

**APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN
MAKHADO LOCAL MUNICIPALITY**

By

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DECLARATION

I, Tshifhiwa Prudence Matodzi, student number: 17011604, hereby declare that this dissertation entitled “**Application of ethics in the provision of municipal services in Makhado Local Municipality**” is hereby submitted by me for the degree of Master of Administration at the Faculty of Management, Commerce and Law at the University of Venda, is my original work, and has not previously been submitted for any degree at this or any other institution. It is original in design and execution, and all reference material contained therein has been duly acknowledged.



01/02/2024

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SIGNATURE

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I dedicate this research study to my loving mother, Vuledzani Matodzi, for her sacrifice and for being there for me. You always encourage me to do better. I love you.

ABSTRACT

Access to basic municipal services is a major challenge in South Africa. Section 152 of the Constitution of the Republic of South Africa, 1996, makes provision for municipalities to deliver basic services to their local communities. Local government plays an important role in ensuring that communities are provided with basic services. Research has shown that South Africa is experiencing challenges in providing basic services. This study focused on the application of ethics in the provision of municipal services in Makhado Local Municipality. The study was conducted at Makhado Local Municipality in Limpopo Province, South Africa. This study aims to evaluate the application of ethics in the provision of municipal services at Makhado Local Municipality and suggest recommendations on how to eradicate challenges regarding basic municipal services.

The researcher utilised a mixed research method in which both qualitative and quantitative methods were adopted. A sample of 284 participants consisting of traditional leaders, selected community members, municipal staff members, and ward councillors was selected using probability sampling and non-probability sampling techniques. The instruments used to collect data were questionnaires and interview schedules. The quantitative and quantitative data were analysed using descriptive statistics and thematic analysis respectively. The main findings of this study indicate that the application of ethics has not significantly contributed to the improvement of municipal service delivery at Makhado Local Municipality. The main recommendations based on the findings are that decision-making on basic municipal services should be centred on ethics and that the municipality should aim to solve community issues in a sustainable manner rather than just following protocol.

KEYWORDS: Ethics, Municipal services, Local government, Public Administration

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LIST OF ABBREVIATIONS AND ACRONYMS

CBOs	Community-Based Organisations
GDP	Gross Domestic Product
GEAR	Government's Growth, Employment and Redistribution
IDP	Integrated Development Plan
LED	Local Economic Development
MDGs	Millennium Development Goals
NGO	Non-Governmental Organisation
NPA	National Prosecuting Authority
OECD	Organisation for Economic Co-operation and Development
OPP	Office of the Public Protector
SADC	Southern African Developing Countries
SDGs	Sustainable Development Goals
SIU	Special Investigating Unit
SPSS	Statistical Package for the Social Sciences

CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

South Africa held its first democratic elections in 1994 which marked the end of the apartheid regime, and the new government adopted the Constitution of the Republic of South Africa of 1996 (hereinafter referred to as the Constitution, 1996). The Constitution, 1996, is the supreme law in South Africa; no one is above it, and everyone must abide by its provisions. Chapter 2 of the Constitution, 1996, outlines the fundamental rights of South Africans enshrined under the Bill of Rights. Section 7 of the Constitution, 1996, makes provision for the Bill of Rights as a cornerstone of democracy in South Africa. It enshrines the rights of all people in the country and affirms the democratic values of human dignity, equality, and freedom. It protects the rights of all South Africans and upholds their democratic values.

Section 195 of the Constitution, 1996, makes provision for the basic values and principles governing public administration. The principles governing public administration include: a high standard of professional ethics must be promoted and maintained; and services must be provided impartially, fairly, equitably, and without bias. This proves that the application of ethics is a constitutional mandate in South Africa. According to Walter (2009: 3), the main focus of ethics is on humanity. Municipal officials should behave in a manner that enables them to make decisions based on ethics and apply them in different situations they encounter during their term of office (Cranston, Ehrich & Kimber, 2003: 136). Therefore, ethics play a paramount role in preparing administrators with a set of principles in order to exercise their municipal duties in an ethical manner (Richards & Smith, 2000: 53).

The focus of this research is on the application of ethics in the provision of municipal services. The area of study will be Makhado Local Municipality in the Limpopo Province of South Africa. This introductory chapter aims to contextualise the study by first outlining the background of the research, the problem statement, and the aim of the study. This chapter also provides an overview of the objectives of the study, guiding research questions, the significance of the study, and the delimitation of the study, which is followed by definition of concepts fundamental to the dissertation in order to avoid misinterpretation and misunderstanding. Finally, an

overview of the organisation of the study is provided, which discusses the contents of each chapter under this study.

1.2 BACKGROUND TO THE STUDY

The term ethics is derived from the Greek word “ethos”, which refers to the features that define beliefs, culture, and values (Oxford Dictionary, 2002: 397). Greek philosophers such as Plato and Aristotle refer to ethics as a moral system (Hursthouse, 2010). A moral system refers to how individuals conduct themselves with reference to their morals and values (Oxford Dictionary, 2002: 397). From the study of Aristotle’s writings, ethics are applied moral values that may be transferred to a person through education and training (Grint, 2007: 238). Moreover, Aristotle gives reference to the natural development of certain characteristics in a human, which establishes a way of life founded on a set of values and principles. Therefore, municipal officials are mandated to fulfil their duties and responsibilities by upholding morals or standards that take into account the principles of commitment, accountability, and responsiveness (Grind, 2007: 238). Ethical morals should be considered an obligation to ensure that municipal officials uphold ethical values and that they are visible through their behaviour.

Ethics are important and play a vital role in the daily administration of municipal services. According to Rossouw and Van Vuuren (2020: 02), ethics are set of ethical standards that aim to guide people while undertaking their duties. Rossouw and Van Vuuren (2020: 09) remark that there are four reasons why any organisation can apply a code of ethics: First, codes of ethics prove that ethics can be used as guidelines for standards adherence and formulating principles that an organisation can follow; second, a code of ethics is for an organisation to differentiate between what is right and wrong, acceptable, and not acceptable or just and unjust; third, a code of ethics encourages people to have trust in the organisation because it is built from ethics and competence; and fourth, a code of conduct has to do with compliance with external policies. For example, it is required for public institutions to establish codes of ethics and also publish them on their website.

The White Paper on Local Government, 1998, provides a brief history of the formation of local government, an overview of the transitional system of local government, and an outline of settlement patterns and trends. This White Paper also points to the origins of many challenges that local governments in South Africa currently face. However, the White Paper on Local

Government, 1998, also establishes strategies for a new developmental local government as a policy aimed at addressing and transforming the pre-democratic system that currently exists in local governance (SALGA, 2015: 11).

The provision of services within the framework of local government includes the provision of municipal activities, goods, and satisfactions that benefit the people in order to improve the quality of life within local communities (Reddy, 2016: 02). This indicates that municipal services provided to communities can be tangible or intangible. Ndudula (2013: 10) states that municipal services that are tangible are those services that can be physically seen or touched by the local people, such as, inter alia, public transport, roads, public housing, water, and sanitation systems, whereas intangible services are also important but not visible, such as safety standards, sewage, and public drainage systems. Such services are provided to communities through established internal or external mechanisms (Reddy & Naidu, 2012: 94).

The literature within public administration on external and internal controls has an influence on the functioning of public institutions. Public administration creates an environment where decision-making is firm based on a code of conduct and solemn affirmation, or the oath of office, which forms a value system that establishes a set of high standards conducive to the workplace (Mafunisa, 2001: 226). When a municipal official is professional, ethics are automatically applied. As a result, professionalism and ethics in public administration are necessary (Mafunisa, 2001: 227). Ethics is universal and unifying, while professionalism articulates pride within a specific occupation (Cooper, 2001: 59). Therefore, the powers and functions of a municipality must be within the established national norms and standards to ensure that municipal services serve their purpose. According to Cooper (2001: 59), the norms and standards include devotion to vacant, municipal functions and objectives and not to personal interests or political parties.

The municipal services are provided through Makhado Local Municipality, which is the focus area of this study. The municipality falls under the Vhembe District Municipality, which consists of four local municipalities, which include Musina, Makhado, Thulamela, and Collins Chabane.

1.3 PROBLEM STATEMENT

South Africa's population is estimated to be 62 million (Statistics South Africa, 2022: 04). Many people are dependent on the local government for the provision of basic municipal services.

South African local government has many challenges. According to Sebola (2015: 9), corruption and maladministration are the most known challenges in South African local governments. Kanyane (2014: 102) posits that most municipalities continue to fail to provide basic municipal services regardless of the establishment of a legislative framework. The citizens have lost trust in municipalities because of a lack of basic municipal services, and they have expressed their frustration through service delivery protests (Kanyane, 2014: 102). The community has instigated working against municipalities as their needs are not fulfilled.

