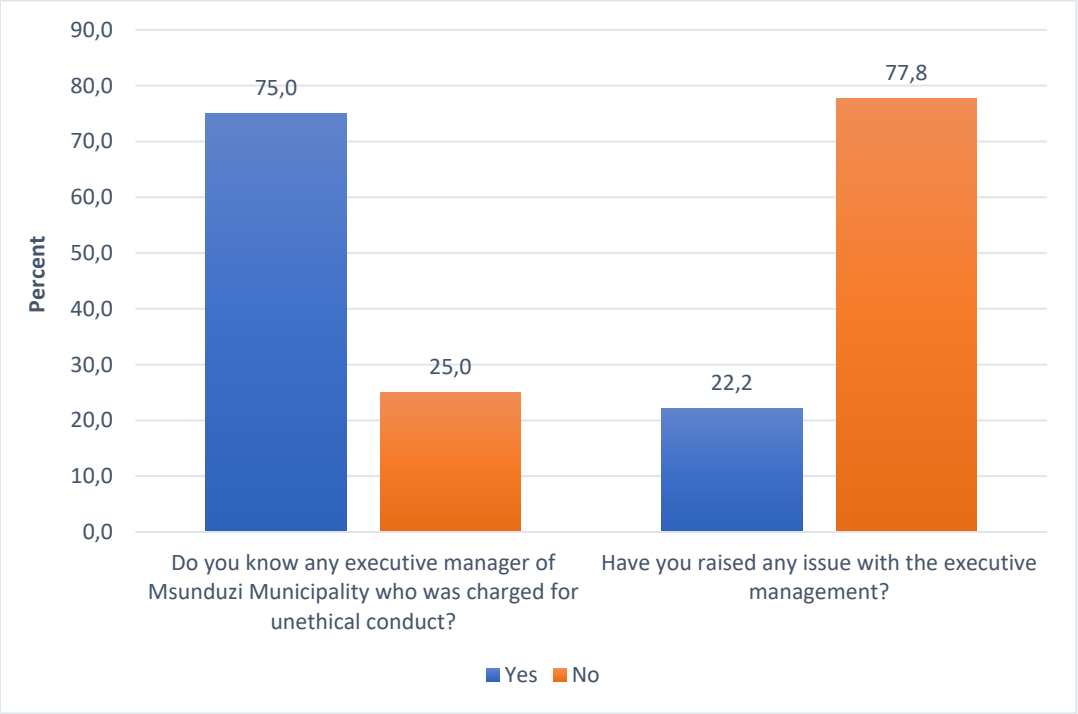
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Reported the official to the police	3	1.7	2.1	2.1
	Did you call whistle blower hotline	5	2.8	3.5	5.7
	Did you report the issue to other officials	19	10.6	13.5	19.1
	Did not do anything	111	61.7	78.7	97.9
	Confronted the official	3	1.7	2.1	100.0
	Total	141	78.3	100.0	
Missing	System	39	21.7		
Total		180	100.0		

The table above indicates the action taken by those who observed unethical behavior in the municipality. (Hassan, 2015: 698) asserts that employees working in government institutions need to play a proactive role in fighting against poor leadership ethics. Patronage, a threat to life and victimization at work contribute to how employees act against the unethical behavior of those who are entrusted with leadership responsibilities in the municipality. Precisely, 61.7 percent of respondents did not do anything against the unethical behavior and activities that they observed in the municipality because of fear, but mainly because of ineffective consequences for those who are conflicted.

7.2.9 Question 1 Section B: Any known unethical official

Respondents were asked if they know any senior manager in the municipality who is unethical. The purpose of asking this question was to find out if respondents know the perpetrators of unethical activities in the municipality or they just see activities without knowing those who are responsible.

Figure 7.4: Unethical executive managers



The majority of respondents (75 Percent) know executive managers who are unethical in the municipality and those who were charged for unethical activities in the municipality. Respondents have not raised issues with the executive management. However, they know about those who are unethical.

7.2.10 Question 3.1 section: Water Supply

Respondents were asked to indicate if the water supply is effective for the community as part of public service delivery.

Table 7.6: Water supply

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	4.4	4.4	4.4
	Disagree	17	9.4	9.4	13.9
	Neutral	88	48.9	48.9	62.8
	Agree	53	29.4	29.4	92.2
	Strongly Agree	14	7.8	7.8	100.0
	Total	180	100.0	100.0	

About 29.4 percent of respondents believed that the water supply is effective for the municipality, while 48.9 percent is not sure whether the water supply is effective or not.

7.2.11 Question 3.2: Electricity supply

Respondents were asked to rate the supply of electricity to people by the municipality. The following results were obtained:

Table 7.7: Electricity supply

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	15	8.3	8.3	8.3
	Disagree	25	13.9	13.9	22.2
	Neutral	67	37.2	37.2	59.4
	Agree	62	34.4	34.4	93.9
	Strongly Agree	11	6.1	6.1	100.0
	Total	180	100.0	100.0	

Msunduzi Municipality is trying necessary to supply electricity to the citizens that rely on Msunduzi Municipality for electricity. As per the results of the respondents, 34 percent believed that the municipality is doing a good job in supplying electricity, while 37.2 percent were neutral.

7.2.12 Question 3.3: Low-cost housing supply

Respondents were asked to rate the supply of low-cost houses by the municipality to the people. This variable was necessary to include in the questions because many unethical activities arise in the allocation of low-cost houses.

Table 7.8: Low-cost houses

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	60	33.3	33.3	33.3
	Disagree	63	35.0	35.0	68.3
	Neutral	27	15.0	15.0	83.3
	Agree	25	13.9	13.9	97.2
	Strongly Agree	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

The majority of respondents (35 percent) disagree that the municipality is effectively supplying low-cost houses to the people. The municipality is failing in this area of public service delivery, which falls within the basic human needs.

7.2.12 Question 3.4: Public roads construction

Road construction is important for any community in order for the people to be able to travel to their different destinations. It was vital to ask respondents to rate the construction of roads by the municipality within their jurisdiction. This question was meant to address the concerns of the community in terms of accessibility to different destinations- whether school, work or town.

Table 7.9: Public roads construction

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	26	14.4	14.4	14.4
	Disagree	62	34.4	34.4	48.9
	Neutral	57	31.7	31.7	80.6
	Agree	30	16.7	16.7	97.2
	Strongly Agree	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Road construction by the municipality for the people of Msunduzi remains a big challenge. This notion is supported by 48.8 percent of respondents who see a gap in road construction for communities. This area still needs much attention and consideration.

7.2.13 Question 3.5: Pedestrian passages

Almost everyone in the community uses pedestrian passages as these assist in connecting different areas of the community. Respondents were asked to rate the supply of pedestrian passages in the community by the municipality.

Table 7.10: Pedestrian passages

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	28	15.6	15.6	15.6
	Disagree	48	26.7	26.7	42.2
	Neutral	73	40.6	40.6	82.8
	Agree	26	14.4	14.4	97.2
	Strongly Agree	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

The construction of pedestrian passages remains a big challenge in the community of Msunduzi. The municipality has not constructed enough pedestrian passages for the people of Msunduzi. This was supported by 42.3 percent of respondents who see a shortfall in the construction of pedestrian passages. The majority of respondents (40.6), were however neutral about this type of service by the municipality to the community.

7.2.14 Question 3.6: Refuse removal

Refuse removal has been a serious issue in local governments and Msunduzi Municipality is not an exception. The Municipal Solid Waste Management (MSWM) has been used as a money-making scheme by senior local government officials and the politicians in the main (Aparcana, 2017: 595).

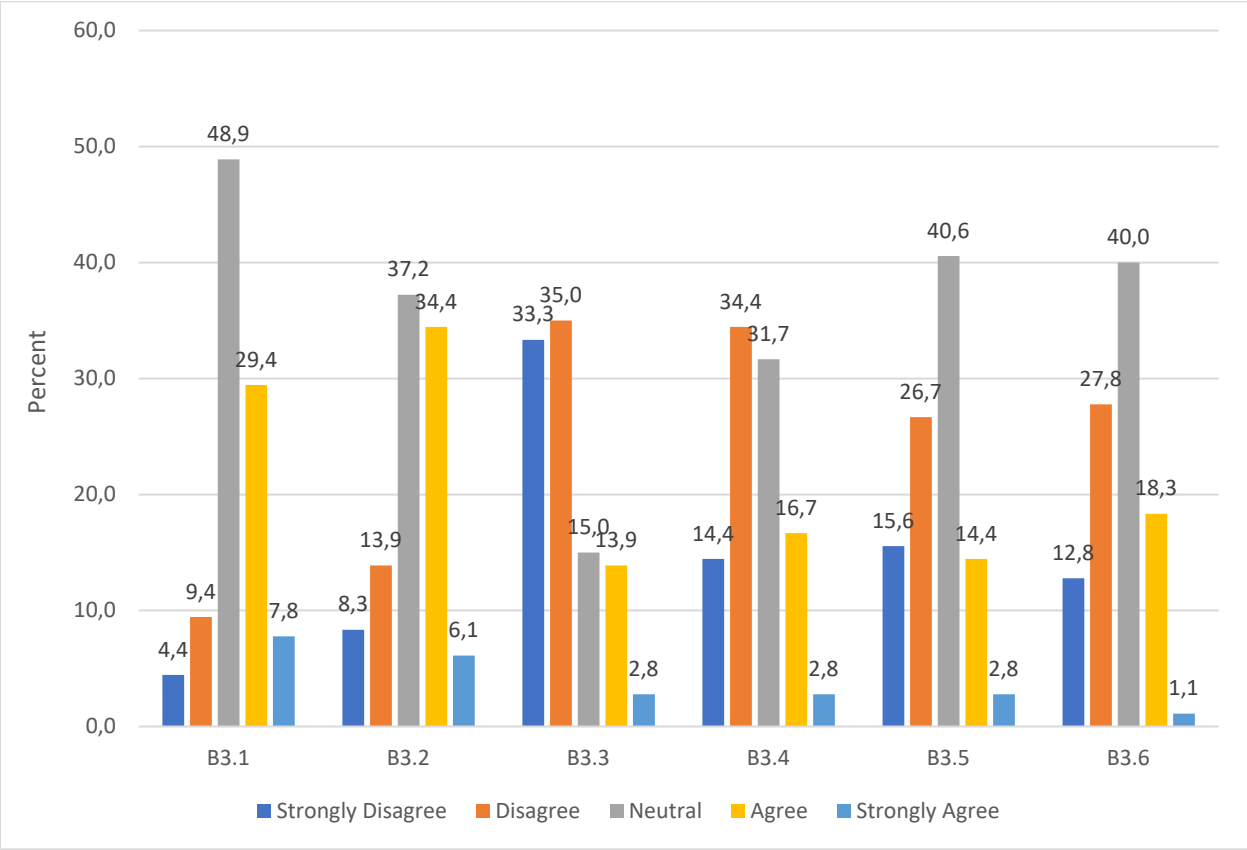
Table 7.11: Refuse removal

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	23	12.8	12.8	12.8
	Disagree	50	27.8	27.8	40.6
	Neutral	72	40.0	40.0	80.6
	Agree	33	18.3	18.3	98.9
	Strongly Agree	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Msunduzi Municipality is still far behind in ensuring that people are living in a clean and healthy environment. Approximately 40.6 percent of respondents believe that the municipality is not assisting the community with refuse removal, which is then becoming a health hazard and will become a burden of the government to address the diseases

and sicknesses that might have been caused because of the dirty environment. Only 19.4 percent of respondents see an improvement in refuse removal by the municipality. The municipality needs to pay enough attention to this matter as it directly affects the health and well-being of people within the Msunduzi area. Precisely 40 percent of respondents were neutral on this matter, which does not primarily mean they agree or disagree, but which might be caused by not understanding or by a lack of information as far as refuse removal by the municipality.

Figure 7.5: Summary of responses



The above figure 7.5, summarizes the responses in terms of the questions asked as per the chi-square validity. The figure shows that the majority of respondents were neutral in many of the questions. About 48.9 percent of respondents, which is close to, 50 percent reserved their opinion in many questions.

7.2.15 Question 4.1: Communication

The respondents were asked if municipal leadership effectively communicates with them or not (and the following rating criteria were followed).

Table 7.12: Leadership communication

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	12	6.7	6.7	6.7
	Disagree	27	15.0	15.0	21.7
	Neutral	75	41.7	41.7	63.3
	Agree	56	31.1	31.1	94.4
	Strongly Agree	10	5.6	5.6	100.0
	Total	180	100.0	100.0	

Communication is not a major problem at Msunduzi Municipality, which is supported by 36.7 percent of respondents who indicated that the leadership of the municipality effectively communicates with them. On the other hand, 21.7 percent indicated that the leadership of the municipality does not effectively communicate with the staff. While 41.7 percent of respondents were neutral about communication, those who indicated that there is effective communication in the municipality are the majority.

7.2.16 Question 4.2: Discerning and insightful

The Respondents were asked if they are discerning and insightful about the events that took place in the municipality, primarily the unethical events.

Table 7.13: Discerning and insightful

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	13	7.2	7.2	7.2
	Disagree	13	7.2	7.2	14.4
	Neutral	70	38.9	38.9	53.3
	Agree	77	42.8	42.8	96.1
	Strongly Agree	7	3.9	3.9	100.0
	Total	180	100.0	100.0	

Approximately 46.7 percent of respondents are discerning and insightful about what is happening in the municipality, while 15 percent were not insightful about the occurrence of events in the municipality.

7.2.17 Question 4.3: Self-confidence

The respondents were asked if they have strong self-confidence to make decisions and also to provide effective leadership.

Table 7.14 Self-confidence

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	9	5.0	5.0	5.0
	Disagree	28	15.6	15.6	20.6
	Neutral	42	23.3	23.3	43.9
	Agree	88	48.9	48.9	92.8
	Strongly Agree	13	7.2	7.2	100.0
	Total	180	100.0	100.0	

Self-confidence amongst the employees of the municipality is not a problem, as 56.1 percent of respondents emphasized that they have strong self-confidence when they are tasked to make decisions in the municipality. Nevertheless, 20.6 percent do not have self-confidence because of political interference when decisions have to be made.

7.2.18 Question 4.4: Free of doubts

Respondents were asked if they doubt themselves when they have to make decisions because of the pressure from senior management.

Table 7.15: Free of doubts

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	5.6	5.6	5.6
	Disagree	23	12.8	12.8	18.3
	Neutral	56	31.1	31.1	49.4
	Agree	83	46.1	46.1	95.6
	Strongly Agree	8	4.4	4.4	100.0
	Total	180	100.0	100.0	

Most responds do not doubt themselves, as 50.5 percent of respondents do not fear when decisions have to be made and they do not doubt their judgment.

7.2.19 Question 4.5: Stay fixed on the goals

The respondents were asked if they are not shaken in their predetermined goals.

Table 16: Stay fixed on the goals

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	17	9.4	9.4	9.4
	Disagree	28	15.6	15.6	25.0
	Neutral	64	35.6	35.6	60.6
	Agree	67	37.2	37.2	97.8
	Strongly Agree	4	2.2	2.2	100.0
	Total	180	100.0	100.0	

Most (39.4 percent) respondents are determined in their plans on public service delivery improvement of the municipality, regardless of distractions. A number of issues, including changes in leadership, might affect goals of employees. As such, 25 percent of respondents are not capable of staying determined on the fixed goals of the municipality.

7.2.20 Question 4.6: Firm stand

Respondents were asked if they take a firm stand on issues even if their superiors or senior politicians threaten them to change their views.

Table 7.17: Firm stand

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	17	9.4	9.4	9.4
	Disagree	33	18.3	18.3	27.8
	Neutral	83	46.1	46.1	73.9
	Agree	42	23.3	23.3	97.2
	Strongly Agree	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

A majority of respondents (27.7 percent) are not firm in decision-making because of fear of those who have power or who are in control of the municipality. A total of 26.1 percent

of respondents take firm decisions without any favor or fear. These results show that government employees, particularly at Msunduzi Municipality, do not take a firm stand because of fear of victimization.

7.2.21 Question 4.7: Trustworthy

Respondents were asked if municipal leaders are trustworthy towards fellow employees and community members. This variable was important in order to find the level of leadership ethics and the behavior of the municipal employees.

Table 7.18: Trustworthiness

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	28	15.6	15.6	15.6
	Disagree	48	26.7	26.7	42.2
	Neutral	69	38.3	38.3	80.6
	Agree	33	18.3	18.3	98.9
	Strongly Agree	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Effective leadership ethics in public service delivery can be achieved if government employees are trustworthy. Respondents do not see the leadership of Msunduzi Municipality as trustworthy leaders based on the decisions they make and 42.3 percent of respondents think that they are not trustworthy, while 19.4 believe that leaders in Msunduzi Municipality are trustworthy.

7.2.22 Question 4.8: Dependability

General employees depend on senior leaders to provide directives and construct a way forward in terms of the strategies to improve public service delivery. Respondents were asked if the employees of Msunduzi Municipality could depend on the leaders of Msunduzi Municipality.

Table 7.19: Dependability

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	27	15.0	15.0	15.0
	Disagree	61	33.9	33.9	48.9
	Neutral	65	36.1	36.1	85.0
	Agree	21	11.7	11.7	96.7
	Strongly Agree	6	3.3	3.3	100.0
	Total	180	100.0	100.0	

A majority of respondents find it difficult to depend on Msunduzi local government leadership, as up 48.9 percent of respondents do not think that they can depend on Msunduzi local government leaders. Those who think they can depend on Msunduzi Municipality leadership comprise 15 percent.

7.2.23 Question 4.9: Friendliness

Friendliness and kindness must be at the center of public service delivery in order to improve public service delivery. (Zhang and Yamamoto, 2017: 184) contend that government employees and government leaders have a responsibility to be kind and friendly not only to fellow employees but primarily to the community.

Table 7.20: Friendliness

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	19	10.6	10.6	10.6
	Disagree	59	32.8	32.8	43.3
	Neutral	74	41.1	41.1	84.4
	Agree	20	11.1	11.1	95.6
	Strongly Agree	8	4.4	4.4	100.0
	Total	180	100.0	100.0	

The majority of respondents do not believe that Msunduzi local government leadership is friendly towards fellow employees and to the community. A total of 43.4 percent do not think that Msunduzi leaders are friendly towards community members and to fellow employees of the municipality, while 15 percent view leaders of the municipality as friendly and kind leaders.

7.2.24 Question 4.10: Outgoing

The respondents were asked if they think Msunduzi Municipality leaders are easy to talk to and free to talk to any employees in the municipality, as well as community members.

Table 7.21: Outgoing

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	20	11.1	11.1	11.1
	Disagree	54	30.0	30.0	41.1
	Neutral	73	40.6	40.6	81.7
	Agree	23	12.8	12.8	94.4
	Strongly Agree	10	5.6	5.6	100.0
	Total	180	100.0	100.0	

A majority of respondents do not think Msunduzi Municipality leaders are free to talk to and engage in various service delivery issues that as 41.1 percent of respondents think Msunduzi Municipality leaders are not easy to get along with and are not easy to talk to, while 18.4 percent find it easy to get along with leaders of the municipality.

7.2.25 Question 4.11: Conscientiousness

Respondents were asked if they are organized and properly guided if decisions have to be made concerning public service delivery at Msunduzi Municipality.

Table 7.22: Conscientiousness

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	18	10.0	10.0	10.0
	Disagree	54	30.0	30.0	40.0
	Neutral	76	42.2	42.2	82.2
	Agree	26	14.4	14.4	96.7
	Strongly Agree	6	3.3	3.3	100.0
	Total	180	100.0	100.0	

As per 40 percent of the respondents, the municipality is not well organized and not properly controlled when decisions concerning public service delivery have to be made. Only 17.7 percent of respondents believe that the employees and leaders of the municipality are organized when decisions have to be made. Those who believe that the

municipality is not well organized supersede those who think that the municipality is organized.

7.2.26 Question 4.11: Diligent

According to Bonnitcha and McCorquodale (2017: 900), diligent refers to persistence and hardwork. It was necessary to ask the respondents about their diligence to find out if they can go the extra mile in providing public services to the people.

Table 7.23: Diligent

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	12	6.7	6.7	6.7
	Disagree	56	31.1	31.1	37.8
	Neutral	79	43.9	43.9	81.7
	Agree	24	13.3	13.3	95.0
	Strongly Agree	9	5.0	5.0	100.0
	Total	180	100.0	100.0	

Hardworking is difficult for the majority of respondents, as 37.8 percent find it difficult to perform duties that are not supposed to be performed by them. On the other hand, 18.3 percent of respondents see themselves as diligent people who contribute significantly to public service delivery and perform duties that are not primarily supposed to be performed by them.

7.2.27 Question 4.12: Sensitivity

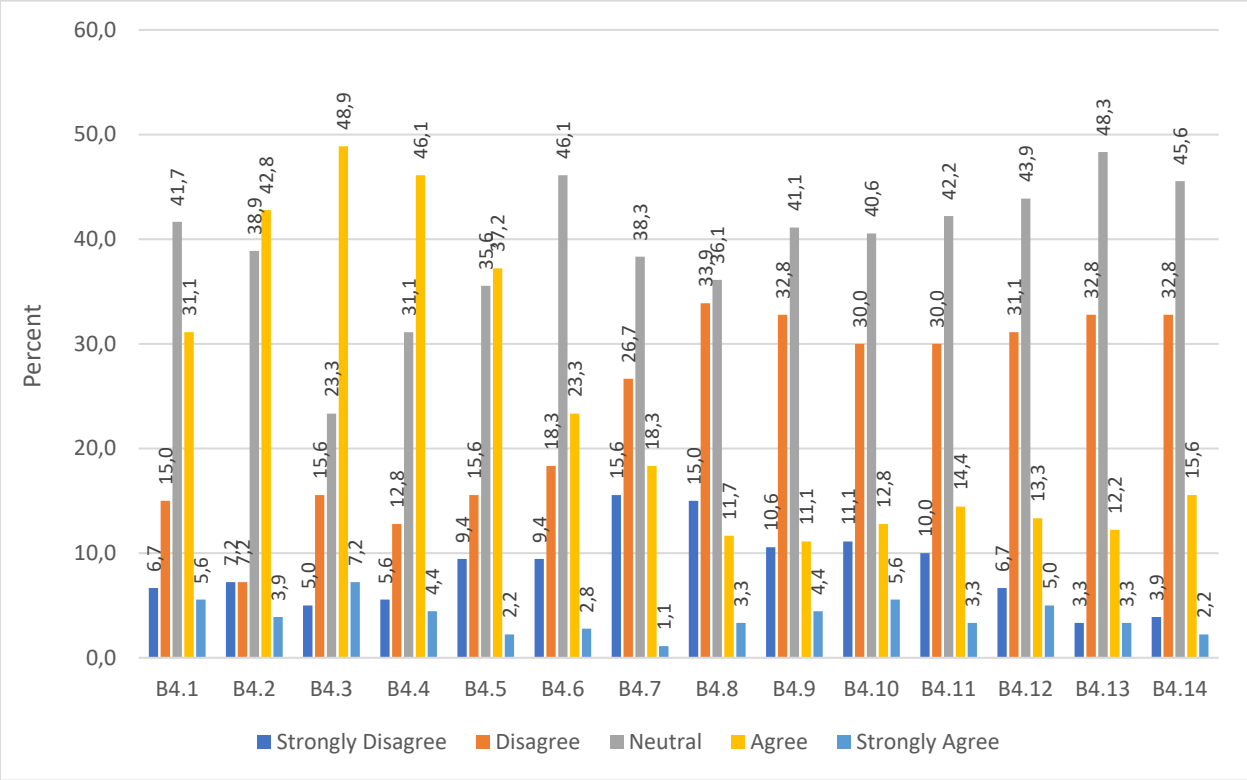
According to Alonso, Androniceanu and Georgescu (2016: 47), sensitivity amongst public sector employees is still a global crisis in many public sector institutions. Respondents were asked about their sensitivity towards other employees and towards community members.

Table 7.24: Sensitivity

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	6	3.3	3.3	3.3
	Disagree	59	32.8	32.8	36.1
	Neutral	87	48.3	48.3	84.4
	Agree	22	12.2	12.2	96.7
	Strongly Agree	6	3.3	3.3	100.0
	Total	180	100.0	100.0	

Sensitive public sector employees easily attract the attention of the public and community members feel more important and respected. Approximately 36.1 of respondents indicated that they are not sensitive and find it difficult to put themselves in the shoes of the community while only 15.5 percent think that they are sensitive and put the needs of the community first.

Figure 7.6: Summary of question 4 responses



The above figure 7.6 provides a summary of how respondents answered all the questions from question 4.1 to question 4.14. The variations in responses show that the leadership ethics of leaders at Msunduzi Municipality vary and depend on individual choices.

7.3 PRESENTATION OF RESULTS FOR PORTFOLIO CHAIRPERSONS

SECTION A: BACKGROUND (Q1-11)

This section focused on background information for the purposes of profiling the portfolio chairpersons of the municipality. A total of 9 portfolio chairpersons participated and all questionnaires were properly completed. The researcher assisted all the respondents in terms of misunderstanding any questions in the questionnaire.

7.3.1 Question one: Gender

Respondents were required to indicate their gender in the questionnaire for understanding the gender balance in leadership portfolios.

Table 7.25: Gender representation of portfolio chairpersons

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	6	66.7	66.7	66.7
	Female	3	33.3	33.3	100.0
	Total	9	100.0	100.0	

Msunduzi Municipality has 10 portfolios and only 9 portfolio chairpersons participated in the study due to their availability. The respondents who participated in the study were mainly male as 66.7 percent of respondents were males. Only 33.3 percent of respondents were female. These results show that the gender representation in the municipality is biased in favour of males.

7.3.2 Question two: Age

Respondents were asked to indicate their age. It was necessary to find the age variations for the study because it is perceived that leadership ethics are associated with the age of individuals.

Table 7.26: Age of portfolio chairpersons

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	31 – 35	1	11.1	11.1	11.1
	36 – 40	1	11.1	11.1	22.2
	41 – 59	7	77.8	77.8	100.0
	Total	9	100.0	100.0	

The age group of portfolio chairpersons of Msunduzi Municipality is dominated by leaders who are above 35 years old, which in South Africa, is considered as the age above the youth age. About 77.8 percent of respondents, which is the majority, range from 41 to 59 years of age, while only 11.1 percent consists of leaders who are between 31 and 35 and 11.1 is the middle-age group, which is between 36 and 40 years of age.

Age and gender cross-tabulation

Cross-tabulation to compare the age and gender of the portfolio chairpersons was necessary for the study. According to De Franzo (2012: 1), after conducting study analysis, cross-tabulations are appropriate for examining the connection between two or more variables. Cross-tabulations provide a technique for analyzing and linking the results for one or more variables with the results of another.

Table 7.27: Cross tabulation (Age/Gender)

Age * Gender Cross tabulation

			Gender		Total
			Male	Female	
Age	31 - 35	Count	0	1	1
		% within Age	0.0%	100.0%	100.0%
		% within Gender	0.0%	33.3%	11.1%
		% of Total	0.0%	11.1%	11.1%
	36 - 40	Count	1	0	1
		% within Age	100.0%	0.0%	100.0%
		% within Gender	16.7%	0.0%	11.1%
		% of Total	11.1%	0.0%	11.1%
	41 - 59	Count	5	2	7
		% within Age	71.4%	28.6%	100.0%
		% within Gender	83.3%	66.7%	77.8%

	% of Total	55.6%	22.2%	77.8%
Total	Count	6	3	9
	% within Age	66.7%	33.3%	100.0%
	% within Gender	100.0%	100.0%	100.0%
	% of Total	66.7%	33.3%	100.0%

The above cross-tabulation (Table 7.27) indicated that 33.3 percent of respondents within the gender category discussed previously are female. These female respondents are within the age group between 31 and 35 years. Male respondents dominate the age group between 36 and 40 years of age. This is proven by the 16.7 percent of male respondents. The 41 to 59 year age group consists of many respondents. Females consist of 66.7 percent, while males consist of 83.3 percent.

7.3.3 Question three: Highest level of education

Respondents were requested to indicate their level of education in order to find out if respondents have gone through the education system.

Figure 7.7: Qualifications of portfolio chairpersons

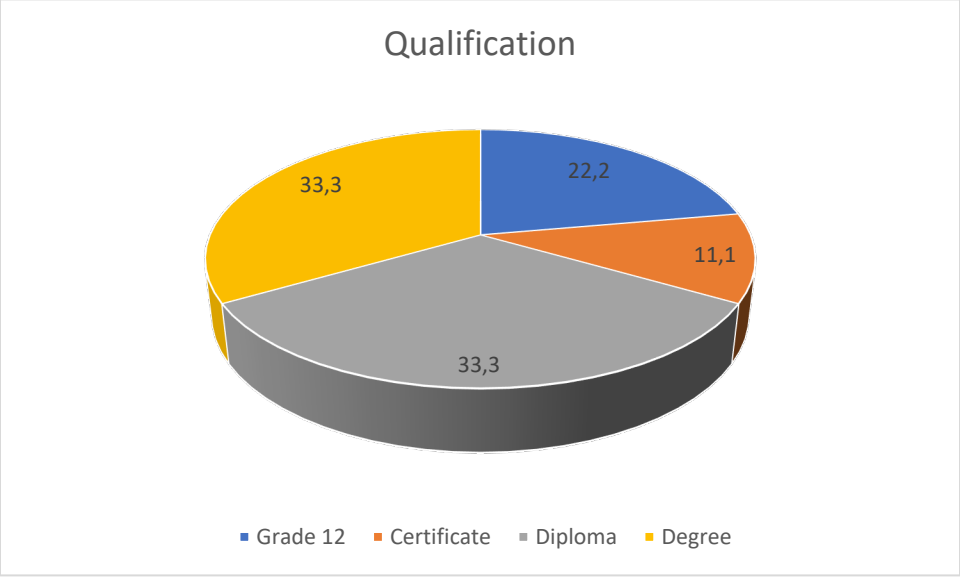


Figure 7.7 above indicates the level of education of respondents, with 33.3 percent having tertiary education training and in possession of degrees, whilst 33.3 percent have national

diplomas. A margin of 22.2 percent of respondents only has matric as the highest educational qualification and 11.1 percent have higher certificates as the highest qualification. These results show that education is not a problem at Msunduzi Municipality because those who are entrusted with leadership responsibility, and in this case the portfolio chairpersons, have a tertiary education. However, education without ethics affects public service delivery.

7.3.4 Question four: Number of years worked in the municipality

The respondents were requested to indicate the number of years they have worked for the municipality for the purposes of linking their understanding of issues and the number of years they spent in the municipality as employees.

Table 7.28: Number of years worked

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	3	4	44.4	44.4	44.4
	4	1	11.1	11.1	55.6
	5	1	11.1	11.1	66.7
	> 5	3	33.3	33.3	100.0
	Total	9	100.0	100.0	

The majority of participants have worked for the municipality for more than three years. About 44.4 percent of respondents have worked for the municipality for a period of four years and they are at liberty to understand the problems and challenges revolving around ethical leadership in the municipality; whilst 33.3 percent have been in the municipality for more than 5 years, which means that they were part of the previous administration.

7.3.5 Question five: Familiarity with leadership ethics

Respondents were asked if they were familiar with the expected leadership ethics. This question was very important because the portfolio chairperson has a responsibility to show leadership ethics and lead by example.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	9	100.0	100.0	100.0

All respondents indicated that they are familiar with leadership ethics and they know what is expected from them.

7.3.6 Question six: Application of leadership ethics

Respondents were asked if they think leadership ethics are properly applied at Msunduzi Municipality.

Table 7.29: Application of leadership ethics

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	1	11.1	11.1	11.1
	No	8	88.9	88.9	100.0
	Total	9	100.0	100.0	

The majority of respondents indicated that Msunduzi Municipality does not effectively apply leadership ethics. About 88.9 percent of respondents share this sentiment. Only 11.1 percent of respondents think that Msunduzi Municipality applies effective leadership ethics. These results show that even those who have a responsibility to shape the direction of the municipality believe that something must be done to ensure that there is effective application of leadership ethics.