The Department of Cooperative Governance and Traditional Affairs (2021: 60) has mentioned that 64 municipalities are dysfunctional. Most municipalities are dysfunctional because of corruption, weak institutional capacity, poor financial management, poor governance, and political instability. The Auditor General of South Africa (2022: 69) indicated that municipalities in the Limpopo province spent R1,8 billion on irregular expenditure in 2020/21 caused by non-compliance with prescribed legislation. This implies that the roles and functions of municipalities are not well executed and there is evidence that the local government is underperforming.

The Department of Cooperative Governance and Traditional Affairs (2014: 44) declares that most of the councillors are accused of practising unethical behaviour in relation to their fiduciary responsibilities within municipalities. In local government institutions, unethical behaviour manifests in money laundering, nepotism, and tampering with the tendering system, which does not fulfil the needs of the people (Mbandlwa et al., 2020: 1645). This proves that ethics are not practised in local government, which leads people to act in a manner that is not acceptable and affects service delivery. Moreover, many African countries are struggling with corruption, which stands as a barrier to economic and political freedom (Mbaku, 2008: 427). Corruption is known to enrich many politicians, municipal officials, and those who are awarded tenders, as it serves as a business for creating wealth and does not contribute to the development of the country (Kanyane, 2014: 102).

The Makhado Local Municipality's Annual Report 2020/ 2021, outlines issues provided by the Auditor-General with regards to the Annual Performance Report and Annual Financial Statements that need to be improved by the management of the municipality (Makhado Local Municipality, 2020/2021: 5). The Municipality received an unqualified opinion for the year 2020/2021, the reason being that the accounting officer was unable to properly oversee responsibility for financial reports, performance reports, compliance, and related internal

controls (Makhado Local Municipality, 2020/2021: 6). Furthermore, management did not adequately review and monitor compliance with applicable laws and regulations. This entails that the role of the municipality is theoretically documented but not effectively implemented.

Numerous studies on the provision of municipal services have been conducted. However, there is limited research conducted on the application of ethics in the provision of municipal services in the Makhado Local Municipality. Therefore, the purpose of this research study is to evaluate the application of ethics in the provision of municipal services. Furthermore, the study aims to uncover practical solutions to the challenges faced by the affected communities.

1.4 AIM OF THE STUDY

The aim of the study is to evaluate the application of ethics in the provision of municipal services in Makhado Local Municipality with the purpose of recommending strategies for improvement.

1.5 OBJECTIVES OF THE STUDY

The following are the specific objectives of this study:

- To establish the state of the Makhado Local Municipality in providing basic municipal services.
- To examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality.
- To investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services.
- To recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services.

1.6 RESEARCH QUESTIONS

The following are research questions of the study:

- What is the state of the Makhado Local Municipality in providing basic municipal services?
- What are the effects of ethics on the provision of municipal services in the Makhado Local Municipality?
- Which challenges are facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services?

- What are the possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services?

1.7 SIGNIFICANCE OF THE STUDY

The findings of this study can be used to report to the Makhado Local Municipality on how different sub-departments can collaborate to promote ethics in the provision of basic municipal services. Moreover, the findings of this study will contribute towards the enhancement of policymaking by addressing challenges regarding failure to effectively implement ethics in the local sphere of government. Ethics play an important role in implementing new policies and amendments of existing policies as it serves as a guiding instrument in decision-making. This study further serves as a source of information on maintaining ethical standards in formation and designing of various policies. The strategies and advanced policies can be used to promote the application of ethics in the provision of basic municipal services to the local communities. The study will also add to the existing literature, which is already limited regarding information on the application of ethics in the provision of municipal services.

1.8 DELIMITATION OF THE STUDY

This study is empirical in nature, and it depends on primary data. Empirical research is based on observation, whereby information is collected from primary sources and is not based on ideas but on knowledge from real experiences (Powner, 2015: 162). The participants in this study are from the jurisdiction of Makhado Local Municipality, which is one of the local municipalities within the Vhembe District Municipality located in the Limpopo Province of South Africa. The researcher chose Makhado Local Municipality because the researcher resides within the jurisdiction of the municipality and has some prior knowledge about the area.

1.9 DEFINITION OF CONCEPTS

The below section seeks to give a clear meaning of the operational concepts used in this study, which are: basic municipal services; ethics; local government; public administration; and unethical.

1.9.1 Basic municipal services

According to the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), basic municipal services refer to a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety of the environment. Section 73 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) outlines provisions for municipal services, stating that a municipality must give effect to the provisions of the Constitution, 1996, and give priority to the basic needs of the local community, promote the development of the local community, and ensure that all members of the local communities have access to at least the minimum level of basic municipal services.

Section 76 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) mentions that municipalities must make sure that people in their areas within their jurisdiction have at least the basic services they need. There are various services that municipalities provide, the most important of which are: water supply; sewage collection and disposal; refuse removal; electricity and gas supply; municipal health services; municipal roads and storm water drainage; street lighting; and municipal parks and recreation. For the purpose of this study, municipal services refer to services that satisfy the needs of the community. The services have an impact on the quality of life of the people in the community in the Makhado Local Municipality. For example, if there is a scarcity in the water supply it may contribute to unhealthy living and unsafe environments.

1.9.2 Ethics

Ethics entails that a person is ethical when they don't only consider what is good for themselves, but also take into consideration whether what is 'good' for the 'self' is also good for 'others' (Rossouw & Van Vuuren, 2017: 5). Ethics is a normative science that stipulates ways that people are expected to behave, rather than an empirical science that aims to understand the realistic nature of things and the behaviour of things (Ikeanyibe, 2009: 194). This implies that, in order to understand, ethics is a rule whereby one knows what is right and wrong. According to Shehnaz (2007: 46), ethics are ethical standards and principles that form part of the establishment of an organisation and guide officials on how to conduct themselves in an ethical way and to distinguish right from wrong. In this study, ethics refers to the application of set standards and principles by municipal officials of Makhado Local Municipality on the provision of basic municipal services.

1.9.3 Local government

According to Olowu (1988: 12), there are two methods of defining local government in the context of literature. The first method is based on comparative studies, as all the national structures are considered the central government, while those below are regarded as the local government. The second method focuses on certain characteristics that define local government with a more circumspect approach. These characteristics focus on the following five aspects: localness, substantial budgetary and staffing autonomy subject to limited central control, legal personality, effective citizen participation, and specified powers to perform a range of functions. These aspects are important in differentiating it from any other local institutions and also play a role in ensuring organizational effectiveness.

Section 151(1) of the Constitution, 1996, states that the local sphere of government is made up of municipalities, and in the whole territory of the Republic of South Africa, a municipality must be established. Moreover, Section 155(1) of the Constitution, 1996, outlines the following categories of municipalities: category A: municipality that has exclusive municipal executive and legislative authority in its area; category B: a municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls; and category C: a municipality that has municipal executive and legislative authority in an area that includes more than one municipality. Koma (2010: 113) states that local government is the sphere of government found within communities and is also the closest government to the people, which aims to identify local needs and strategies to meet those needs. For the purpose of this study, Makhado Local Municipality falls under category B municipality, within which the research study will be conducted. The Makhado Local Municipality is under the Vhembe District Municipality, which comprises four local municipalities, namely: Musina, Makhado, Thulamela, and Collins Chabane.

1.9.4 Unethical behaviour

Unethical behaviour refers to unacceptable actions that form a contradiction to social norms (Gino, 2016: 107). Also, a behaviour that's considered to be a bad act or illegal act is punishable by law (Idris, 2011: 170). Unethical behaviour can be found in any institution and can be seen through using public funds for personal use, corruption, bribery, nepotism, misuse of inside information, and theft.

1.10 ORGANISATION OF THE STUDY

This study comprises five chapters, as indicated below:

Chapter 1: Introduction and Background of the study- This chapter discusses the introduction and background of the study, the problem statement, aim, objectives, research questions, significance of the study, delimitation of the study, and definition of operational concepts.

Chapter 2: Literature review - This chapter reviews existing literature pertaining to the subject matter. This chapter presents the following: ethics classifications, Bathu Pele principles, and lastly, a theoretical framework for ethics.

Chapter 3: Research design and methodology- This chapter presents the research design and methodology that the researcher will follow when conducting this research study. This chapter presents the study area, population of the study, sampling, sampling method, sampling size, data collection, data analysis, and ethical considerations.

Chapter 4: Data presentation, analysis and interpretation- This chapter presents the analysis and interpretation of data collected through a questionnaire and interview. The data was collected using a mixed-methods. The data collected was analysed through descriptive statistics and thematic analysis.

Chapter 5: Findings, recommendations and conclusion- This chapter presents the findings, conclusions, and recommendations. In this chapter, the synthesized discussion of findings and recommendations on the application of ethics in the provision of municipal services in Makhado Local Municipality, as well as recommendations for future research studies, have been documented.

1.11 CHAPTER SUMMARY

The focus of this chapter was on the application of ethics in the provision of municipal services in Makhado Local Municipality. This chapter introduced the aim of this study, which is to evaluate the application of ethics in the provision of municipal services in Makhado Local Municipality with the purpose of recommending strategies for improvement. The background of the study was discussed, as were the research questions, significance of the study, research objectives, problem statement, delimitation of the study and definitions of concepts.

The following chapter reviews literature on the application of ethics in the provision of municipal services.

CHAPTER TWO

LITERATURE REVIEW ON ETHICS AND MUNICIPAL SERVICE DELIVERY

2.1 INTRODUCTION

The previous chapter discussed the background of the research, the problem statement, and the aim of the study, an overview of the objectives of the study, guiding research questions, the significance of the study, and the delimitation of the study. Municipal service delivery is a very broad concept, and it is assessed from the demand and supply points of view. People in rural areas tend to face challenges in accessing services, and it is also important for the municipalities to take these factors into consideration for all South Africans to equally receive basic municipal services. Municipalities need to be flexible and innovative for people to adequately receive basic municipal services. Many Sub-Saharan African countries such as Zimbabwe, Mozambique, Malawi and Ethiopia are experiencing challenges with regards to development and meeting the demands of the people in the rural areas. When there is proper provision of municipal services, the strategies outlined in the Millennium Development Goals (MDGs), also detailed by the Sustainable Development Goals (SDGs), are achieved (Kalonda & Govender, 2021: 5).

While this chapter reviews the literature on the application of ethics in the provision of municipal services, it begins with the theoretical framework of ethics, an overview of the application of ethics, and the classifications of ethics. The role of codes underpinning ethics and the legislative framework in South Africa is also discussed. Moreover, the basic values and principles governing public administration, the role of *Batho Pele* principles in local government, and the implementation of performance management systems in local government are discussed. Lastly, the chapter focuses on factors affecting municipal service delivery, ethical challenges in South African local government, and recommendations to eradicate challenges facing the local government.

2.2 THEORETICAL FRAMEWORK OF ETHICS

This section presents the theoretical framework of ethics. Ethical theories provide basic guidelines that serve as a theory of analysis, as they are viewpoints that arise as solutions to decision-making challenges. Each theory plays a role in different cases, such as calculating the foreseen results to ensure ethics are applied in decision-making (Penslar, 1995: 05;

Ridley, 1998: 43; Rainbow, 2002: 1). However, in order for an ethical theory to be useful, it must be directed towards a common set of goals (Rainbow, 2002: 1).

For the purpose of this study, ethical theories are found to be comparative and applicable to this study, as theories are frameworks that serve as guidelines and emphasize on the importance of ethical study on individual or institutional practices and behaviour. The theory underpinning ethics, which this study adopted, is consequentialist theory. The two types of consequentialism theory include action utilitarianism and rule utilitarianism (Penslar, 1995: 05). This theory serves as a framework for solutions to ethical issues through the study of ethics and ethical evaluation of behaviour and practices (Bonde & Firenze, 2013: 02).

2.2.1 Theory of consequentialism

According to Traer (2013: 28), consequentialism ethics derives from the term teleological division of ethical theory. Consequentialists take consequences into account as they play an important role in the moral value of an individual's action (Schafer-Landau, 2015: 152). Consequentialism theory bases decision-making on the best outcome for the largest group, and which also results in the least harm (Traer, 2013: 28; Stephen & Stanberry, 2018: 10). This implies that the outcome is more focused on what is relatively representative of a group that positively supports the action. Also, if the outcome is negative, then the action is immoral. Therefore, the decision to do right or wrong may be concluded based on the outcome of the action. Most people agree that the consequences of actions matter morally, but some think that only the consequences matter (Mason, 2009: 19).

The consequentialism theory of ethics refers to utilitarianism. Utilitarianism is when actions judged according to their utility, meaning they are evaluated based on the impact of the consequences (Traer, 2013: 28). This indicates that the application of the theory of utilitarianism accounts for actions based on ethics as it encourages the greatest good (pleasure or happiness) and leads to the least harm (suffering, pain, or unhappiness) in any given situation (Schafer-Landau, 2015: 154). The two types of consequentialism theory include action utilitarianism, and rule utilitarianism which are herein explained below.

2.2.1.1 Action utilitarianism

According to Rainbow (2002: 3), action utilitarianism refers to an ethical theory that is established when one is competent to calculate the consequences of an action. Act utilitarian's

view is that each action in any situation should focus on the possible outcome of good consequences rather than considering historically followed universal rules or morals (Rainbow 2002: 3). The consequences of a decision-making act are referred to when there is no law to adhere to, as facts cannot always be taken into account in order to determine ethical principles and standards (Ridley 1998: 42). As this requires the decision-maker to assess each situation in order to judge the situation by considering the best outcome with no rules to follow, expect that the action determines the decision that is beneficial to the majority of people (Schafer-Landau, 2015: 162).

The selected decision that serves as an advantage to most people is the one that is morally correct. Engel (1990: 26) states that the advantage of this ethical theory is that the action can evaluate the similarity of previous calculated solutions and use the point method to indicate which decision benefits more people. The point method refers to a reasonable and logical judgment for each decision and can also be used as a case study (Ridley 1998: 43; Rainbow 2002: 3). The use of action utilitarianism allows a municipality to take actions to serve the interests of a community by rendering services effectively and efficiently, regardless of personal interest or the written laws of society. Action utilitarianism can be a disadvantage except in an emergency because there are no specific rules or guidelines to indicate which decision is best unless there are laws that determine the best decision (Schafer-Landau, 2015: 162).

2.2.1.2 Rule utilitarianism

According to Schafer-Landau (2015: 162), rule utilitarianism allows the decision-maker to follow guidelines or rules in order to determine the best outcome. Rule utilitarianism refers to the action that is morally right to be aligned with rules and regulations established based on the principle of value (Penslar, 1995: 4). Moreover, the decision-maker will choose a rule that is best suited for a situation that is most beneficial for a larger group of people. Rule utilitarianism is more focused on laws and takes into account fairness. For instance, the Constitution, 1996, is a supreme law in South Africa as it can be used as a guideline in decision-making.

One of the advantages of rule utilitarianism is that it calculates future situations, and then develops policies that benefit the people (Penslar, 1995: 5). This implies that rule utilitarianism considers an action on what is right and aims to achieve the best outcome. For example, when

a municipal official chooses to commit to fulfilling their functions, the best outcome of the decision made, is that services will be delivered accordingly to the community. Meanwhile, if a municipal official fails to perform their functions, this means that the rule is not being followed and is then rejected, as it is calculated that no good outcome will be produced from such actions. While many people use their life experiences to calculate future outcomes, there's always a possibility that the outcome may not be as predicted (Engel, 1990: 27). This possibility may result in false information, which can make the utilitarian appear unethical as time goes on because the decision did not benefit the public as future calculations have been made.

According to the components in the theory of planning behaviour, a behaviour can be conceptualised in terms of action, target, context and time (Kan & Fabrigar, 2017: 10). The action refers to the specific act performed by an individual or a group of people and the target it's the type of behaviour that is direction to who or what object (Rainbow, 2002: 3). The context is based on the different types of situations that the behaviour might occur while the time refers to the period of when the behaviour took place (Kan & Fabrigar, 2017: 10). This allow the behaviour to be studied by considering different components. Therefore, in order to apply the theory of consequentialism, the behaviour of the individual has to be categorised into either action utilitarianism or rule utilitarianism.

2.3 AN OVERVIEW OF APPLICATION OF ETHICS

According to Chowdhury (2021: 7), the concept applied ethics describes how moral principles are used in a practical manner to address different situations. The application of ethics is in reference to actions taken in the real world and their moral implications in the fields of leadership, technology, health, law, and both public and private life (Chowdhury, 2021: 7). In applied ethics, there are two important methods: the first method is developing situations based on discourses without assuming the legitimacy of any ethical theory, and the second method is approaching ethical problems by applying the principles of ethical theories (Stephen & Stanberry, 2018: 12). The first step is to use ethical theories such as Confucianism, Aristotelianism and Religion in a way that puts principles into practise. This assists to transform traditional ethical theories into contemporary ethical issues, as philosophers always aim to update their formulations.

According to Traer (2013: 28), utilitarianism and deontological ethics are two of the main ethical theories still in use today. Among many other theories are virtue ethics, such as Confucianism, Aristotelianism, and religion based on ethical theories. However, each theory has its own set of challenges. Schafer-Landau (2015: 154) mentions that every ethical theory is based on specific principles and has some credibility, but there's no theory that can fully address every aspect of a problem. In addition, using various theories demands a very high level of intelligence, which is sometimes difficult. Different types of professional careers or social customs can apply ethics, depending on which is best suited. For instance, business ethics, medical ethics, legal ethics, and environmental ethics serve as a guideline for applied ethics to foster academic research, human rights, sports, media, publication, communication, and war. The following section describes the application of ethics to values, morals, and ethics.