7.3.7 Question seven: Ethical challenges

Respondents were asked if they have faced any unethical or ethical challenges in the execution of their duties.

Table 7.30: Ethical challenges

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	1	11.1	11.1	11.1
	No	8	88.9	88.9	100.0
	Total	9	100.0	100.0	

Approximately 11.1 percent of respondents have faced ethical challenges in the execution of their duties. Precisely 88.9 percent have never faced ethical challenges when they were expected to execute their duties.

7.3.8 Question eight: Leadership ethics in public service delivery

This variable was designed to find the linkage between leadership ethics and public service delivery. Respondents were requested to indicate the impact of poor leadership ethics on public service delivery.

Table 7.31: Impact of leadership ethics on public service delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Abuse of public resources	1	11.1	11.1	11.1
	Community lose trust to public servants	1	11.1	11.1	22.2
	Defeat the ends of justice	1	11.1	11.1	33.3
	Lack of ethics lead to the abuse of power	1	11.1	11.1	44.4
	Loss of public funds	1	11.1	11.1	55.6
	Operations of the municipality are badly affected if leaders don't have good leadership ethics	1	11.1	11.1	66.7
	People lose trust in unethical government	1	11.1	11.1	77.8
	Poor ethics leads to corruption	1	11.1	11.1	88.9
	Public protest, poor service delivery	1	11.1	11.1	100.0
	Total	9	100.0	100.0	

All respondents had different views on how leadership ethics affect public service delivery. Each respondent had a different response to the impact of leadership ethics on public service delivery. This section had 9 options and each option was selected by each respondent.

7.3.9 Question nine: Number of years in a leadership position

The number of years in a leadership position contributes to how leaders make decisions. The respondents were asked about the number of years they had been in leadership positions.

Table 7.32: Number of years in a leadership position

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	3 – 4	3	33.3	33.3	33.3

	5 – 6	4	44.4	44.4	77.8
	> 6	2	22.2	22.2	100.0
	Total	9	100.0	100.0	

The majority of respondents have more than 5 years in leadership positions, which comprises 44.4 percent; whilst 33.3 percent of respondents have been in leadership for not more than 4 years, which means that they are occupying leadership position for the first time and have never been given a leadership responsibility before in any other institution. Only 22.2 percent of respondents are more experienced in a leadership position because they have been in leadership for more than 6 years in the municipality and have also been exposed to other leadership positions previously.

7.3.10 Question ten: Necessary training for leaders

Leaders were asked to indicate the training that they think is necessary for government leaders and portfolio chairpersons in order for them to be able to perform their leadership duties.

Table 7.33: Necessary training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Diploma Or Degree	6	66.7	66.7	66.7
	Post Graduate Qualification	1	11.1	11.1	77.8
	Leadership certificate	2	22.2	22.2	100.0
	Total	9	100.0	100.0	

Tertiary education is a necessity for government leaders as shown by 66.7 percent of responses that diplomas and degrees are important for leaders, whilst 22.2 percent believe that a leadership certificate is important because leaders will be skilled on how to provide leadership. Some respondents (11.1 percent) think that postgraduate training gives more emphasis to what is expected from leaders.

7.3.11 Question eleven: Attended workshops vs workshop benefits

The respondents were asked if they have attended any workshop on leadership and ethics and the impact made by those workshops.

Table 7.34: Attended workshops vs workshop benefits

Have you ever attended any leadership ethics training workshops?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	7	77.8	77.8	77.8
	No	2	22.2	22.2	100.0
	Total	9	100.0	100.0	

If "yes" to the above question, was the training beneficial?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	7	77.8	87.5	87.5
	N/A	1	11.1	12.5	100.0
	Total	8	88.9	100.0	
Missing	System	1	11.1		
Total		9	100.0		

Respondents who attended leadership ethics workshops (77.8 percent) indicated that the workshops were beneficial to them and assisted them to have more information and understanding of the expected leadership ethics. All the respondents (77.7 percent) who attended leadership ethics workshop found the workshops beneficial and assisted them to be ethical leaders.

7.4 Conclusion

This chapter provided the results of the quantitative data and analyzed the results of the study. This chapter also articulates Msunduzi Municipality employees' and portfolio chairpersons' responses to the interview questions. The next chapter presents the report on the results of the interviews conducted by the researcher at Msunduzi Municipality. Executive managers of Msunduzi Municipality were interviewed and the results of those interviews will be discussed.

CHAPTER EIGHT

RESULTS AND ANALYSIS OF INTERVIEWS

8.1 INTRODUCTION

Chapter Seven reported on the results of the quantitative data of the study and the analysis thereof. This chapter is a report on the qualitative results of the study. The results were analyzed and interpreted to link with the objectives of the study. Interviews were conducted with 9 Msunduzi executive managers and all managers were available for the interviews. Interviews had 8 questions: The following questions were asked of the interviewees:

1. Do you think that leadership ethics are necessary for the executive management of Msunduzi Municipality?
2. What type of action do you consider as unethical conduct at Msunduzi Municipality?
3. Have you seen any unethical conduct at Msunduzi Municipality?
4. Do you think leadership ethics contribute to public service delivery at Msunduzi Municipality?
5. Who do you think is responsible for the qualified audit opinion that Msunduzi Municipality received from Auditor-General over the past 5 years?
6. How long have you worked for Msunduzi Municipality?
7. How do you think public service delivery in Msunduzi Municipality can be improved?
8. Do you think Msunduzi Municipality executive management follows the expected code of conduct and has the expected leadership ethics to guide employees?

The responses were coded and analyzed using NVIVO software. The researcher coded the responses in a manner that addresses the objectives of the study. Graphs were used to clearly emphasize the results of the study.

8.2 CORRUPTION IN THE MUNICIPALITY

This section included questions that sought to link the objectives with the responses of the interviewees. The following questions were asked; have you seen any unethical conduct at Msunduzi Municipality? Do you think leadership ethics contribute to public service delivery at Msunduzi Municipality? What type of action do you consider as unethical conduct at Msunduzi Municipality? Who do you think is responsible for the qualified audit opinion that Msunduzi municipality received from the Auditor-General over the past 5 years? The following are the responses of the interviewees.

Respondent 1 - 24.13% Coverage

> Seeing unethical conduct and hearing about it are two different things, but there are things that I have heard about unethical conduct like people having to offer sex for them to be employed in the municipality. The issue of bribes in the municipality, especially in the Supply chain section, is real. The service provider offered someone that I know some bribe and he mentioned that other employees are taking the bribe, and this is seen as the normal behavior in the institution. The municipality is under administration because of illegal tenders, money laundering and many unethical behaviors, but many things are happening at a higher level and junior managers are not privy to the information (Personal Interview 5: June 2019).

This response shows that corruption in Msunduzi Municipality is at a very higher level and that employees have normalized corruption. The Service providers affiliated to the municipality also contribute to the corruption, as it is a matter of participating in corrupt activities so that service providers will have contracts from the municipality. Illegal awarding of tenders does not only abuse public funds, but it also compromises service delivery. Appointed companies, through unethical processes whether they qualify or not, affect the integrity of the municipality.

Respondent 2 - 3.89% Coverage

Policy issues and funding issues contributed to the qualified audit disclaimer by the auditor general.

> Failure to follow the prescribed policies or bylaws of the municipality affects the finances of the municipality, as well as the daily operations of the municipality. Msunduzi Municipality leadership has flawed by-laws in human resource practices in terms of employing people, as well as in the procurement practices. Both sections have been oppressed, operations were politically infiltrated, and bylaws were suppressed, which then led to the qualified audit opinion (Personal interview 2, June 2019).

Respondent 3 - 28.94% Coverage

Ethics of managers of Msunduzi Municipality

> It's difficult to say managers are ethical or not ethical because some individuals are ethical and some are not because people are different. Hence, there are rotten potatoes and there are centers of excellence. Some staff members support Ward councilors. Councilors deploy people to positions of authority and those who are deployed have a responsibility to return a favor to their handlers or bosses. Politicians deploy even the street sweepers. The municipality drives an agenda of a political party, regardless of the qualifications and merit. In some cases, some people are forced by circumstances to be unethical because of the fear of losing their jobs. There are only a few people who are employed by the municipality because of their qualifications, but most people are politically deployed (Personal interview 3, June 2019).

Leadership ethics at Msunduzi Municipality is compromised by political interference, patronage, and partisan ideologies at a higher level. Employees compromise their ethics because of fear of losing their jobs. They agree with whatever their superiors are saying, which affects public service delivery, leading to poor public service delivery.

Respondent 1 - 18.94% Coverage

> Good behavior and bad behavior contribute to service delivery. The money allocated for service delivery must be used for such. Little things like potholes take back the contributions made by the municipality to better the service delivery (Personal interview 1, June 2019).

Msunduzi Municipality leaders have a direct influence on how the finances of the municipality are handled. Influencing how finances must be used for the purposes of accessing funds and diverting from what the funds were originally allocated for is the problem in the municipality. Municipal finances that were allocated to offer public services were not used for what they were allocated for. Hence, public service delivery protests were initiated by the public (Magubane, 2019: 05).

Respondent 2 - 18.17% Coverage

> Ward councilors and senior management are responsible for the qualified audit because councilors must play an oversight role and they must provide effective leadership because irregularities can be identified by the Auditor General (Personal interview 2, June 2019).

A separation of power between politicians and administration officials is necessary at the local government level. At Msunduzi Municipality, there was an overlap of power. The power struggles affected public service delivery and failure to stand ground and implement only what the law by administrative officials prescribes compromised public service delivery. The council or the political leadership of the municipality were involved in the daily operations of the municipality and interfered with administrative work, instead of playing an oversight role.

Respondent 1 - 14.29% Coverage

> Senior managers in the municipality employ their girlfriends in the municipality who do not qualify. Managers themselves are not qualified for their jobs, but the personal assistants end up doing the work that is supposed to be done by the managers (Personal interview 1, June 2019).

Nepotism and political deployment are very high at Msunduzi Municipality, which affects public service delivery. Employing unqualified and unskilled people into senior positions is compromising the quality of public service delivery. Public service delivery is compromised daily at Msunduzi Municipality. This can only be corrected once the municipality leadership conducts an ethics audit for all employees and leaders of the municipality. A skills audit is also necessary to ensure that employees who hold senior positions qualify for those positions.

Respondent 2 - 16.82% Coverage

> The most important problem is the tenders and vacancies. Senior managers appoint companies of their friends and relatives. There is no vetting of companies. The awarded companies to do the work are already informed about everything about the tender, even the information about other bidders (Personal interview 2, June 2019).

Respondent 3 - 19.41% Coverage

> Each department in the municipality must be audited by legitimate companies and the audit firms must be changed regularly because they end up being friends with the managers. The asset management for the municipality is poor and the equipment is not instantly tagged and it is not easy to trace down the computers and other equipment (Personal interview 3, June 2019).

Respondent 4 - 6.91% Coverage

Auditors must be the best companies and if need be, 2 companies must be appointed to audit and do the work thoroughly (Personal interview 4, June 2019).

Respondent 5 - 30.18% Coverage

Some managers are only enriching themselves instead of applying leadership ethics to provide proper services for the people. Senior managers are sometimes doing their job properly, but the general managers are sometimes the obstacle. The politicians and the ruling party mainly control the general managers. Some people were part of the interview process, but they were not appointed, while those who did not have qualifications and experience but had political relations with the ruling party were appointed (Personal interview 5, June 2019).

Respondent 1 - 12.30% Coverage

Unethical activities occur when a person is receiving a gift and fails to declare the gift. Poor accessibility of leaders to the community members is also being unethical.

Respondent 2 - 22.69% Coverage

There are unethical things that I have seen but it depends on the levels. For example in the supply chain management, the piece of land that belongs to the municipality is sold

at a higher price and the inflation of prices has been a problem for the municipality. Disciplinary processes are not properly followed (personal interview 2, June 2019).

Respondent 3 - 15.08% Coverage

The Conscience of public officials is necessary to bring back the dignity of the community and the municipality. Councilors and municipal managers must understand the hardships of the people and poverty (Personal interview 3, June 2019).

Respondent 4 - 13.32% Coverage

Yes and no. Circumstances dictate because some activities by employees have no consequence with management, but in some cases, people are held responsible for their activities or actions (Personal interview 4, June 2019).

Respondent 1 - 8.34% Coverage

Many unethical activities I have seen, like self-enrichment, using one's position for self-benefits (Personal interview 1, June 2019).

Respondent 2 - 13.31% Coverage

Yes, leadership ethics contribute to service delivery. Bad decisions are the result of unethical behavior, which leads to corruption, and mismanagement of funds (Personal interview 2, June 2019).

Respondent 3 - 42.26% Coverage

The municipality is guided by the code of conduct, which should provide guidance on what is allowed and what is not allowed. Unethical behavior must have consequences.

The municipality does not have an effective code of conduct and leaders do not have effective leadership ethics. Patronage is very high in the municipality because the deployed people are owing their bosses who deployed them some favors. Ethical people who are deployed are compromised because those who deployed them will force them to do the wrong things (Personal interview 3, June 2019).

Respondent 1 - 44.63% Coverage

Yes, leadership ethics are very important because things are bad because of poor leadership ethics, which includes the abuse of public funds.

Unethical activities become a norm because those who are ethical are seen as bad people. It seems as if public officials are interviewed to determine whether they are corrupt or not and those who are corrupt are given employment. From national to local government in South Africa, the government is corrupt, especially the senior management and leadership. Corruption starts in the political parties. People found to be corrupt are not arrested but they are changed to different departments and some of them are given different responsibilities, like an ambassador position. The government needs to develop a policy that will emphasize the implementation of the decisions taken by Commissions (Personal interview 1, June 2019).

Respondent 2 - 24.00% Coverage

In 2010, the municipality appointed ethical leaders and the financial conditions were stable. The current administrator might come with solutions to address problems of the municipality, but working with current managers who are the cause of the problem might mean they avoid finding solutions. The current general managers are permanent which then creates a problem for the managers and the leadership to provide solutions or suggestions to the problems (Personal interview 2, June 2019).

Respondent 3 - 29.34% Coverage

Everyone is responsible for the qualified audit in the organization. The political leadership must provide proper guidance and avoid all discrepancies in the municipality. Comrade deployment must be avoided. The majority rule affects the decisions taken by leaders in the municipality.

Employees in the municipality, including the street sweepers, are carrying firearms and some of them are hitmen. They are all paid on the 25th of each month, but they are not doing their work. Deployment takes place even in the EPWP programmes in the municipality (Personal interview 3, June 2019).

Respondent 1 - 49.24% Coverage

The ruling party and senior management are responsible for the qualified audit. The ruling party deploys all senior managers and that affects the decisions taken in the municipality. Even people that are working on the street are deployed and the mayors or managers are scared to give instructions because those who are in lower positions in the municipality are in position of influence in the branch level of the political parties. Mayors cannot give instructions because the same lower employees at the branch level command them (Personal interview 1, June 2019).

Respondent 1 - 29.71% Coverage

Leaders forget about public service delivery but politicize the entire environment and overlook the expected ethics in public service delivery. Respecting the people is very important and people only expect public service delivery and feel comfortable with the leadership and the management of the municipality (Personal interview 1, June 2019).

Respondent 2 - 55.21% Coverage

Politicians abuse the employees, which affects the integrity of officials and primarily the professionals who are instructed to perform unethical activities by the politicians in the municipality. The current mayor is not responsible for the municipality, but the deputy mayor is giving orders to the mayor to take instructions and implement in the municipality.

*Mr. *B* was good in the municipality, but he was removed because he did not take unethical instructions from the political office-bearers in Msunduzi Municipality. Some officials are living different lifestyles compared to their salaries* (Personal interview 2, June 2019).

Respondent 1 - 30.11% Coverage

Projects have been awarded to companies without following proper processes. Unethical leadership is at a higher level in this municipality. A son of mayor is alleged to have found some tenders in the municipality (Personal interview 1, June 2019).

Respondent 2 - 13.07% Coverage

The ruling party contributed a lot in the qualified audit opinion by the Auditor-General.