2.3.1 Values

Rossouw and Van Vuuren (2020: 32) articulate that the basis of an individual's capacity to distinguish between good and bad is in their set of values. Every person has a belief system, which forms part of their values and is an aspect that influences their decisions (Gino, 2016: 109). For example, if the belief system of municipal officials is based on values, then honesty, accountability, and transparency would be considered when delivering municipal services. However, if the municipal official disregards values, then maladministration is likely to prevail. According to Mafunisa (2001: 329), values allow for municipal officials to weigh their decision-making on what is more worthy when planning and managing their duties and responsibilities. Furthermore, when a local municipality values commitment, it is more likely to initiate water supply projects in rural areas and finish those projects in time so the community may have access to clean water. Personalities are shaped by values and assist people in decision-making.

2.3.2 Morals

Chowdhury (2021:6) states that morals are specific guidelines that direct someone's desire to do what is considered to be right. Though a person's moral code can be different from other people based on personal values, it can also be common in a larger population (Gildenhuys, 2004: 92). For instance, the morality of municipal officials is determined by their commitment to honesty. As the local government is closer to the people, and attends to their needs, their commitment will result in proper service delivery. For example, the morality of municipal

officials is judged by how committed they are to honesty; if they are committed, it will lead to proper provision of municipal services. Also, a municipal official's value of honesty determines what morals they stand for, for example, using the municipality's resources for their own benefit is considered wrong and corrupt behaviour. As an additional example, it is expected of municipal officials to carry out their obligations in a moral, effective, and efficient manner in compliance with all applicable laws, rules, and regulations.

2.3.3 Ethics

According to Chowdhury (2021: 5), there is a difference between morality and ethics; morality refers to how people feel "good" or "bad," whereas ethics establishes what actions are "right" or "wrong." This indicates that morality shows our intentions, and ethics is focused on what actions are accepted in everyday situations. One of the ethical policies that stipulates how a person should conduct themselves includes the code of conduct for municipal staff members outlined in Schedule 2 of the Local Government: Municipal Systems, 2000 (Act No. 32 of 2000). Gildenhuys (2004: 286) states that the code of conduct addresses issues such as commitment to serving the public interest, personal gain, disclosure of benefits, declaration of interests, unauthorised disclosure of information, rewards, gifts, favours, and sexual harassment. Examples of common ethical values include Ubuntu, respect, honesty, openness, integrity, and fairness. Also, municipal employees often sign a code of ethics that includes not stealing from the workplace and keeping sensitive information private; otherwise, they could encounter contract termination. Ethics play an important role in effectively and efficiently providing basic services to the people.

The above information indicates that ethics can be applied in a practical manner in order to accomplish the purpose of a local municipality. Ethics pave a way to cultivate a belief system that the local government can abide by in meeting the needs of the people. The application of ethics is mainly focussed on values, morals, and ethics that can be utilised in different ways to efficiently, and effectively provide basic municipal services. This enables staff members of local municipalities to adhere to policies and enhance their comprehension of ethics in order to perform appropriately.

2.4 THE CLASSIFICATIONS OF ETHICS

Ethical study can be applied in various areas. According to Gildenhuis (2004: 15), ethics is often used in connection with the activities of organizations and with professional codes of conduct, which are often formalized in terms of an exhaustive set of rules or guidelines stating how employees are expected to behave in their workplaces. Any set of principles construed to serve as a guideline for the way of living forms part of ethics. The different types of ethics are discussed in the section below.

2.4.1 Meta-ethics

The most important rule in ethics is to distinguish between normative ethics and meta-ethics. Meta-ethics is the set of natural terms and concepts that aim to study the perceived norms behind ethical theories; therefore, it contains various sets of ethics that seek to comprehend the dynamics of ethical attitudes, properties, judgements, and statements (Engel, 1990: 31). This implies that meta-ethics considers a different range of questions that thrive to understand what is truthful and how people can learn from those ethical theories. Meta-ethics questions require reasoning as they are very universal by nature (Engel, 1990: 32). Moreover, meta-ethics naturally conveys the meaning of normative concepts that are ethically correct, which include, obligation, right, good, ought, and justice, to indicate their importance to ethical norms (Gildenhuis, 2004: 15).

Meta-ethics aims to evaluate the existence of ethical decisions in order to determine whether they can be considered right or wrong. The questions range from whether “what ought to be” can be derived from “what is” and making known the connection between values and facts (Gildenhuis, 2004: 15). For example, can values be derived from facts? This indicates that it's important to determine the difference between facts and values, as it is necessary to evaluate ethical concepts and decisions without decaying moral beliefs. Also, facts are an objective viewpoint; therefore, decisions can be made based on what is considered to be truthful and morally correct.

2.4.2 Normative ethics

Normative ethics are differentiated from descriptive ethics as they form part of philosophical ethics. According to Gildenhuis (2004: 15), descriptive ethics refers to experimental methods

that establish the formation of moral beliefs and give details on how people and different cultures normalise the study of social science. With regards to normative ethics, the aim is to illustrate meaning in the sense that values or norms are not only considered normal but also important to imposed principles of how things should be (Gildenhuis, 2004: 15). This implies that the focus is on the features of right-making decisions but also includes a valid reason for the judgement. Burgess-Jackson (2021: 231) states that normative ethics are based on contemporary ways of thinking that are known to be the norm. For example, normative ethical questions include: How can we tell what is right? What makes right actions right? Why should I be moral?

According to Burgess-Jackson (2021: 232), normative ethics is dependent on founding behaviours, values, and ways that are good or bad, right or wrong, admirable or deplorable. Beauchamp and Childress (2009: 53) articulate that the outcome of ethics is what is known to be accepted as principles or morals that are common morality. Therefore, common morality refers to normative values and behaviours that the people in the community tend to believe in and are also known by the public. This makes provision for ethical stability as it forms part of universal morality derived from common morality. There are moralities, such as a professional code of conduct, that are directive rather than general by virtue (Beauchamp & Childress, 2009: 53).

2.4.3 Personal ethics

Gildenhuis (2004: 16) states that personal ethics is based on how a person perceives what is right or wrong, and this is solely centred on the set principles or beliefs one has. A perception is regarded as a personal opinion, reason being an opinion does not establish an ethic but a personal point of view. If personal ethics are perceived as right or wrong, then there have to be findings outside the principles that support such a view (Brahmbhatt, Patel & Shah, 2016: 141). This implies that ethical standards that are legislated and practiced by a large group of people may serve as principles for personal behaviour. Personal ethics indicate how an individual personality manifests through character (Brahmbhatt et al., 2016: 143). Moral values and standards govern a person's character, which reveals more of your life's depth, direction, and meaning (Gildenhuis, 2004: 16). These prove your point of view on what is ethically right and what is ethically wrong, not based on rules or laws but on how you behave. For instance,

qualities that form part of a person's character include fairness, honesty, generosity, integrity, and courage.

2.4.4 Professional ethics

Professional ethics comprises of corporate, organisational, and personal sets of principles that should be portrayed by professionals (Mafunisa, 2001: 227). With regards to this, professionals are those who are in recognised occupations based on the practice specialist knowledge and skill (Brahmbhatt et al., 2016: 142). Professionalism has an influence on normative ethics, and many people tend to have great interest in such ethics. Gildenhuis (2004: 17) posits that professional ethics is practised in any professional career, such as public administrators, physicians, scientists, engineers, journalists, politicians, and lawyers. Most of these careers have documented codes of ethics, which detail values that one ought to conduct oneself in an acceptable manner with reference to their professions (Gildenhuis, 2004: 17). Codes of conduct established within a profession are founded by institutions to assist individuals in executing their job duties based on a uniform set of standards (Brahmbhatt et al., 2016: 142). For example, professional ethics includes using formal language as a form of communication in an organisation. Also, the wearing of uniforms for professions such as nurses and policemen. This implies that every organisation has a culture guided by codes that members are to abide by to ensure that ethical values are conserved.

The classifications of ethics provide an overview of different ethics that can be utilised. Each ethic has a meaning with regards to contemporary practice in terms of how individuals are expected to conduct themselves and which category of behaviour is identified. Every person is regarded as being guided by ethics based on their beliefs, actions, and decisions, so it is important to discuss ethics that form part of their way of life. Ethics are applied to obtain the goals and objectives of an organisation. The type of ethics applicable to this study is professional ethics. Professional ethics refers to a set of guidelines for professionals regarding how they should behave towards those with whom they interact professionally. The application of professional ethics in local government fosters efficient and effective use of resources while also holding the government accountable for its actions. Municipal officials can also use the Code of Conduct as a guide for proper behaviour.