8.3 ETHICS IN LEADERSHIP

Respondent 1 - 10.81% Coverage

Leadership ethics are important for public service delivery. Officials must not be greedy. The money that is used through unethical activities could be used to provide proper services for the people and that emphasizes that ethics plays a significant role in public service delivery (Personal interview 1, June 2019).

Respondent 1 - 18.17% Coverage

Ward councilors and senior management are responsible for the qualified audit because councilors must play an oversight role and they must provide effective leadership because the Auditor-General can identify irregularities (Personal interview 1, June 2019).

Respondent 2 - 10.33% Coverage

Something is not right for the municipality. That is why the municipality has many challenges and many things need to be corrected (Personal interview 2, June 2019).

Respondent 1 - 16.42% Coverage

Yes, leadership ethics are important.

Senior managers in the municipality employ their girlfriends in the municipality who do not qualify. Managers themselves are not qualified for their jobs, but the personal assistants end up doing the work that is supposed to be done by the managers (Personal interview 1, June 2019).

Respondent 2 - 19.41% Coverage

Legitimate companies must audit each department in the municipality and the audit firms must be changed regularly because they end up being friends with the managers. The asset management for the municipality is poor, the equipment is not instantly tagged, and it is not easy to trace down the computers and other equipments (Personal interview 2, June 2019).

Respondent 3 - 8.01% Coverage

*When Mr. *B* was still the city manager, everything was in order but he was removed in 2016. He was a good leader and ant-corruption*

I have been at Msunduzi for the past 5 years (Personal interview 3, June 2019).

Respondent 1 - 3.07% Coverage

Yes, leadership ethics are very important.

Respondent 2 - 22.69% Coverage

There are unethical things that I have seen, but it depends on the levels. For example in the supply chain management, the piece of land that belongs to the municipality is sold at a higher price and the inflation of prices has been a problem for the municipality. Disciplinary processes are not properly followed (Personal interview 2, June 2019).

Respondent 3 - 31.19% Coverage

Leadership ethics contribute in two ways, positive and negative ways. Good leadership ethics create confidence in people. Poor leadership ethics leads to lack of trust (Personal interview 3, June 2019).

Audit opinion involves many people that comprise of councilors and the management of the municipality. Failure to play an oversight role by councilors contributes in the opinion disclaimer. The audit opinion is the combination of both councilors and management (Personal interview 3, June 2019).

Respondent 4 - 15.15% Coverage

The conscience of public officials is necessary to bring back the dignity of the community and the municipality. Councilors and municipal managers must understand the hardships of the people and poverty (Personal interview 4, June 2019).

Respondent 1 - 2.81% Coverage

Yes, leadership ethics are necessary.

Respondent 2 - 8.34% Coverage

A lot of unethical activities I have seen, like self-enrichment, using one's position for self-benefits (Personal interview 2, June 2019).

Respondent 3 - 42.10% Coverage

The municipality is guided by the code of conduct and that should provide guidance on what is allowed and what is not allowed. Unethical behavior must have consequences.

The municipality does not have an effective code of conduct and leaders do not have effective leadership ethics. Patronage is very high in the municipality because the deployed people are owing their bosses who deployed them some favors. Ethical people who are deployed are compromised because those who deployed them will force them to do the wrong things (Personal interview 3, June 2019).

Respondent 1 - 44.63% Coverage

Yes, leadership ethics are very important because things are bad as a result of poor leadership ethics, which includes the abuse of public funds.

Unethical activities become a norm because those who are ethical are seen as bad people. It seems as if public officials are interviewed to determine whether they are corrupt or not and those who are corrupt are given employment. From national to local government in South Africa, the government is corrupt, especially the senior management and leadership. Corruption starts in the political parties. People found to be corrupt are not arrested but they are changed to different departments and some of them are given different responsibilities like ambassador position. The government needs to develop a policy that will emphasize the implementation of the decisions taken by Commissions (Personal interview 1, June 2019).

Respondent 2 - 24.00% Coverage

In 2010, the municipality, appointed ethical leaders and the financial conditions were stable. The current administrator might mean that they come with solutions to address problems of the municipality but working with current managers who are the cause of the problem might avoid finding the solutions. The current general managers are permanent,

which then creates a problem for the managers and the leadership to provide solutions or suggestions to problems (Personal interview 2, June 2019).

Respondent 3 - 13.84% Coverage

Employees in the municipality, including the street sweepers, are carrying firearms and some of them are hitmen. They are all paid on the 25th of each month, but they are not doing their work. Deployment takes place even in the EPWP programmes in the municipality (Personal interview 3, June 2019).

Respondent 1 - 3.13% Coverage

Yes, leadership ethics are necessary.

Respondent 2 - 9.56% Coverage

Yes, leadership ethics affect service delivery. Personal interests defeat the purpose of service delivery (Personal interview 2, June 2019).

Respondent 1 - 41.50% Coverage

Yes, leadership ethics are important for public service delivery. Lack of ethics in any institutions is a dead institution.

Leaders forget about public service delivery but politicize the entire environment and overlook the expected ethics in public service delivery. Respecting the people is very important and people only expect public service delivery and feel comfortable with the leadership and the management of the municipality (Personal interview 1, June 2019).

Respondent 2 - 22.21% Coverage

*Mr. *B* was good in the municipality, but he was removed because he did not take unethical instructions from the political office barriers in Msunduzi Municipality. Some officials are living different lifestyles compared to their salaries.*

Respondent 1 - 17.19% Coverage

Yes, ethical leadership is necessary.

The political deployees influence officials and this is unethical conduct itself.

Respondent 2 - 13.07% Coverage

The ruling party contributed a lot in the qualified audit opinion by the Auditor-General.

8.4 IMPORTANCE OF ETHICS IN LEADERSHIP

Respondent 1 - 4.15% Coverage

Yes, leadership ethics are important for whichever organization, for the management as well as the staff members.

Most employees of Msunduzi Municipality agreed that leadership ethics are important, but leaders are hardly implementing ethics when decisions are made (Personal interview 1, June 2019).

Respondent 2 - 11.32% Coverage

The municipality has got the code of conduct which stipulates things that are allowed or not allowed to do in terms of ethical and unethical conduct. I might not be able to give a list of things but things such as taking bribes, sexual harassment. The way of talking to staff is also important for ethics.

Respondent 3 - 1.92% Coverage

I have worked for the municipality for over 10 years (Personal interview 3, June 2019).

Respondent 1 - 6.52% Coverage

Leadership ethics are important because ethical people will not misuse public funds.

Respondent 1 - 2.13% Coverage

Yes, leadership ethics are important.

Respondent 1 - 3.07% Coverage

Yes, leadership ethics are very important.

Respondent 2 - 12.74% Coverage

Leadership ethics contribute in two ways: positive and negative ways. Good leadership ethics create confidence in people. Poor leadership ethics leads to a lack of trust.

Respondent 1 - 2.81% Coverage

Yes, leadership ethics are necessary.

Respondent 2 - 12.19% Coverage

The most important unethical conduct is to be involved in corruption. The issues of suppressing other subordinates in the organization are a factor.

Respondent 3 - 42.26% Coverage

The municipality is guided by the code of conduct and that should provide guidance on what is allowed and what is not allowed. Unethical behavior must have consequences.

The municipality does not have an effective code of conduct and leaders do not have effective leadership ethics. Patronage is very high in the municipality because the deployed people are owing their bosses who deployed them some favors. Ethical people who are deployed are compromised because those who deployed them will force them to do the wrong things (Personal interview 3, June 2019).

Respondent 1 - 44.63% Coverage

Yes, leadership ethics are very important because things are bad because of poor leadership ethics, which includes the abuse of public funds.

Unethical activities become a norm because those who are ethical are seen as bad people. It seems as if public officials are interviewed to determine whether they are corrupt or not and those who are corrupt are given employment. From national to local government in South Africa, the government is corrupt, especially the senior management and leadership. Corruption starts in the political parties. People found to be corrupt are not arrested, but they are changed to different departments and some of them are given different responsibilities like ambassador position. The government needs to develop a policy that will emphasize the implementation of the decisions taken by Commissions (Personal interview 1, June 2019).

Respondent 2 - 24.00% Coverage

In 2010, the municipality appointed ethical leaders and the financial conditions were stable. The current administrator might come with solutions to address problems of the municipality but working with current managers who are the cause of the problem might mean that they avoid finding solutions. The current general managers are permanent, which then creates a problem for the managers and the leadership to provide solutions or suggestions to problems (Personal interview 2, June 2019).

Respondent 3 - 13.84% Coverage

Employees in the municipality, including people who are sweeping the street, are carrying firearms and some of them are hitmen. They are all paid on the 25th of each month, but they are not doing their work. Deployment takes place even in the EPWP programmes in the municipality (Personal interview 3, June 2019).

Respondent 1 - 3.13% Coverage

Yes, leadership ethics are necessary.

Respondent 2 - 9.83% Coverage

There are so many unethical conducts, like controlling of officials by the politicians, corruption and nepotism.

Respondent 3 - 9.56% Coverage

Yes, leadership ethics affect service delivery. Personal interests defeat the purposes of service delivery (Personal interview 3, June 2019).

Respondent 1 - 29.71% Coverage

Leaders forget about public service delivery, but politicize the entire environment and overlook the expected ethics in public service delivery. Respecting the people is very important and people only expect public service delivery and feel comfortable with the leadership and the management of the municipality.

Respondent 1 - 5.26% Coverage

Yes, ethical leadership is necessary.

Respondent 2 - 13.07% Coverage

The ruling party contributed a lot in the qualified audit opinion by the Auditor-General.

8.5 RELATIONSHIP BETWEEN OFFICIALS AND POLITICIANS

Respondent 1 - 13.43% Coverage

There must be a barrier between the politicians and the administrators in the municipality. The role of all the people in the municipality is a factor. Councilors are now careerists and councilors must be paid a specific amount of money as a stipend for meetings and not be paid on a monthly basis. Councilors are interfering with the work of the administrators (Personal interview 1, June 2019)*...*

Respondent 1 - 18.01% Coverage

Ward councilors and senior management are responsible for the qualified audit because councilors must play an oversight role and they must provide effective leadership because the Auditor-General can identify irregularities (Personal interview 1, June 2019)*.*

Respondent 2 - 17.55% Coverage

Councilors must play an oversight role on public funds allocation and the senior management must not be involved in politics. The different factions in the politics of the municipality also create factions in the administration.

Respondent 1 - 30.18% Coverage

Some managers are only enriching themselves instead of applying leadership ethics to provide proper services for the people. Senior managers are sometimes doing their job properly but the general managers are sometimes the obstacle. The politicians and the ruling party mainly control the general managers. Some people were part of the interview process but they were not appointed, while those who did not have qualifications and experience but had political relations with the ruling party were appointed (Personal interview 1, June 2019)*.*

Respondent 1 - 18.45% Coverage

Audit opinion involves many people that comprises councilors and the management of the municipality. Failure to play an oversight role by councilors contributes in the opinion disclaimer. The audit opinion is the combination of both councilors and management (Personal interview 1, June 2019).

Respondent 2 - 15.15% Coverage

The conscience of public officials is necessary to bring back the dignity of the community and the municipality. Councilors and municipal managers must understand the hardships of the people and poverty.

Respondent 3 - 13.32% Coverage

Yes, and no. Circumstances dictate because some activities by employees have no consequence for management, but in some cases, people are held responsible for their activities or actions (Personal interview 3, June 2019).

Respondent 1 - 18.04% Coverage

Both senior management and political leadership are responsible for the qualified audit opinion. The political leadership is only interested in personal gains and oppress the poor and the employees of the municipality (Personal interview 1, June 2019).

Respondent 2 - 28.23% Coverage

The municipality does not have an effective code of conduct and leaders do not have effective leadership ethics. Patronage is very high in the municipality because the deployed people are owing their bosses who deployed them some favors. Ethical people who are deployed are compromised because those who deployed them will force them to do the wrong things.

Respondent 1 - 36.83% Coverage

Unethical activities become a norm because those who are ethical are seen as bad people. It seems as if public officials are interviewed to determine whether they are corrupt or not and those who are corrupt are given employment. From national to local government in South Africa, the government is corrupt, especially the senior management

and leadership. Corruption starts in the political parties. People found to be corrupt are not arrested, but they are changed to different departments and some of them are given different responsibilities like an ambassador position. The government needs to develop a policy that will emphasize the implementation of the decisions taken by commissions (Personal interview 1, June 2019).

Respondent 2 - 24.00% Coverage

In 2010, the municipality appointed ethical leaders and the financial conditions were stable. The current administrator might come with solutions to address problems of the municipality, but working with current managers who are the cause of the problem might mean that they avoid finding solutions. The current general managers are permanent, which then creates a problem for the managers and the leadership to provide solutions or suggestions to the problems.

Respondent 3 - 15.50% Coverage

Everyone is responsible for the qualified audit in the organization. The political leadership must provide proper guidance and avoid all discrepancies in the municipality. Comrade deployment must be avoided. The majority rule affects the decisions taken by leaders in the municipality (Personal interview 3, June 2019).

Respondent 1 - 49.06% Coverage

The ruling party and senior management are responsible for the qualified audit. The ruling party deploys all senior managers and that affects the decisions taken in the municipality. Even people that are working on the street are deployed and the mayors or managers are scared to give instructions because those who are in lower positions in the municipality are in positions of influence in the branch level of the political parties. Mayors cannot give instructions because the same lower employees at the branch level command them (Personal interview 1, June 2019).

Respondent 2 - 24.58% Coverage

Everyone must do their work properly in order to ensure that service delivery is effective at all times. Some managers might want to discipline some employees only to find out

that some senior managers will interfere and advise managers to overlook some bad behavior.

Respondent 1 - 55.21% Coverage

Politicians abuse the employees, which affects the integrity of officials and primarily the professionals who are instructed to perform unethical activities by the politicians in the municipality. The current mayor is not responsible for the municipality, but the deputy mayor is giving orders to the mayor to take instructions and implement in the municipality.

*Mr. *B* was good in the municipality, but he was removed because he did not take unethical instructions from the political office-bearers in Msunduzi Municipality. Some officials are living different lifestyles compared to their salaries* (Personal interview 1, June 2019).

Respondent 1 - 11.93% Coverage

The political deployees influence officials and this is unethical conduct itself.

Respondent 2 - 47.87% Coverage

Councilors and the officials are responsible for the qualified audit and the officials are mostly responsible for the unqualified audit because they are the ones signing the official documents. Officials are responsible for the administration.

The ruling party contributed a lot to the qualified audit opinion by the Auditor-General. (Personal interview 1, June 2019).

8.6 TENDER INFLATION AND BRIBERY

Respondent 1 - 24.13% Coverage

Seeing unethical conduct and hearing are two different things, but there things that I have heard about unethical conduct like people having to offer sex for them to be employed in the municipality. The issue of bribes in the municipality, especially in the Supply chain section. The service provider offered someone that I know some bribe and he mentioned that other employees are taking the bribe and this is seen as normal behavior. The municipality is under administration because of illegal tenders, money laundering and

many unethical behaviors, but many things are happening at a higher level and junior managers are not privy to the information (Personal interview 1, June 2019).

Respondent 1 - 18.63% Coverage

Doing business with the municipality is unethical, especially without declaring the business interests. Councilors employ their friends and relatives, selling the land of the municipality, bribing of traffic officers and other employees (Personal interview 1, June 2019).

Respondent 2 - 6.91% Coverage

People have been suspended for awarding tenders to themselves and employing their friends at Msunduzi Municipality.

Respondent 1 - 16.82% Coverage

The most important problem is the tenders and vacancies. Senior managers appoint companies of their friends and relatives. There is no vetting of companies. The awarded companies to do the work are already informed about everything about the tender, even the information about other bidders (Personal interview 1, June 2019).

Respondent 2 - 19.41% Coverage

Legitimate companies must audit each department in the municipality and the audit firms must be changed regularly because they end up being friends with the managers. The asset management for the municipality is poor, the equipment is not instantly tagged, and it is not easy to trace down the computers and other equipment (Personal interview 2, June 2019).

Respondent 3 - 6.91% Coverage

Auditors must be the best companies and if need be, 2 companies must be appointed to audit and do the work thoroughly (Personal interview 3, June 2019).

Respondent 4 - 30.18% Coverage

Some managers are only enriching themselves, instead of applying leadership ethics to provide proper services for the people. Senior managers are sometimes doing their job

properly but the general managers are sometimes the obstacle. The politicians and the ruling party mainly control the general managers. Some people were part of the interview process but they were not appointed, while those who did not have qualifications and experience but had political relations with the ruling party were appointed (Personal interview 4, June 2019).

Respondent 1 - 12.30% Coverage

Unethical activities are when a person is receiving a gift and fail to declare the gift. Poor accessibility of leaders to the community members is also being unethical.

Respondent 2 - 22.69% Coverage

There are unethical things that I have seen but it depends on the levels. For example in the supply chain management, the peace of land that belongs to the municipality is sold at a higher price and the inflation of prices has been a problem for the municipality disciplinary processes are not properly followed (Personal interview 2, June 2019).

Respondent 3 - 18.45% Coverage

Audit opinion involves many people that comprises of councilors and the management of the municipality. Failure to play oversite role by councilors contribute in the opinion disclaimer. The audit opinion is the combination of both councilors and management (Personal interview 3, June 2019).

Respondent 1 - 28.07% Coverage

The municipality does not have an effective code of conduct and leaders do not have effective leadership ethics. Patronage is very high on the municipality because the deployed people are owing their bosses who deployed them some favors. Ethical people who are deployed are compromised because those who deployed them will force them to do the wrong things (Personal interview 1, June 2019).

Respondent 1 - 36.83% Coverage

Unethical activities become a norm because those who are ethical are seen as bad people. It seems as if public officials are interviewed to determine whether they are corrupt

or not and those who are corrupt are given employment. From national to local government in South Africa, the government is corrupt especially the senior management and leadership. Corruption starts in the political parties. People are found to be corrupt are not arrested but they are changed to different departments and some of them are given different responsibilities like an ambassador position. The government needs to develop a policy that will emphasize the implementation of the decisions taken by Commissions (Personal interview 1, June 2019).

Respondent 2 - 13.84% Coverage

Employees in the municipality, including the street sweepers, are carrying firearms and some of them are hitmen. They are all paid on the 25th of each month but they are not doing their work. Deployment takes place even in the EPWP programmes in the municipality (Personal interview 2, June 2019).

Respondent 1 - 49.06% Coverage

The ruling party and senior management are responsible for the qualified audit. The ruling party deploys all senior managers and that affects the decisions taken in the municipality. Even people that are working on the street are deployed and the mayors or managers are scared to give instructions because those who are in lower positions in the municipality are in positions of influence in the branch level of the political parties. Mayors cannot give instructions because the same lower employees at the branch level command them (Personal interview 1, June 2019).

Respondent 1 - 29.71% Coverage

Leaders forget about public service delivery but politicize the entire environment and overlook the expected ethics in public service delivery. Respecting the people is very important and people only expect public service delivery and feel comfortable with the leadership and the management of the municipality (Personal interview 1, June 2019).

Respondent 2 - 55.21% Coverage

Politicians abuse the employees, which affects the integrity of officials and primarily the professionals who are instructed to perform unethical activities by the politicians in the

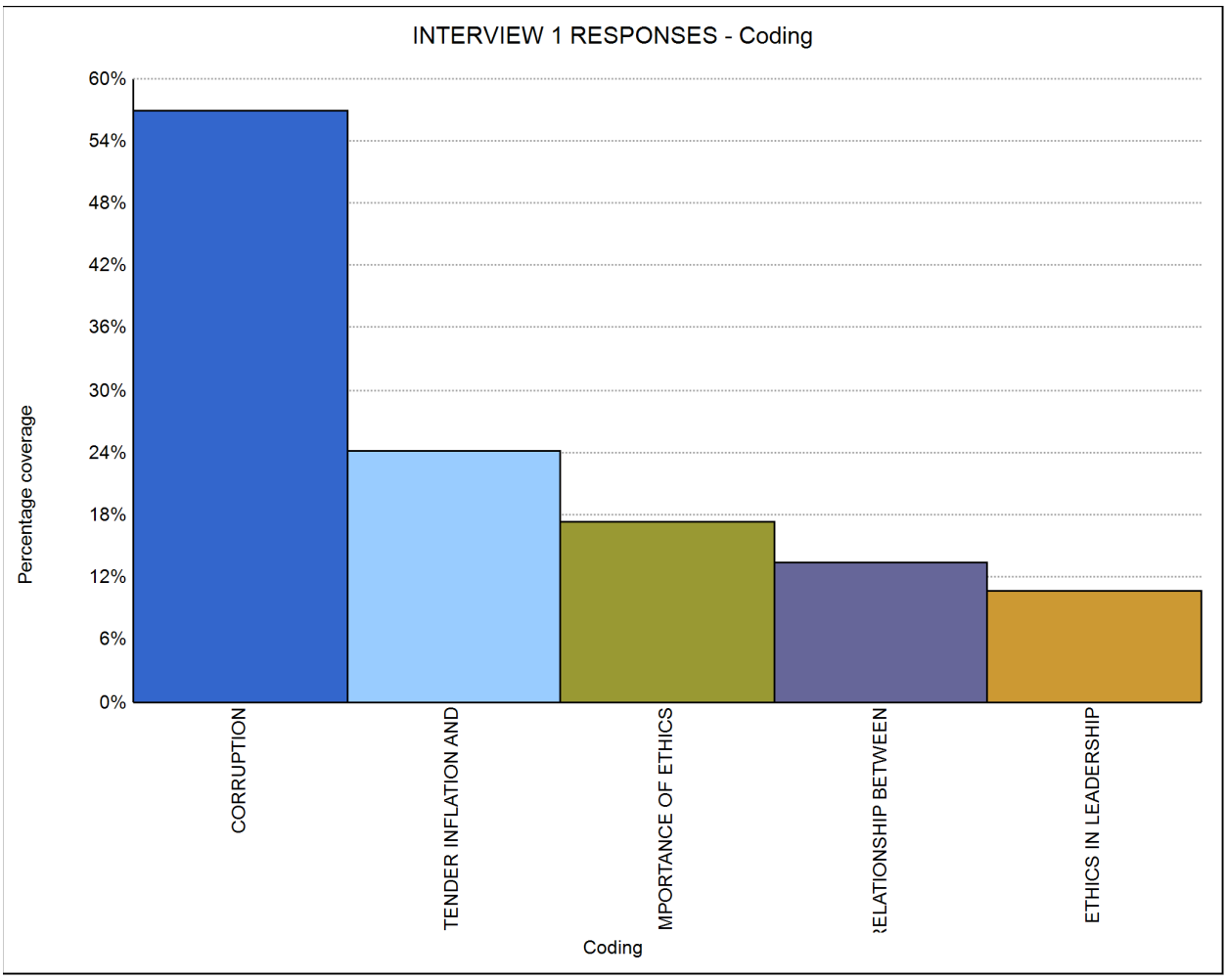
municipality. The current mayor is not responsible for the municipality, but the deputy mayor is giving orders to the mayor to take instructions and implement in the municipality.

*Mr. *B* was good in the municipality, but he was removed because he did not take unethical instructions from the political office-bearers in Msunduzi Municipality. Some officials are living different lifestyles compared to their salaries* (Personal interview 2, June 2019).

Respondent 1 - 30.11% Coverage

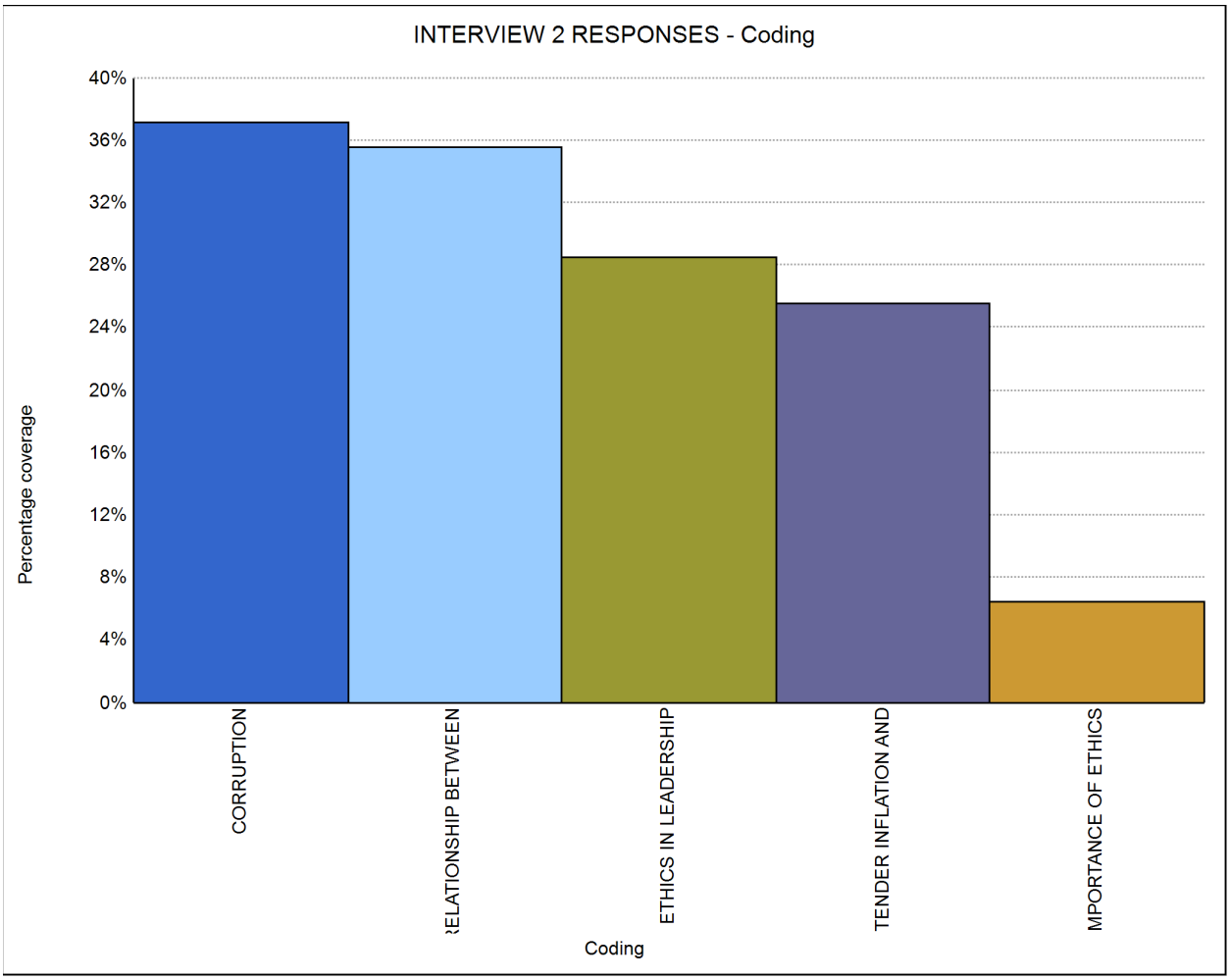
Projects have been awarded to companies without following proper processes. Unethical leadership is at a high level in this municipality. A son of the mayor is alleged to have found some tenders in the municipality (Personal interview 1, June 2019).

Figure 8.1: respondent one results



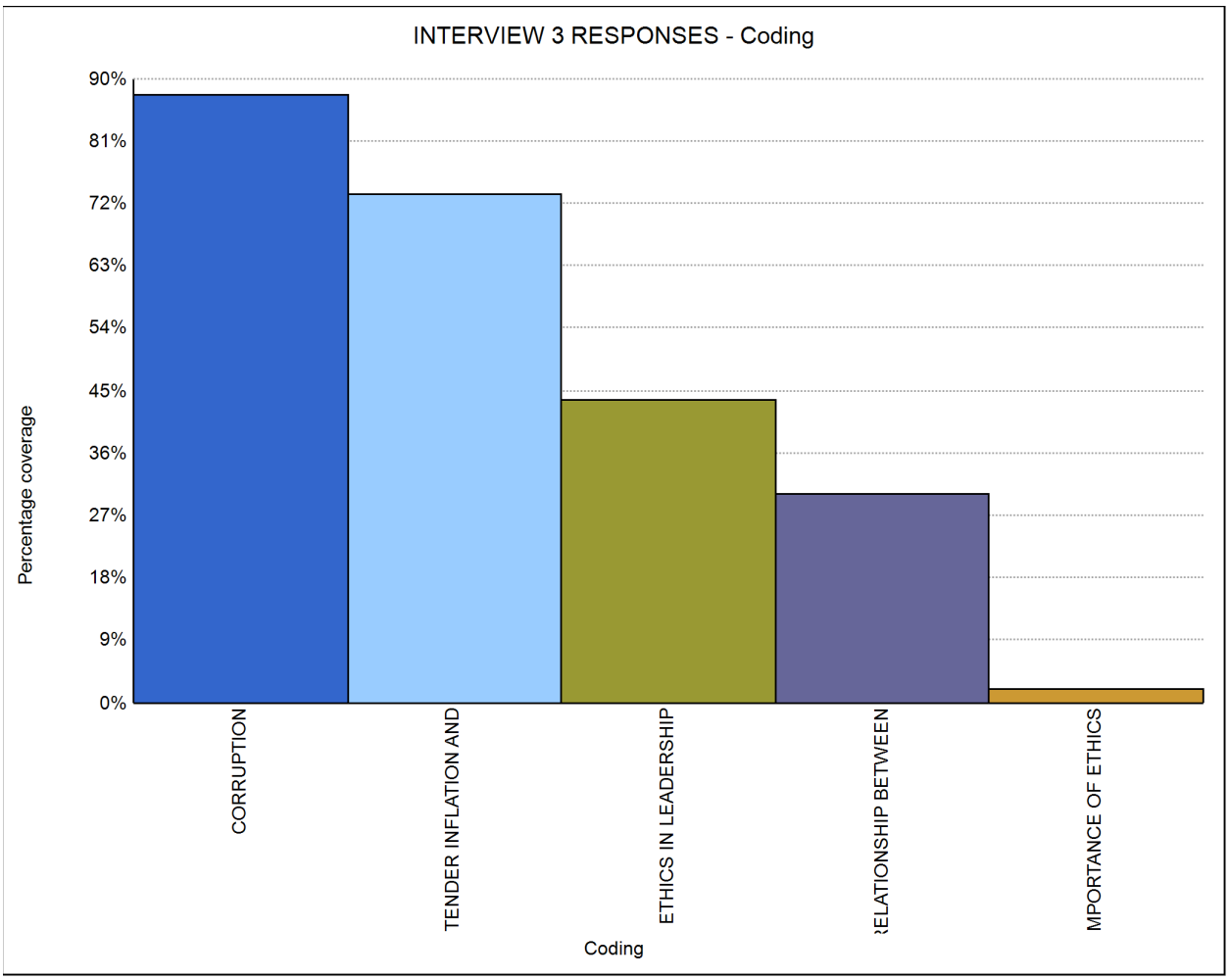
The above results summarize the responses made by Respondent Number One. Respondent number 1 believed that there was a high level of corruption in the municipality, committed through the tender system.