2.5 THE ROLE OF CODES UNDERPINNING ETHICS

Ethics form part of any institution as it motivates workers to always act in their best interest. Ethics underpins all professional codes of conduct and codes of ethics. Singh and Prasad (2017: 138) mention that some codes are straightforward as they only set out general guidelines, while others provide detailed information addressing different issues. This section provides information on code of conduct and code of ethics.

2.5.1 Code of ethics

The establishment of a code of ethics is meant to be practiced within an institution in order to promote work ethics. According to Chowdhury (2021: 02), codes of ethics refer to standards or principles that an institution establishes and implements for decision-making and communicating with stakeholders. Singh and Prasad (2017: 139) state that a code of ethics serves as a guideline on how ethical duties and responsibilities influence the overall function of an institution. Moreover, stakeholders' in an institution can either be internal or external. Internal stakeholders are the people who are formally associated with the institution, such as business partners, personnel, and suppliers (Rossouw & Van Vuuren, 2020: 06). External stakeholders are those affected by the actions taken by institutions, such as communities, future generations, and the natural environment (Rossouw & Van Vuuren, 2020: 06).

The most important element in a code of ethics is outlining ethical standards and promoting ethical cultures in an institution (Chowdhury, 2021: 02). For many institutions, the code of ethics has allowed for the development of ethical practices to indicate a professional way in which the officials are expected to conduct themselves. According to Chowdhury (2021: 02), a code of ethics is created to promote ethical behaviour by ensuring that members of an institution behave in a way that is morally correct, acceptable, and respectful towards each other. In addition, it is designed to ensure that people comply with internal guidelines and also show the people outside of the institution principles and values. This implies that when a local government aims to meet the needs of the people, it is expected of the officials who are responsible for the day-to-day function of the local government to behave in an ethical manner towards the delivery of municipal services.

One of the reasons these codes must be established is for people to be aware of the culture of the institution. Codes of ethics are policies that directly deal with unethical behaviour by creating rules and regulations to be followed (Singh & Prasad, 2017: 140). With regard to this,

local government officials should be guided by ethical principles that encourage them to behave in a way that is acceptable to society. The implementation of ethics in an institution helps prepare the institution to tackle ethical challenges. In addressing ethical challenges, one should be able to differentiate between what is right, just, good, or acceptable and what is unjust, bad, or unacceptable (Rossouw & Van Vuuren, 2020: 08). This indicates that codes can assist an institution during the disciplinary procedure whenever dealing with unethical behaviour. For instance, policies created to address ethical issues include bullying, procurement, conflict of interest, gifts, sexual harassment, and bribery. This guides the institution to set out the type of behaviour that officials should portray and avoid in a work environment.

The above discussion has indicated that a code of ethics is centred on appropriate behaviour that is accepted on a daily basis when conducting business. This portrays the internal process of how the culture of ethics is practiced and how outside individuals should view the institution or municipality in this case. Those in high-management positions in local government play a prominent role in adhering to the stipulated municipal functions and responsibilities, which set an example for the low-management personnel on how to conduct themselves in order to properly execute their mandate. All matters that arise are referred to the code of ethics to derive strategies that aim to specifically address the matter. This is done to prevent complications over what is regarded as ethical and unethical.

2.5.2 Code of conduct

A code of conduct plays a prominent role in promoting ethics in public administration. According to Chapman (2012: 18), a code of conduct is an important instrument that forms part of good governance and gives details on the way public officials ought to behave. It also addresses issues of the rule of law, human rights, transparency, and accountability in government, as well as private interests and personal behaviour. Rosnow and Rosenthal (2013: 360) refers to a code of conduct as a framework that outlines specific principles, standards, values, and rules that personnel within an institution should uphold. This implies that the code of conduct provides guidelines that promote a specific way in which individuals are expected to conduct themselves.

The establishment of a code serves a purpose, which is to establish a standard of conduct within an institution. Schedule 1 and Schedule 2 of Chapter 12 of the Local Government:

Municipal Systems Act, 2000 (Act No. 32 of 2000) make provisions for a code of conduct that is subject to every councillor and municipal employee. Therefore, if any person contravenes any provision of the code of conduct or fails to comply with any provisions, they will be subjected to the consequences of their actions. This implies that the issue of misconduct can be addressed by referring to established legislation for solutions. Any act that is against the rule of law is an offence and is punishable by law.

The South African government established a code of conduct to deal with the increasing number of activities related to corruption by public servants (Gildenhuys, 2004: 125). This indicates that a code of conduct is used as a tool to fight corruption and prevent maladministration. According to Sumah (2018: 63), corruption is the abuse of power by a person in a trusted position for their own private gain. Granados and Nicolass-Carlock (2021: 02) posit that corruption is assessed from different angles, particularly in the areas of ethics, morality, and law, as this refers to actions taken by individuals. It is important to ensure that elements of the application of law and complying with the law are not overlooked. Munzhedzi (2016) posits that corruption is so prevalent in South African municipalities and further argues that procurement and corruption are like inseparable twins in most of these municipalities. Therefore, corruption is an action perceived to be unethical (Sumah, 2018: 63). However, there is a need to have a code of conduct to govern public administration.

The above information stipulates that a code of conduct is based on guidelines, rules, and regulations. A code of conduct outlines specific standards that unify an institution. For instance, municipal officials are to put the interests of the community first, while executing their duties without posing any discrimination. This allows employees to understand their mandate and effectively execute their duties. The application of ethics is important in local municipalities as it allows for the proper delivery of municipal services. If a code of conduct is not applied, it allows for unethical behaviour to be exercised, and policies serve only as a document.

Table 2.4: The differences between a code of ethics and a code of conduct

Code format	Code of ethics	Code of conduct
Name of code	<ul style="list-style-type: none"> • Code of ethics • Ethics Charter • Credo (e.g. J&J) 	<ul style="list-style-type: none"> • Code of conduct • Disciplinary code • Conduct policy • Ethics policy • Ethics handbook (e.g. Telkom)
Intent	Aspirational: aim to establish standards that everyone should abide by.	Directional: aim to give advice on behaviour and methods that can be appropriate and inappropriate.
Primary focus	Principles and values that guides behaviour.	Rules and norms that guides behaviour.
Approach	A proactive approach that offers justifications for morally grounded behaviour.	A reactive approach that promotes compliance to the established codes of conduct.
Ethical behaviour	Promotes ethical behaviour: establishes moral guidelines that support the development of an ethical culture.	Prevents unethical behaviour: offers behavioural guidelines, which are important but the requirements are insufficient to develop an ethical culture.
Number	Each institution (mostly) has a single code of ethics.	An institution has several codes of conduct. For instance, one for staff members and one for contractors.
Revision	Rarely amended.	Regularly amended.
Endorsement	Signed voluntarily or symbolically by the largest number of executives and staff members. For example, at a code launch event.	Formally signed as terms and conditions of a service document by employees at the beginning of their contract.
Disciplinary power	Not intended for punishment measure or disciplinary inquiry/hearing.	Intended for punishment measures which may be established during a disciplinary inquiry/hearing.

(Source: Rossouw & Van Vuuren, 2020: 25)

2.6 THE BASIC VALUES AND PRINCIPLES GOVERNING PUBLIC ADMINISTRATION

Chapter 10 of the Constitution of 1996 outlines the significance of public administration. Section 195(1) of the Constitution, 1996, makes provision for the basic values and principles governing public administration. The principles governing public administration include:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic, and effective use of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- Public administration must be accountable.
- Transparency must be fostered by providing the public with timely, accessible and accurate information.
- Good human-resource management and career-development practices, to maximise human potential, must be cultivated.
- 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 past to achieve broad representation (Republic of South Africa, 1996).

The aforementioned information outlines the principles that can be put into practice at every level of the government administration. Principles in public administration provide the basis for a belief system, a set of behaviours, or a way of reasoning when fulfilling the mandate of providing services in local government. With reference to municipal officials in local municipalities, they are expected to operate in a way that guarantees the provision of service delivery in a manner that's effective, high-quality, cooperative, and accountable. The Makhado Local Municipality has adopted the *Batho Pele* principles in order to improve performance management. The South African municipalities need to enforce code of conduct, accountability and transparency among municipal officials in order to prosper in service delivery. Implementing ethical strategies allows for municipalities to perform well and have standards as a guideline. This indicates that principles serve as a guideline for administrators to improve the social and economic status of citizens.

2.7 THE LEGISLATIVE AND POLICY FRAMEWORKS ON MUNICIPAL SERVICES

The legislative framework sets out structures for governance and accountability. The legislative framework provides an opportunity for the government to focus on its political commitment, set objectives, form policies and implement policies to develop the country and strengthen the delivery of services. The below section provides different legislative frameworks in South Africa that seek to elaborate more on the delivery of municipal services. These legislative frameworks include the Constitution of the Republic of South Africa, 1996; the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003); and *Batho Pele* principles.

2.7.1 The Constitution of the Republic of South Africa, 1996

The Constitution, 1996 provides the basic values and principles governing public administration. Section 195(1) of the Constitution, 1996, sets out one of the principles of public administration, which states that a high standard of professional ethics must be promoted and maintained. Moreover, the mentioned principle applies to administration in every sphere of government, organs of state, and public enterprises. The Constitution, 1996 is the supreme law in South Africa, and no one is above the law, and everyone must abide by the law. This implies that all provisions made by the Constitution, 1996, must be followed by the institutions exercising government power to ensure service delivery in the country.

The Constitution, 1996 further gives the government a mandate to respect, protect, promote, and fulfil the rights of the people. Section 196 of the Constitution, 1996, states that there is a single Public Service Commission for the Republic. Therefore, the Commission is independent, and must be impartial, and must exercise its powers and perform its functions without fear, favour, or prejudice in the interest of the maintenance of effective and efficient public administration and a high standard of professional ethics in the public service. Section 152 of the Constitution, 1996, makes provision for the local municipality as the lowest sphere of government closest to the people and can identify the needs of the community and deliver services accordingly. With a mandate that the national government and provincial government will oversee the local government to ensure that the services are delivered rightfully in a timely manner with limited resources. Section 155(4) of the Constitution, 1996 indicates that

legislation must take into account the need to provide municipal services in an adequate and sustainable manner.

2.7.2 The Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998)

The Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) regulates the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities and to provide for an appropriate division of functions and powers between categories of municipalities. Moreover, the Municipal Structures Act provides for metropolitan, district, and local municipal councils, in accordance with the category of municipality. Makhado Local Municipality is a category B municipality located within the Vhembe District in Limpopo Province. Section 83 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) provides the functions and powers of municipalities. These functions and powers are assigned to it in terms of sections 156 and 229 of the Constitution, 1996. According to Section 84 of the Municipal Structures Act, 1998 (Act No. 117 of 1998), the powers and functions of the Makhado Local Municipality include the provision of municipal services within the area of the municipality's jurisdiction.

2.7.3 The Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)

The Local Government: Municipal Systems, 2000 (Act No. 32 of 2000) provides for the core principles, mechanisms, and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of communities and ensure universal access to essential services that are affordable to all. Section 21 of the Local Government: Municipal System, 2000 (Act No. 32 of 2000) states that a municipality is the organ of the state within the local sphere of government exercising legislative and executive authority within the demarcated area of that municipality. According to Section 106 of the Municipal Systems Act, 2000 (Act No. 32 of 2000), the interpretation that will assist the municipality in fulfilling its mandate should be preferred.

The Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) aims to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation, and organisational change that underpin the notion of developmental local government. Section 8(1) of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) states that a municipality has all the functions and powers

assigned to it in terms of the Constitution, 1996, and must exercise them subject to Chapter 5 of the Municipal Structures Act. A municipality plays an important role in exercising its authority by ensuring that it is well governed in order to serve its local communities.

Section 38 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) entails that a municipality must establish a performance management system that is commensurate with its resources, best suited to its circumstances, and in line with its priorities and objectives. According to Section 39 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), the executive committee or executive mayor of a municipality, or if the municipality does not have an executive committee or executive mayor, a committee or councillors appointed by the municipal councillors, must manage the development of the municipality's performance management system. The implementation of a performance management system serves as a guideline to be followed for proper management of the administration of the affairs of the municipality.

2.7.4 Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003)

The objectives of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) are to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith. Section 125(1) of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) outlines compulsory disclosures, which include the notes to the financial statements of a municipality. This implies that the municipality must be transparent with their finances by disclosing all financial transactions used for providing any municipal services. Moreover, this Act states that particulars of any contingent liabilities of the municipality or entity must be produced at the end of the financial year. These particulars include any material losses and any material irregular, or fruitless, and wasteful expenditures, including in the case of a municipality. Any material, unauthorised expenditure that occurred during the financial year and whether these are recoverable. Particulars of non-compliance with this Act; and any other matters that may be prescribed.

The above information outlines various legislative frameworks in South Africa that are applicable to municipal service delivery. These legislative frameworks provide guidelines to

local municipalities for decision-making in addressing the demands of local communities. Also, the local municipality has the responsibility to fulfil its mandate. It is important for local municipalities to execute the legislative framework in order to govern effectively and efficiently. The legislative framework discussed above includes the Constitution of the Republic of South Africa, 1996; the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); and the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003).

2.8 THE ROLE OF *BATHO PELE* PRINCIPLES IN LOCAL GOVERNMENT

The White Paper on Transforming Public Service Delivery, 1997, details eight principles commonly known as *Batho Pele* (People First) principles. These principles have an impact on the conduct of public and municipal officials as well as councillors. The *Batho Pele* principle is a policy of government created for the delivery of services, and the people are supposed to be treated like customers to allow for public and municipal officials to be held accountable for their actions. The *Batho Pele* principles are herein detailed below:

2.8.1 Consultation

The local government should consult the community about the level and quality of the services to be rendered with the use of policies of service level and standards agreement (Naidoo & Ramphal, 2019: 254). This builds an essential relationship between the government and the people as measurements, systems, and tools are implemented to ensure that the right attitude is visible (Mafunisa, 2000: 25). Moreover, people should be given a variety of choices to choose from in terms of the services they tend to receive.

The White Paper on Transforming Public Service Delivery, 1997, states that consultation gives people the opportunity to take part in decision-making regarding services by allowing them to express their views according to their hierarchy of needs. This implies that communication is key, as it refers to the interaction between the municipal officials and the members of the local communities (Naidoo & Ramphal, 2019: 254). Consultation can also assist with encouraging participation and collaborative work between the service providers and the receivers. Consultation can be done through interviews with individual users, customer surveys, meetings with consumer representative bodies, campaign consultation groups, workshops, non-governmental organisation (NGO) and community-based organisations (CBO).

2.8.2 Service Standards

The White Paper on Transforming Public Service Delivery, 1997, stipulates that service standards should be aligned with public expectations. This implies that services should prioritise the needs of the public and deliver them accordingly. Moreover, standards should be clear and reachable, so that people who use those services may give their views on whether their needs have been met. Naidoo and Ramphal (2019: 254) mention that the established standards should be structured in a way that meets the demands of the people. Moreover, the standards must be executed practically and completed within available resources (Mafunisa, 2000: 30). The needs of the people are always changing, and the public officials need to keep track of those needs and deliver services according to the set priorities of those needs.

2.8.3 Access

According to the White Paper on Transforming Public Service Delivery of 1997, all communities must have access to basic service delivery, as this is a mandate from the Constitution. All citizens have the right to equally access services provided by the government. However, there are still challenges to equal access to services that should be addressed through the development of new infrastructure and the revival and advancement of the present infrastructure. According to Van der Waldt (2016: 109), the *Batho Pele* principle provides a framework for making decisions about delivering public services to the many South Africans who were and still are denied access, within the parameters of the government's Growth, Employment and Redistribution (GEAR) strategy. There are different limitations to access, such as cultural, social, communication, physical, and attitudinal. Therefore, service delivery should aim to address the need to gradually redress the disadvantages of all limitations to access.

2.8.4 Courtesy

According to Naidoo and Ramphal (2019: 254), people must be respected, and courtesy should always be considered. The White Paper on Transforming Public Service Delivery, 1997, indicates that courtesy is a broad concept that goes beyond asking public servants to treat people with integrity by being respectful, kind, and being good to others. The attitude of courtesy can be visible through being polite, smiling and saying 'please' and 'thank you'. Courtesy for the public is one of the fundamental duties of public servants, by specifying that public servants treat members of the public "as customers who are entitled to receive the

highest standards of service” (Taylor, 2000: 82). Courtesy can be visible through the functionality of government institutions, whereby there is the use of different languages, extended business hours, display of the values of service, charters, and continuous improvement of services (Van der Waldt, 2016: 109). The Principles of *Batho Pele* require that the behaviour of all municipal officials be at its best. According to the White Paper on Transforming Public Service Delivery, 1997, the standards should cover, among other things:

- Greeting and addressing customers;
- The identification of staff by name when dealing with customers, whether in person, on the telephone or in writing;
- The style and tone of written communications;
- Simplification and ‘customer-friendliness’ of forms;
- The maximum length of time within which responses must be made to enquiries;
- The conduct of interviews;
- How complaints should be dealt with;
- Dealing with people who have special needs, such as the elderly or infirm;
- gender; and
- Language.

Furthermore, the performance of staff who deal with customers must be regularly monitored and aim to be gradually improved; any behaviour beyond courtesy cannot be tolerated.

2.8.5 Information

The White Paper on Transforming Public Service Delivery, 1997, regards information as one of the most powerful instruments at the customer’s disposal in exercising his or her right to good service. The local communities within the jurisdiction of each municipality in the context of South Africa have the right to receive full and accurate information about services to be rendered. This must be done actively in order to ensure that information is received by all those who need it, especially those who have previously been excluded from the provision of public services (Naidoo & Ramphal, 2019: 254). The consultation process should also be used to find out what customers and potential customers need to know and then to work out how, where, and when the information can best be provided. The implementation of the *Batho Pele* principle requires a complete alteration of communication with the public.