Figure 8.2: respondent two results



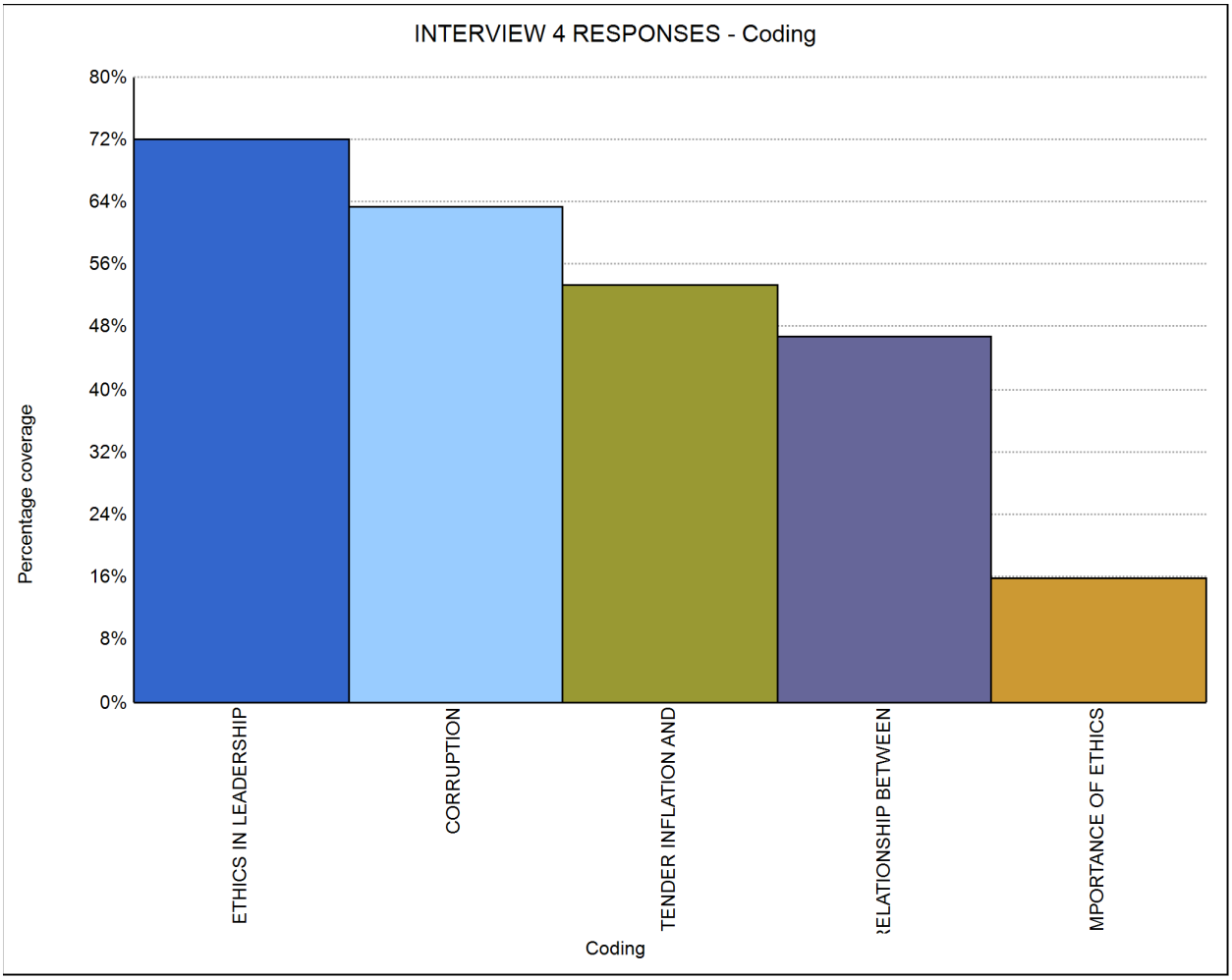
Respondent two reported that the leadership of the municipality is corrupt and had many unethical activities. Respondent two overall believed that the municipality has serious challenges, which affect public service delivery.

Figure 8.3: respondent three results



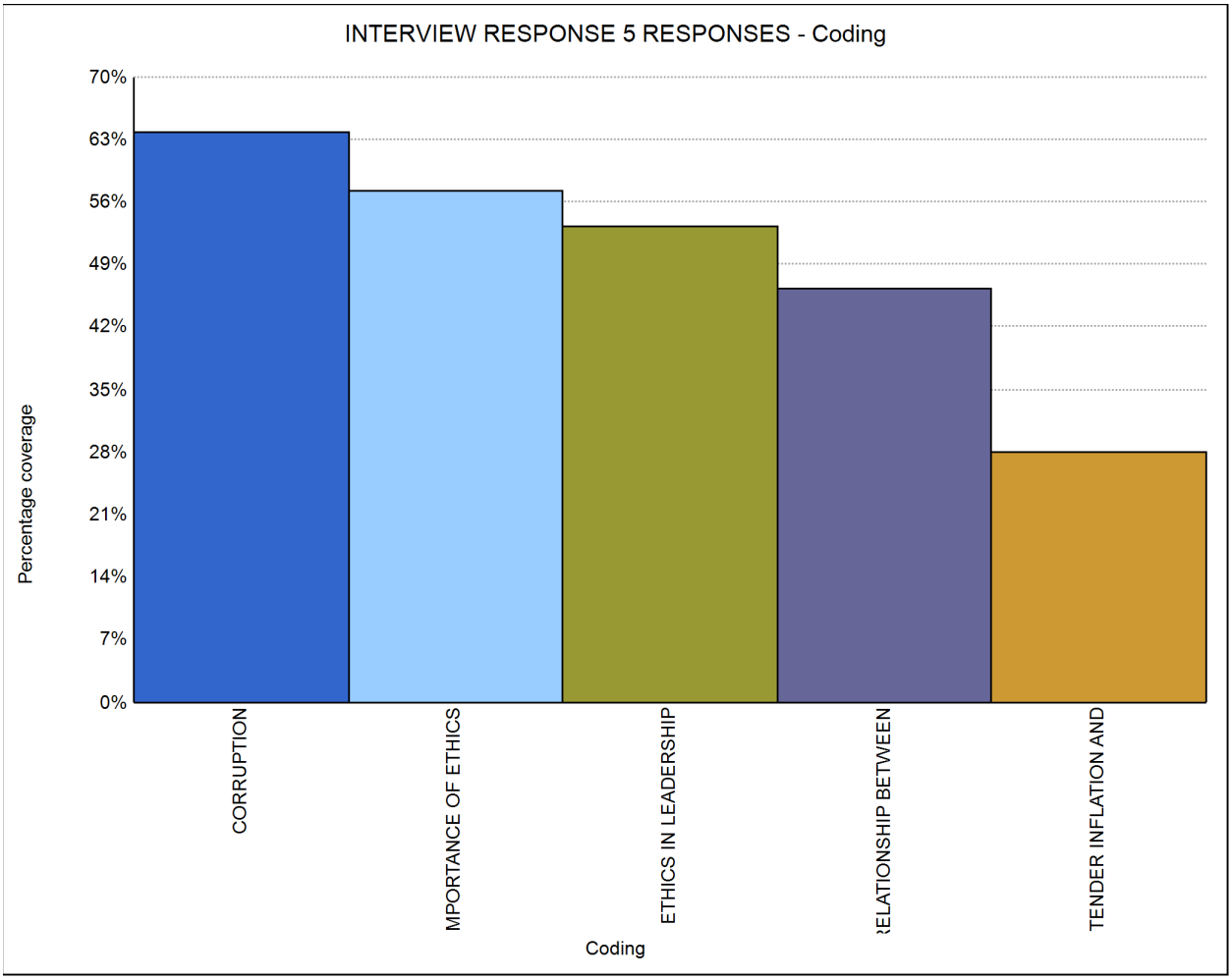
Respondent three confirmed that the corruption in the municipality is at a high level. Municipality leaders do not have necessarily expected leadership ethics and moral values.

Figure 8.4: respondent four results



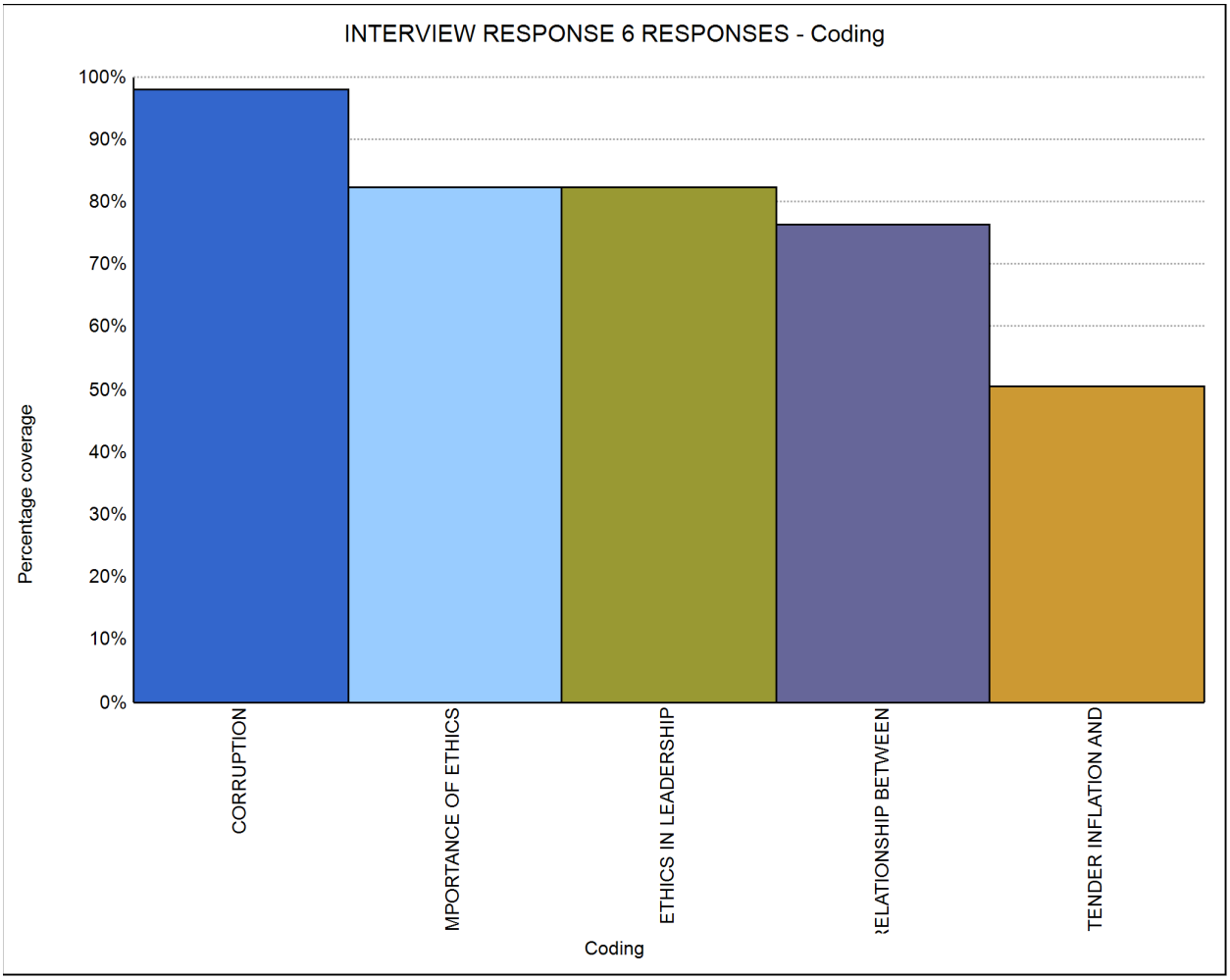
Respondent four responded with mostly answers that suggested that poor leadership ethics in Msunduzi Municipality is the root cause of poor public service delivery.

Figure 8.5: respondent five results



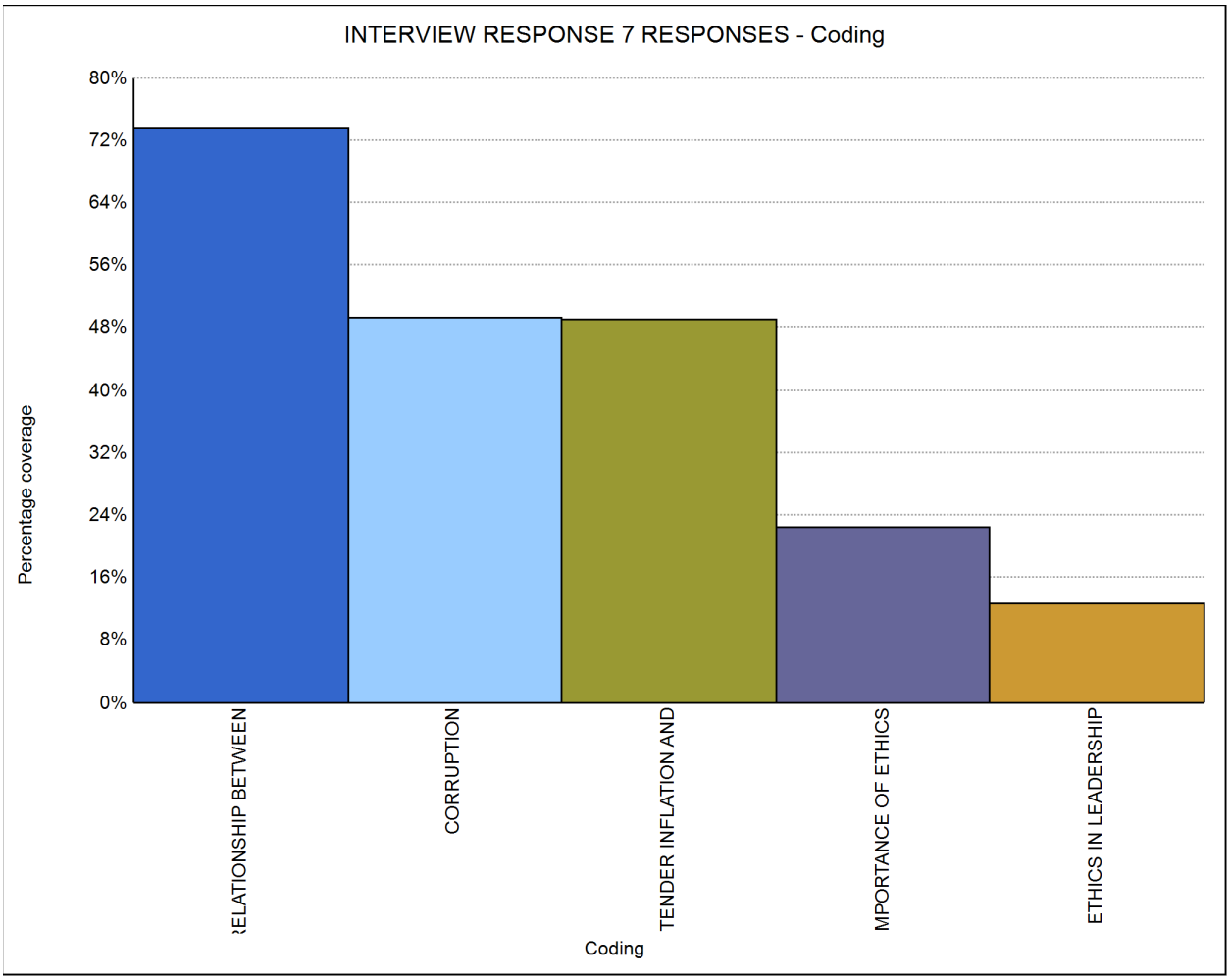
Respondent five also believed that the leadership of Msunduzi Municipality is corrupt and unethical. Tender inflation is also a major problem indicated by this respondent.