2.8.6 Openness and transparency

The White Paper on Transforming Public Service Delivery, 1997 states that openness and transparency are important aspects of democratic government and are fundamental to the public service transformation process. In terms of service delivery, their importance lies in the need to ensure confidence and trust between the municipalities and local communities they serve (Taylor, 2000: 83). A key aspect of this is that the local communities should know more about the way their municipalities are run, how well they perform, the resources they consume, and who is in charge (Van der Waldt, 2016: 109). This refers to the local municipality to being open and transparent to their local communities.

2.8.7 Redress

The White Paper on Transforming Public Service Delivery, 1997 remark that the capacity and willingness to take action when things do not always go as expected, it's important to always follow protocol. There are different institutions that serve the interests of the public against mismanagement, maladministration, improper conduct, corruption, and inequality. Those institutions are: the Public Protector, the Human Rights Commission, and the Auditor-General. However, such institutions should be seen as a last resort by citizens after exhausting departmental remedies and are not a substitute for swift, effective action by service providers when services are falling below the promised standard (Van der Waldt, 2016: 109). The *Batho Pele* principle of redress requires a completely new approach to handling complaints. The use of different methods, such as suggestion boxes, customer satisfaction surveys, and toll-free call numbers can be used as a remedy to improve municipal services.

2.8.8 Value for money

According to the White Paper on Transforming Public Service Delivery, 1997, municipal services should account for value for money. The services that municipalities render should be aligned with the money spent to deliver those services (Naidoo & Ramphal, 2019: 254). Moreover, providing services in a sustainable manner adds value for money. According to Van der Waldt (2016: 110), the strategy for improving service delivery must be achieved according to the guidelines of the government Growth, Employment, and Redistribution (GEAR) strategy for cost-effective expenditure and cost-balance public service. Most of the improvements that the citizens seek do not always require any financial resources, and in most cases, reduce

expenditure. For example, being respectful and accountable does not require financial investment. Furthermore, when a municipal official fails to explain to a customer how to fill out a form, and if it is filled incorrectly, it may cost time and money to be corrected.

The *Batho Pele* principles are important to government operations, including in municipalities, as they guide public and municipal officials on what is expected of them in order to effectively and efficiently deliver services to the people. The *Batho Pele* principles should be emphasised as it is a positive policy to be implemented regarding the provision of municipal services. This implies that the provision of services should be centred on ethical principles such as accountability and transparency.

2.9 IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN LOCAL GOVERNMENT

According to Maserumule (2017: 436), performance management is a step-by-step process that consists of outlining objectives, performance assessments, and developing a system that guarantees that workers performance is in line with the purpose of the institution. Performance management is established in accordance with the ethical standard of an institution for services to be effectively delivered. Maserumule (2017: 420) mentions that the relationship between leadership and performance management is important as it allows for workers to be flexible, which is easier for successful implementation of the system. In most cases, municipalities fail to see the value of performance assessments as they are practiced for fulfilling policy requirements (Toppo & Prusty, 2012: 03).

Maserumule (2017: 421) outlines the performance management process, which is as follows:

- Setting up performance appraisal systems;
- Applicable reward strategies and schemes;
- Training and development strategies; and
- Monitoring the effectiveness of performance management systems.

More information regarding the performance management process is discussed in the following section.

2.9.1 Performance appraisal

According to Tziner and Rabenu (2018: 45), performance appraisal refers to the “activities through which institutions seek to assess employees and develop their competence, enhance performance and distribute rewards,” The top managers of an institution assess the performance of the lower-level employees mostly on a yearly basis (Gunnigle & McDonnell, 2008: 11). For instance, municipal managers have the responsibility to ensure that municipal officials are performing well by ensuring that ethics are applied for effective delivery of municipal services. When there is no performance appraisal, municipal services are affected, as there will be no improvement in competencies for employees.

Performance appraisal is centred on a single person performance while performance management checks overall people, group and institutional performance (Torrington, Hall & Taylor, 2008: 52). The human resource department uses an appraisal as a strategy for an institution’s performance while performance management aims to align the performance of individuals with the stipulated values and objectives of the institution (Tziner & Rabenu, 2018: 50; Gunnigle & McDonnell, 2008: 12). Usually, character may be viewed differently by those responsible for appraisals, personality traits displayed by people in their respective positions are the focus of appraisals. Appraisals look at personality traits portrayed by individuals in their respective positions, whereas character may be seen differently by people responsible for appraisal. One of the disadvantages of performance appraisal is that it allows for possible bias, subjectivity, and prejudice to take place (Tziner & Rabenu, 2018: 53). This implies that individuals may be unfairly appraised for traits irrelevant to the objectives of an institution.

When performance appraisal is used to improve the performance of municipal officials, the goals of the municipality are therefore achieved. It is important that the roles and responsibilities of municipal officials are compatible with their competencies. According to Tziner and Rabenu (2018: 54), performance appraisal allows high-ranking individuals to assess employees’ performance based on ratings of either excellent, average, or underperformance by relating to the elements considered important in achieving the objectives of the institution. By using this method to rate the performance of municipal officials, it allows managers to see where there is high performance and low performance. This indicates that appraisals based on the objectives of a municipality have an important role in the overall performance of the local government.

2.9.2 Applicable reward strategies and schemes

Rewards and recognition approaches are important elements that form part of human resources policy. Rewards are in the form of material and mental payoffs remunerated to employees for achieving the set goals in the workplace (Askin, Petriglieri & Lockard, 2016: 37). Rewards and recognition are ways that institutions show appreciation to their workers. When rewards and recognition approaches are implemented effectively, it proves that the institution has an interest in the welfare and development of individuals in the workplace (Madhani, 2019: 164). Rewards serve as a token for good performance.

The reward system cannot result in good performance unless the institution has competent workers and the standards of the institution are well organised, which allows workers to perform jobs related to their criteria (Askin et al., 2016: 38). The workers should be guided by the institution's ethical principles to determine high performance. According to Madhani (2019: 169), employee satisfaction allows workers to perform effectively and efficiently by providing services. This implies that when workers are rewarded accordingly, employee satisfaction is achieved. It is important for local government to promote proper implementation of ethics in a way that allows for the rewarding of ethical behaviour. For instance, an excellent performer at the workplace can receive "employer of the month" reward recognition to celebrate the provision of excellent service, as this could set an example for others. This allows management to ensure that local government work ethics are well measured and evaluated.

2.9.3 Training and development

Training and development plays an important role in ensuring that there is progress within local government and contributes to the development of municipal officials in the workplace. According to Panagiotakopoulos (2020: 71), training refers to the process of transferring knowledge for the job ahead so that work can be executed effectively. The main purpose of training and development is for the performance of an institution, the performance of the staff, and to develop a relationship between the two to be aligned with the organisation's policy (Radhika, 2018: 01). The term development is very broad and can mean the progress, upgrade, and growth of individuals in the work environment (Radhika, 2018: 02).

The objectives of training and development in the workplace aim to improve performance. The improvement in values of people that form part of the management team, as well as individuals in the institution, should apply ethics and abide by the code of conduct (Radhika, 2018: 04).

The programmes introduced by the organisation need to put more emphasis on ethics, principals, and standards to ensure that the officials respect one another (Panagiotakopoulos, 2020: 83). Programmes are developed to give relevant information to municipal officials to improve their performance in local government. This implies that municipal officials should utilise the information given during training to overcome ethical challenges at the workplace.

The senior officials in any local government should be competent and have knowledge regarding managerial functions. Functions of management include directing, leading, planning, co-ordinating, organizing, staffing, and controlling (Radhika, 2018: 04). When these functions are well executed, municipal officials are able to perform their duties and work to achieve the goals and objectives of the municipality. Training and development present two types of techniques: which are, on-the-job training and off-the-job training. According to Dorjkhoo (2013: 73), on-the-job training is training that takes place within the premises of work, and the techniques used include job rotation, multiple management, coaching, and understudy. Off-the-job training is training that takes place away from the workplace, and the techniques utilised include role playing, grid training, business games, simulation, the incident method, the case method, sensitivity training, the basket method, conferences, and lectures (Dorjkhoo, 2013: 73). These types of training allow for different techniques to be explored and for municipal officials to be flexible when attending training.

The advantages of training and development allow for the advancement of the skills, knowledge, and capabilities of the individuals at work, as employees are regarded as the most important asset of an organisation (Panagiotakopoulos, 2020: 88). When there is a policy amendment, municipal officials should be trained on how to practically execute the policy. For instance, local government can introduce digitisation of services, whereby municipal officials can use technology to send emails to their customers rather than sending envelopes; therefore, before using this type of technology, employees need to be trained. Training and development of municipal officials should always include ethical issues. This includes training on values and moral behaviour, especially when it comes to new policies.