Figure 8.6: respondent six results



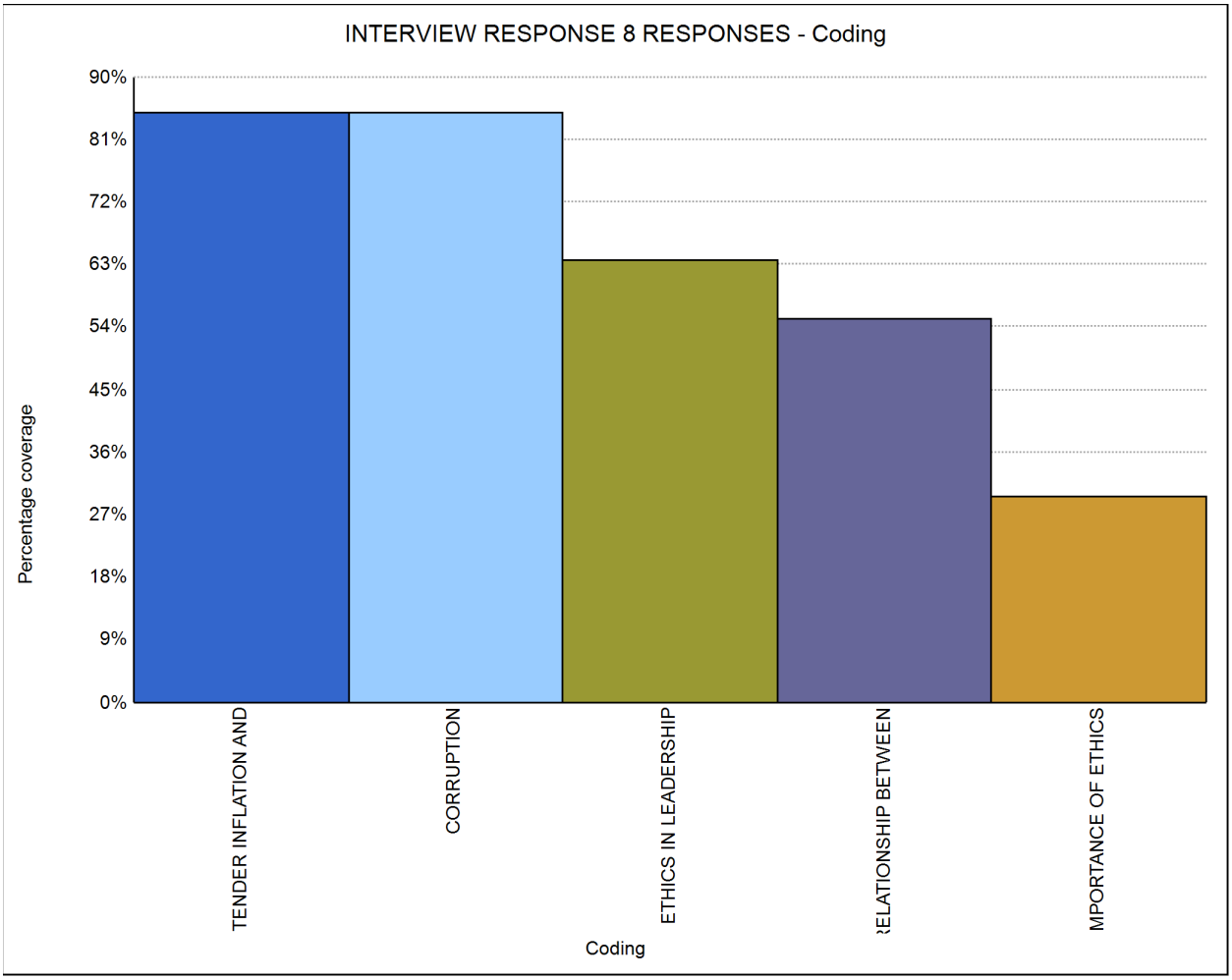
Respondent six believed that more than 95 % of municipal leaders of Msunduzi municipality are corrupt. This respondent highly believes that ethics in leadership are compulsory.

Figure 8.7: respondent seven results



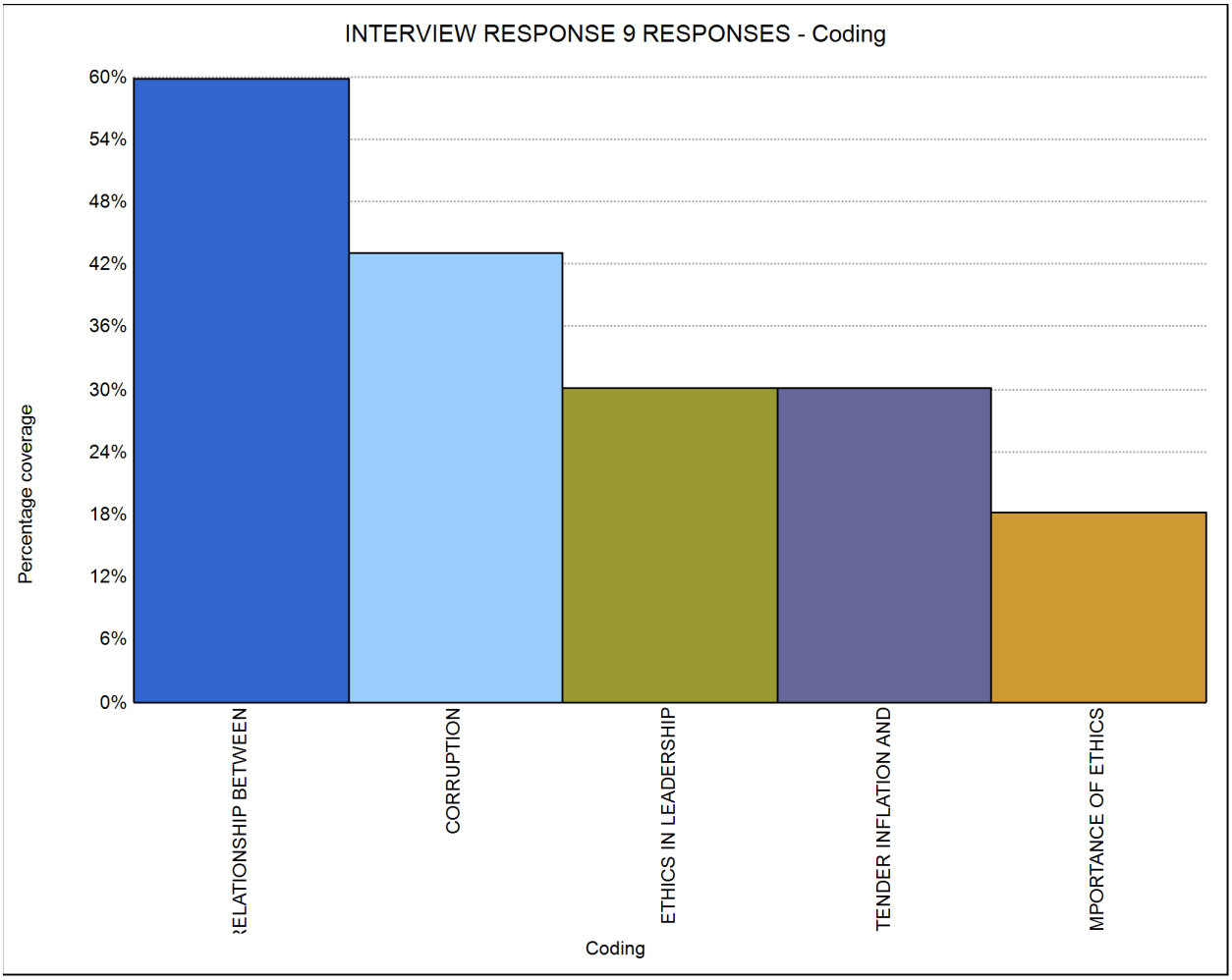
Respondent seven believed that the municipal leaders of Msunduzi Municipality are corrupt and unethical.

Figure 8.8: respondent eight results



Respondent eight had a slightly different view of the conditions in Msunduzi Municipality. Respondent eight believed that tender inflation and wrongfully awarding tenders to companies that do not qualify and that are associated with staff members is too high.

Figure 8.9: respondent nine results



Respondent nine believed that there is a strong relationship between ethics and corruption. Poor ethics exposes people to corrupt activities, which become problematic for those conflicted to resist the pressure.

8.7 CONCLUSION AND SUMMARY

Chapter Eight captured all the responses from the participants that were interviewed in the study. This chapter show how ethics were compromised in the daily operations of Msunduzi municipality and during public service delivery. Employees of Msunduzi Municipality have experienced unethical behavior from leadership and some reported the behavior but some did not report because of fear of victimization. Necessity of leadership ethics in local government and particularly at Msunduzi municipality was well noticed by all respondents that took part in the study.

CHAPTER NINE

CONCLUSIONS AND RECOMMENDATIONS

9.1 Introduction

This study began with the understanding that ethics in leadership plays a significant role in public service delivery. Governance and ethics in South Africa have become the biggest problem, which is mainly discussed in different platforms, but solutions remain a major challenge. The media reports on poor leadership and corruption in the South African government has negatively affected the economy of the country and the public trust. South Africa is in a new era, the era of revolutionary change and fights against racial discrimination and economic exclusion of black people was won in 1994 but the new era was born. The era of corruption, white-collar crime poor leadership ethics financial looting, money laundering, nepotism patronage is the package that came with the democracy.

Corruption and failure to follow expected leadership ethics are becoming common and those who are not corrupt and ethical are slowly becoming irrelevant in our society. South African democracy has grown over the past 25 years and the media mostly practice freedom of speech. The term “state capture” became the most popular word, which is a concept that summarizes what has happened in the South African government. State capture portrayed the South African government as the most unethical government in the world and shows other countries that private business people have more power than the public officials have or elected government leaders.

The study focused on leadership ethics in government leaders and officials in line with the following objectives of the study:

- To examine the extent to which ethical leadership affects public service delivery at Msunduzi Municipality.
- To investigate perceptions of employees regarding ethical leadership at Msunduzi Municipality.

- To investigate the perceptions of executive managers regarding ethical leadership at Msunduzi Municipality.
- To suggest a leadership model that can assist to improve service delivery from an ethical perspective at Msunduzi Municipality.

9.2 Findings

Despite the effort made by some government leaders to curb corruption and unethical activities in government institutions, leadership ethics remain a national issue. Poor systems to fight against corruption and unethical activities compromise public service delivery and paint all public sector officials as corrupt people. The idea of getting into government institutions for the purposes of self-benefit is dominant amongst many people who are in government institutions. A lack of passion to provide services to the people without expecting anything in return is dominant in the South African government. The idea presented by South African government policy to put people first remains the pipeline dream that will not be achievable unless government deploys individuals that do not see government institutions as a scheme to get rich quick.

Objective 1:

- To examine the extent to which ethical leadership affects public service delivery at Msunduzi Municipality.

Ethical leadership affects the operations of Msunduzi Municipality, which also badly affected public service delivery. The majority of Msunduzi Municipality employees are not happy about how decisions are made and most decisions made were unethical. Public protests by people residing in Msunduzi were informed by poor public service delivery and a lack of ethics by leaders. The municipality is under administration because of illegal tenders, money laundering, and many other unethical behaviors. Moreover, many things are happening at a higher level and junior managers are not privy to the information. The municipality drives an agenda of a political party, regardless of the qualifications and

merit. In some cases, some people are forced by circumstances to be unethical because of fear of losing their jobs. Only the municipality employs a few people because they qualify, but they are politically deployed. Senior managers in the municipality employ their girlfriends who do not qualify in the municipality. Managers themselves are not qualified for their jobs. Personal assistants end up doing the work that is supposed to be done by the managers.

Objective 2:

- To investigate perceptions of employees regarding ethical leadership at Msunduzi Municipality.

Employees' perception about the Msunduzi Municipality leadership is that ward councilors and senior management are responsible for the qualified audit because councilors must play an oversight role and they must provide effective leadership because the auditor general can identify irregularities. Municipal employees suggested that legitimate companies audit each department in the municipality and that audit firms must be changed regularly because they end up being friends with the managers. The asset management for the municipality is poor, the equipment is not instantly tagged, and it is not easy to trace down the computers and other equipment.

Objective 3:

- To investigate the perceptions of executive managers regarding ethical leadership at Msunduzi Municipality.

Results have shown that some managers are only enriching themselves instead of applying leadership ethics to provide proper services for the people. Senior managers are sometimes doing their jobs properly, but the general managers are sometimes the obstacle. Politicians and the ruling party mainly control General Managers. Some people were part of the interview process, but they were not appointed, while those

who did not have qualifications and experience but had political relations with the ruling party were appointed.

Objective 4:

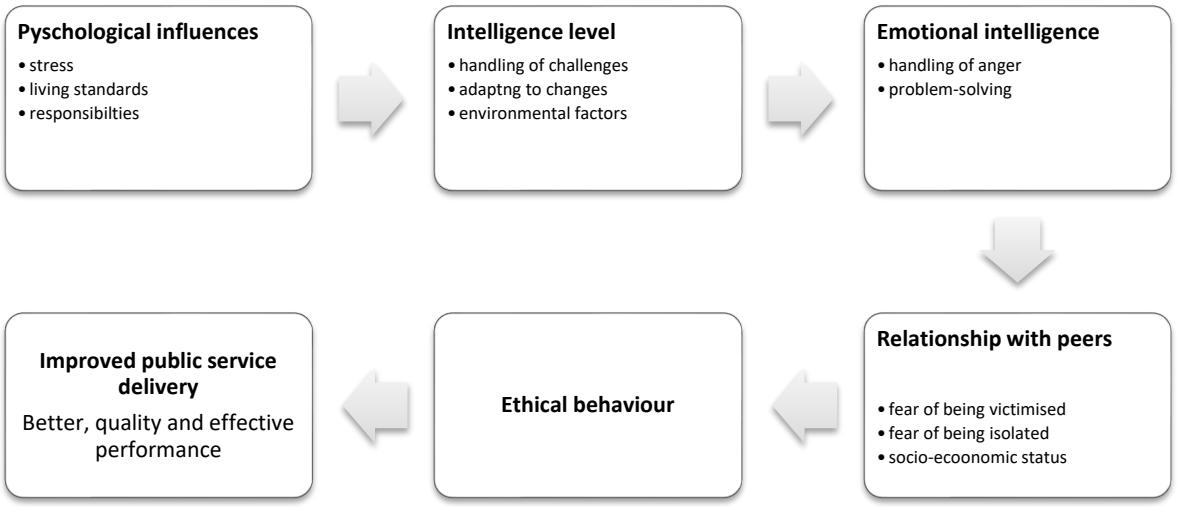
- To suggest a leadership model that can assist to improve service delivery from an ethical perspective at Msunduzi Municipality.

The researcher suggested a leadership model that includes how ethics must be applied to government institutions.

9.3 Recommendations

Leadership ethics in government leaders remain a challenge, regardless of the campaigns initiated by the government to fight against unethical behavior. Unethical behavior in government institutions directly and indirectly affects public service delivery. This study recommends and suggests the following ethical behavior model:

Figure 9.1: Ethical behavior model



Source: Generated by researcher (2019)

Figure 9.1 indicates that ethical behavior is not something that is automatically found in leaders or employees, but there are factors that influence people. People and leaders who are psychologically fit and manage their responsibilities effectively stand better chances of being ethical. The intelligence level of leaders plays a big role, but can be affected by challenges and environmental factors. Emotional intelligence controls the anger of leaders when finding out that their peers are involved in unethical conduct within the organization. Therefore, all the elements contribute to ethical behavior, which then results in how staff performs towards service delivery. Some leaders might not want to be ethical in the organization because of the fear of being isolated or victimized, or even being assassinated. The socio-economic status of the local government leadership influences the decisions made by leaders. The victimization and killings of ethical leaders in the local government administration remain a big concern and a direct threat to public servants who are ethical. The assassination of the late Richmond municipal manager who was regarded as one of the ethical leaders in the province and was awarded the best municipal manager award by the Department of Co-operative Governance and Traditional Affairs shows that ethical leaders are at risk of losing their lives (Singh, 2017: 1).

Therefore, if all the elements suggested in the model are addressed at the local government level, the issues related to unethical conduct in the municipality will be minimized, resulting in good and improved public services. Public service delivery will also improve if employees are given proper training to address aspects that contribute to unethical behavior and provide alternatives to equip leaders with the necessary skills to be ethical.

9.4 Conclusion

Senior government leaders are expected to provide leadership and guide junior employees in government institutions. Senior government leaders themselves must be appointed based on merit. However, government institutions are clouded by leaders who are deployed by political parties to advance the mandate of the political party and sometimes not of the general population. South Africa needs credible leaders who have lengthy experience in how to lead people and deliver the mandate of the people. The appointment of senior government employees is handled by politicians, even if due human resource processes are followed. However, political leaders always have their way to make sure that their preferred candidate is appointed. Many cases of unethical appointments in South Africa prove that South African leaders are unethical. There are still those who are ethical, but those who are unethical oppress them. Unethical behavior in South Africa has been embraced as a normal situation and ethical behavior has become abnormal. Corruption in South Africa is systematic and no matter who is in charge of the government, no political party can end corruption. The electoral system itself must be revised thoroughly. The electoral system and the process of electing leaders are oppressive; hence, those who have authority and can influence the electoral procedures must intervene so that the community will elect credible leaders without any fear or favor. The leadership in the South African government can identify corrupt activities but the prosecution rate of corrupt leaders is very low. How corruption and unethical activities are handled in the country is unsatisfactory and those who are found to be corrupt in one department are redeployed to another government department. The government systems and policies do not prohibit corrupt leaders to be redeployed to other government

departments. This creates a recycling process and this primarily leads to more corruption because the consequences are not effective enough for people to stop being corrupt. The establishment of the Zondo Commission of inquiry and the presentations made by witnesses is evidence of how corrupt is the government leaders in South Africa.

9.5 Future research

Poor leadership ethics is a major problem in South Africa, but there are other contributing factors such as poverty and the incompetence of government employees. A number of issues affect ethics and in order to address the issue of ethics, it is important to also address those factors. The lack of ethics starts from the society as those society members are employed in government institutions where they carry the same behavior and apply it to government institutions. Future studies can look into the relationship between poverty and ethics in society, as well as the insufficient salaries of government employees.

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Appendix A

The Msunduzi Municipality

Private Bag X 321
Pietermaritzburg
3200
Φ (033) 392 3000

333 Church Street
Pietermaritzburg
3200
www.msunduzi.gov.za

CITY OF CHOICE
PIETERMARITZBURG
MSUNDUZI

Enq: Nonhlanhla Tel: 033 392 2541 E-mail: nonhlanhla.mkhize@msunduzi.gov.za

22 May 2018

Durban University of Technology
Faculty of Management Sciences

Dear Student

Please find herewith our letter of support for your proposed research study "ETHICAL LEADERSHIP AND SERVICE DELIVERY: A CASE OF MSUNDUZI MUNICIPALITY, KWAZULU-NATAL PROVINCE".

This proposed study will be to investigate the extent to which ethical leadership influences public service delivery using the case of Msunduzi municipality. Ethical leadership has been a bone of contention in the post-apartheid South Africa since the dawn of the new democracy. Non-ethical behaviour and leadership styles affect service delivery; hence the constituency becomes dissatisfied and protest when they observe hindrance, in relating and ensuring that people respect leaders it is necessary to investigate the required ethics in leadership. The study seeks to examine the ethical perceptions of leaders at Msunduzi Municipality, examine the reasons that qualified the audit of the Municipality, investigate the relationship between political office bearers and Government employees at Msunduzi Municipality, suggest the ethics and leadership model that can assist to improve the Msunduzi Municipality to obtain unqualified audit.

As the Speaker Councillor JJ Ngubo of Msunduzi Municipality we support the stated benefits of the study and as a Municipality we promote transparency.

For any assistance don't hesitate to contact my office on 033 392 2541.

Yours Sincerely,

CLLR J. NGUBO
SPEAKER OF COUNCIL
MSUNDUZI MUNICIPALITY

NGUBO JABU
COMMISSIONER OF OATH (EX OFFICIO)
COUNCILLOR, MSUNDUZI MUNICIPALITY
CITY HALL, CHIEF ALBERT LUTHULI STREET
PIETERMARITZBURG

FOR USE BY COUNCILLORS

The Speaker
The Msunduzi Municipality
2018 -05- 22
CITY OF CHOICE
City Hall
Pietermaritzburg
PIETERMARITZBURG MSUNDUZI

MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

3 May 2019

Student Name: Mr Z Mbandlwa
Student No: 21240964
FREC REF: 108/18FREC

Dear Mr Z Mbandlwa

Doctor of Philosophy: PUBLIC ADMINISTRATION

TITLE: Ethical Leadership and Service delivery: a case of Umsunduzi municipality, KwaZulu Natal province

Please be advised that the FREC Committee has reviewed your proposal and the following decision was made: **Approved – Ethics Level 2**

Date of FRC Approval: 28 November 2018

Approval has been granted for a period of two years from the above FRC date, after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

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 FREC according to the FREC SOP's.
Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours sincerely

Prof JP Govender
Chairperson: Faculty Research Ethics Committee

Appendix C

LETTER OF INFORMATION

Title of the Research Study: ethical leadership and service delivery: a case of Msunduzi Municipality, KwaZulu-Natal province:

Principal Investigator/s/researcher: Zamokuhle Mbandlwa, Master of Public management Degree

Co-Investigator/s/supervisor/s: Professor Nirmala Dorasamy, Doctor of Philosophy (PhD)

Brief Introduction and Purpose of the Study: the study intends to investigate the impacts of the leadership ethics in the public service delivery at Msunduzi Municipality. The purpose of the study is to identify challenges and provide possible solutions or recommendations.

Outline of the Procedures: research participants are all at Msunduzi Municipality, the researcher will briefly explain to the participants about the study, questionnaires will be discussed with the participants and participants will sign the consent forms and complete the research questionnaires. Participants will be randomly selected and the completing the questionnaire will take 10 to 15 minutes. Interviews will be conducted to the executive management of Msunduzi Municipality which will take 15 to 20 minutes depending on the follow up questions to the participants.
Risks or Discomforts to the Participant: no risks or discomfort is expected.

Benefits: participants can access the findings and recommendations of the study, journal article will be published.

Reason/s why the Participant May Be Withdrawn from the Study: should participants feel uncomfortable to continue with the study, the researcher will not force participants to continue and no actions will be taken against participants who wish to discontinue for whatever reason.

Remuneration: participating in this study is voluntarily and the researcher will not pay participants in the study.

Costs of the Study: participants are not expected to pay anything for being part of the study.

Confidentiality: confidentiality is very important to maintain because some information is not allowed to be communicated by people who are not authorised and the information have to be treated as confidential at all times. The respondents will be kept as secret and only known by the researcher.

Research-related Injury: there is no expected injuries in this study however, should there be any emergency, the following academics can be contacted.

Persons to Contact in the Event of Any Problems or Queries:

Professor Nirmala Dorasamy no 031373 6862 or Nirmala@dut.ac.za (supervisor) or
The Institutional Research Ethics administrator on 031 373 2900. Complaints can be reported to the DVC: TIP, Prof F. Otieno on 031 373 2382 or dvctip@dut.ac.za.

General:

Potential participants will voluntarily participate to the study and approximately 354 participants are expected to participate to the study. A copy of the information letter will be issued to participants. The information letter and consent form will be translated and provided in the primary spoken language of the research population.

CONSENT

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, Zamokuhle Mbandlwa, about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: _____,
- I have also received, read and understood the non 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 / Right Thumbprint**

I, Zamokuhle Mbandlwa herewith confirm that the non participant has been fully informed about the nature, conduct and risks of the non study.

_____ _____

_____

Full Name of Researcher **Date** **Signature**

_____ _____

_____

Full Name of Witness (If applicable) **Date** **Signature**

_____ _____ _____

Full Name of Legal Guardian (If applicable) Date Signature

Please note the following:

Research details must be provided in a clear, simple and culturally appropriate manner and prospective participants should be helped to arrive at an informed decision by use of appropriate language (grade 10 level - use Flesch Reading Ease Scores on Microsoft Word), selecting of a non-threatening environment for interaction and the availability of peer counseling (Department of Health, 2004)

If the potential participant is unable to read/illiterate, then a right thumb print is required and an impartial witness, who is literate and knows the participant e.g. parent, sibling, friend, pastor, etc. should verify in writing, duly signed that informed verbal consent was obtained (Department of Health, 2004).

If anyone makes a mistake completing this document e.g. wrong date or spelling mistake a new document has to be completed. The incomplete original document has to be kept in the participant file and not thrown away and copies thereof must be issued to the participant.

References:

Department of Health: 2004. *Ethics in Health Research: Principles, Structures and Processes* http://www.doh.gov.za/docs/factsheets/guidelines/ethnics/

Department of Health. 2006. *South African Good Clinical Practice Guidelines*. 2nd Ed. Available at: http://www.nhrec.org.za/?page_id=14

Faculty of Management Sciences

Department of Public Management and Economics
Date:

Dear Participant

LETTER OF INFORMATION

Title of the Research Study:

Principal Investigator/s/researcher: Zamokuhle Mbandlwa, Master of Public Administration Degree

Co-Investigator/s/supervisor/s: Professor Nirmala Dorasamy, Doctor of Philosophy (PhD)

Brief Introduction and Purpose of the Study: Msunduzi Municipality is facing many challenges and amongst these challenges includes poor management skills of leadership which is characterized by poor leadership ethics and affects the service delivery. **T**he study intends to investigate the impacts of the leadership ethics in the public service delivery at Msunduzi Municipality. The purpose of the study is to identify challenges and provide possible solutions or recommendations.

Outline of the Procedures: Data will be collected by means of questionnaires, which should take place between 10-15 minutes to complete

Risks or Discomforts to the Participant: None

Benefits: There will not be any direct benefit to you, however participants can access the findings and recommendations of the study, journal article will be published.

Reason/s why the Participant May Be Withdrawn from the Study: Whenever you feel uncomfortable to answer the questions, should they need to withdraw themselves from the study, they can do so without any implications or any problem.

Remuneration: No remuneration will be given to any participants.

Costs of the Study: Nil

Confidentiality: The questionnaires are designed in the manner that does not require participants to give their names and contact details or any confidential information. All the

information will be kept under control according to the requirements of the DUT's Institutional Research Ethics Committee.

Research-related Injury: No participants will be injured during the participation of this study as it will only require the answering of a questionnaire and interviews.

Persons to Contact in the Event of Any Problems or Queries:

Zamokuhle Mbandlwa
Student
Mobile: 078 058 9810
Email: 21240964@dut4life.ac.za

Professor Nirmala Dorasamy on 031373 6862 or Nirmala@dut.ac.za (supervisor) or
The Institutional Research Ethics administrator on 031 373 2900. Complaints can be reported to the DVC: TIP, Prof F. Otieno on 031 373 2382 or dvctip@dut.ac.za.

Appendix D

QUESTIONNAIRE- portfolio committee chairpersons

Title: ETHICAL LEADERSHIP AND SERVICE DELIVERY: A CASE OF UMSUNDUZI MUNICIPALITY, KWAZULU-NATAL PROVINCE:

For each of the questions below, please indicate your choice by writing "X" in the column which represents your response.

Section A: Personal profile

1. Gender

Male	Female

2. Age

18-25	26-30	31-35	36-40	41-59	60 and above

3. Highest level of education

No formal education	Grade 1-grade 11	Grade 12	Certificate	Diploma	Degree	Post graduate

4. What is your current position in the Municipality?

Municipal Manager	Chief Financial Officer	LED Officer	Communications Officer	Other Senior Management:

5. How many years have you worked at Umsunduzi Municipality?

< 1	2	3	4	5	More then 5

6. Are you familiar with code of ethics of the municipality?

Yes	No

7. Do you think codes of ethics are applied effectively in Umsunduzi municipality?

Yes	No

8. Have you ever faced any ethical challenge?

Yes	No

9. If answered yes in the above question, please explain?

-
_____
_____
_____

_____
_____
_____
_____
_____

10. Do you think lack of ethics in leadership affect public service delivery?

Yes	No

11. If answered yes in the above question, how do ethics affect the public service delivery?

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

Section B: LEADERSHIP ETHICS PROFILE

1. Do your actions match your thoughts?

Yes	No

2. Number of years in leadership position

< 1	1-2 years	3-4 years	5-6 years	More than 6 years

3. Have you ever been in senior position in government before?

Yes	No

4. Do you think Municipal leaders need a certain qualification or skills to be able to execute their duties?

Yes	No

5. If you have answered yes to the above question, select the appropriate kind of training that will be more effective

ABET Qualification or Primary education Certificate	Matric	Diploma Or Degree	Post Graduate Qualification	Leadership certificate

6. Have you ever attended any leadership ethics training workshops?

Yes	No

7. If “yes” to the above question, was the training beneficial?

Yes	No

8. How do you reward loyalty?

Give money to the person/s	Give promotion	Give employment	Organise a dinner with the loyal persons	Acknowledge loyalty and show gratitude	other

9. If you chose other in the above question, please specify

-
_____
_____
_____
_____
_____
_____

10. How do you handle whistle blowers?

Protect them against any victimisation	Notify your colleagues about the whistle blowers	Convince the whistle blowers to stop talking.	Inform the municipal employees about the whistle blowers	Other, please specify

11. Do you over-promise?

Yes	No

12. If you have answered yes in the above question, please specify

_____
_____

_____
_____
_____
_____
_____
_____

13. How do you communicate with the community?

Emails	Telecommunication	Community meetings	Radio stations	Newspapers

14. Which is the most frequently used mode of communication by the community?

Emails	Telecommunication	Community meetings	Radio stations	Newspapers

15. What is the mode of communication the community use for the feedback?

Emails	Telecommunication	Community meetings	Radio stations	Newspapers

Appendix E

QUESTIONNAIRE- Msunduzi employees

Title: ETHICAL LEADERSHIP AND SERVICE DELIVERY: A CASE OF UMSUNDUZI MUNICIPALITY, KWAZULU-NATAL PROVINCE:

For each of the questions below, please indicate your choice by writing "X" in the column which represents your response.

Section A: Personal profile

1. Gender

Male	Female

2. Age

18-25	26-30	31-35	36-40	41-59	60 and above

3. Highest level of education

No formal education	Grade 1-grade 11	Grade 12	Certificate	Diploma	Degree	Post graduate

4. Your current marital status

Single	Married	Widowed	Divorced

5. How many years have you worked at Msunduzi municipality?

< 1 year	2 years	3 years	4 Years	5 years	More then 5 years

6. Are you permanent or contract worker?

Yes	No

7. Did you suspect any unethical conduct in the municipal officials?

Yes	No

8. If answered yes in the above question, what did you do?

Reported the official to the police	Did you call whistle blower hotline	Did you report the issue to other officials	Did not do anything	Confronted the official

Section B: Service delivery

1. Do you know any executive manager of Msunduzi Municipality who was charged for unethical conduct?

Yes	No

2. Have you raised any issue with the executive management?

Yes	No

3. Indicate your level of agreement whether the municipality has delivered the following services:

   Key: 1 = strongly disagree 2 = Disagree 3 = Neutral 4 = Agree 5 = Strongly agree

Service delivery	Rating				
1. Water supply	1	2	3	4	5
2. Electricity supply	1	2	3	4	5
3. Low cost housing supply	1	2	3	4	5
4. Public roads construction	1	2	3	4	5
5. Pedestrian passages	1	2	3	4	5
6. Refuse removal	1	2	3	4	5

4. Please rate Municipal management leadership according to the following scale
5. Key: 1 = Strongly disagree 2 = Disagree 3 = Neutral 4 = Agree 5 = Strongly agree

Leadership	Rating				
1. Articulate: Communicates effectively with you	1	2	3	4	5
2. Perceptive: Is discerning and insightful	1	2	3	4	5
3. Self-confident: Believes in himself/herself and his/her ability	1	2	3	4	5
4. Self-assured: Is secure with self, free of doubts	1	2	3	4	5
5. Persistent: Stays fixed on the goals, despite interference	1	2	3	4	5
6. Determined: Takes a firm stand, acts with certainty	1	2	3	4	5
7. Trustworthy: Is authentic and inspires confidence	1	2	3	4	5
8. Dependable: Is consistent and reliable	1	2	3	4	5
9. Friendly: Shows kindness and warmth	1	2	3	4	5
10. Outgoing: Talks freely, gets along well with others	1	2	3	4	5
11. Conscientious: Is thorough, organized, and controlled	1	2	3	4	5
12. Diligent: Is persistent, hardworking	1	2	3	4	5
13. Sensitive: Shows tolerance, is tactful and sympathetic	1	2	3	4	5
14. Empathic: Understands others, identifies with others	1	2	3	4	5

Appendix F

Interview questions

Research title: Ethical leadership and service delivery: a case of Msunduzi municipality, KwaZulu-Natal province:

1. Do you think leadership ethics are necessary for the executive management of Msunduzi municipality?
2. What type of action do you consider as the unethical conduct at Msunduzi municipality?
3. Have you seen any unethical conduct at Msunduzi municipality?
4. Do you think leadership ethics contribute to the public service delivery at Msunduzi municipality?
5. Who do you think is responsible for the qualified audit opinion that Msunduzi municipality received from Auditor-General over the past 5 years?
6. How long have you worked for Msunduzi municipality?
7. How do you think the public service delivery in Msunduzi municipality can be improved?
8. Do you think Msunduzi municipality executive management follow the expected code of conduct and have expected leadership ethics to guide employees?