With reference to the Skills Development Act, 1998 (Act No. 97 of 1998), the role of a municipal manager is to promote and advise the municipal council. The purpose of the Skills Development Act, 1998 (Act No. 97 of 1998) is to expand the knowledge and competencies of the labour force in order to improve productivity and employment. The main aims of the Act are:

- To improve the quality of life of workers, their prospects of work and labour mobility;
- To improve productivity in the workplace and the competitiveness of employers;
- To promote self-employment;
- To improve the delivery of social services; and
- To increase the level of investment in education and training in the labour market and to improve the return on that investment.

This indicates that it's important for municipal managers to ensure that there is training and development in municipalities so that municipal officials are up to date on the functional changes of local government and administration. This also allows those who have started new positions to receive training so that they may be familiar with the role of the new position. Training is a practical way of learning how to execute the duties and responsibilities of work for the purpose of improving work performance. The role of education is to fill a knowledge gap by imparting information on the culture and functionality of municipalities (Panagiotakopoulos, 2020: 92). When ethics are the centre of local government, professionalism is promoted in municipal administration.

2.9.4 Monitoring the effectiveness of performance management system

Performance management system effectiveness (PMSE) is a method used to check whether the objectives of an institution are aligned to the performance of an individual, and it is also used as a system that sets goals, measures, and reviews, provides feedback and control, and provides a reward system (Armstrong, 2015: 67; Sharma & Agarwal, 2016: 236). When there is improvement in the performance of municipal officials, local municipalities can deliver basic municipal services. The effectiveness of the performance management system was implemented following procedural mechanisms but has now shifted to the new bureaucratic systems that are centralised on employee behaviour and organisational feedback (Smith & Bititci, 2017: 1216). Performance management system effectiveness is used for employee engagement, whereby the implemented method should be monitored to ensure that the system's outcomes are visible through improved performance.

Individual career plans are essential in outlining career goals to be accomplished and the steps or resources needed to achieve those goals. Lack of planning, and engagement in development activities is seen as one of the factors affecting job fit, which further affects performance and productivity, resulting in a skills gap (Sharma & Agarwal, 2016: 253).

Performance monitoring is continuous to determine whether performance targets have been met, exceeded, or not met at all (Smith & Bititci, 2017: 1216). This implies that mechanisms for monitoring performance should be established in such a way that not only employees are monitored but also the effectiveness of policy execution in local government. According to Van der Walldt (2016: 113), even if performance is good, it has to be improved generally, there is an urgent need to address poor performance. Performance has to be monitored to ensure that implementation is in accordance with what has been planned, thereby ensuring that municipal services are maintained, sustained and continuously improved (Van der Walldt, 2016: 115).

Many recent studies have focused on the problem of identifying the improvement areas of employees while executing performance management systems, but it is also important to check the effectiveness of the system rather than using it as a policy that needs to be followed. The application of ethics is ensuring that policies are actually executed in a way that achieves goals and objectives. The Auditor General of South Africa (2022: 71) has suggested that training programmes can be utilised to educate councillors as overseers so they can have a better understanding of their roles. Furthermore, it is also recommended that senior leadership be involved in ensuring that these promises are actually implemented to have an influence on the functionality of local government and the lives of people in Limpopo Province.

2.10 FACTORS AFFECTING MUNICIPAL SERVICE DELIVERY

Local municipalities play an important role in developing communities and providing services to the people within the jurisdictions of the respective municipalities. In recent years, South Africa has been experiencing challenges in delivering basic services and this has manifested in community protests with regards to their needs not being met. This section provides information on financial constraints, lack of accountability, poor leadership, incompetent human resources and a lack of community participation.

2.10.1 Financial constraints

According to Goldsmith (2014: 23), one of the challenges that local governments experience when it comes to the provision of services is financial constraints. In support of this statement, limited budgets, taking excessive financial risks, and regulatory failures indicate that financial constraints make it difficult to provide services. There are different income streams, such as revenue generated using service fees, government taxes and aid meant for delivering

electricity, water, and sanitation, but the budget set aside for these services is not enough (Wadesango, Mhaka, Chikomo & Wadesango, 2018: 190). Many municipalities rely on municipal rates as an income stream to deliver services and this has been without success (Nyoni, 2017: 23). This means that municipalities generate income through residents' rates and taxes, which enable the municipality to deliver services.

Wadesango et al. (2018: 190) state that the national government continues to cut budgets and distribute them to the local government, which is not always reliable as it comes later than expected. This approach limits the local government's ability to execute its mandate and affects service delivery. In addition, when residents are unable to pay for municipal rates especially in predominately rural areas, it adds to the lack of funding in local government. As a result, residents owe the local government thousands of monies that have not been paid. The local sphere of government depends heavily on municipal rates as an income stream, and many citizens avoid paying the rates which serves as an opportunity to local government to pay high salaries to their employees with the money meant for service delivery (Wadesango et al., 2018: 190). The municipalities located in the urban areas are well developed and make more income compared to the largely rural municipalities that do not necessarily generate much income (Macanda, 2014: 12).

The Constitution, 1996 outlines that local government in rural areas might experience problems, but this should not delay the development of municipalities in order to deliver services. Section 152(2) of the Constitution, 1996, stipulates that municipalities should do their utmost best within their administration and financial resources to achieve the mandate outlined in the objectives of the constitution. This implies that municipalities should always strive to fulfil the needs of the people by overcoming their challenges and workings within their financial availability. Therefore, financial constraints cannot always be the reason there is poor service delivery (Wadesango et al., 2018: 190). The Sub-Saharan African countries spend funding for water and sanitation services is less than 0.5% of the Gross Domestic Product (GDP) and is as low as 0.1% (Odaro, 2012: 36). Financial constraints are one of the challenges that hinder the needs of African people; the available resources do not match the estimated funding needed for infrastructure (Nyoni, 2017: 24).

2.10.2 Lack of Accountability

According to Khalo (2013: 581), accountability is having the responsibility to reveal, clarify, and justify one's action. The local government is responsible for ensuring that municipal services are provided and that people benefit from those services. The decision-making process from national government to local structures should be aligned for accountability to be visible and to be equally implemented (Wadesango et al., 2018: 192). Policymakers should ensure that legislation is of quality, as it determines the ability to provide services. This implies that inadequate provision of municipal services is associated with a lack of accountability, as this proves that municipal officials can divert municipal funds to benefit themselves (Odaro, 2012: 36). Also, the disagreement between voters in the community and the philosophical perspective could contribute to the failure to provide services. This leads to corruption, and the effects are seen by lack of participation, an increase in prices, limited maintenance expenditure and decreased government income (Odaro, 2012: 36).

Decentralization is one of the strategies used to increase transparency and community participation in municipal service delivery. Rural areas receive better services such as water and sanitation because of decentralization, which realises the needs of the people and promotes accountability at the local level (Wadesango et al., 2018: 192). On the other hand, there are many challenges to decentralisation such as low-income local municipalities' low tax stream in rural areas, and the practical work and government capability are not aligned (Odaro, 2012: 36; Munzhedzi, 2020: 3). The strategies introduced by the government need to put emphasis on accountability to the people. According to Wadesango et al. (2018: 192), accountability is a challenge as it is seen in partnerships between the public and private sectors as this leads to local governments not having full authority over the execution of services. Local government is responsible for specific legislated functions and the implementation of policies and structures of government (Goldsmith, 2014: 83).

2.10.3 Poor Leadership

According to Isaacs (2016: 53), leadership refers to individuals or collective representatives who share the same beliefs, culture, and values that are important for the establishment of any institution. Leadership is important as it allows for the control of regulations and ensures that they are updated with recent developments. With regard to this study, leadership has a role in the provision of municipal services by ensuring that this is well implemented in their

respective municipalities. Wadesango et al. (2018: 189) mention the two groups of leaders in municipalities which are political and administrative leaders. It is not easy for leaders to practice their abilities in a political atmosphere in municipalities; therefore, there is a need for cooperation between political and administrative leaders that have different roles in the functioning of municipalities (Lee et al., 2015: 30).

The senior officials that form part of leadership include the relationship between the mayor and the municipal manager (Maserumule, 2017: 434). This does not make the relationship between councillors and administrators easier. Section 56 of the Local Government: Municipal Systems, 2000 (Act No. 32 of 2000) mandates the municipal council to appoint senior managers, but further appointments are made by the administration itself. According to section 117 of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) outlines that councillors may not participate in the tender process and also includes many provisions that seek to separate the council from the administration. In many instances, local municipalities are found to be corrupt and practise maladministration which ruins the relationship between the municipal council and the local communities. If the relationship between the council and administration leads to poor service delivery seen through local communities protecting against the municipality. The municipal officials need to have strong leadership skills in order to deliver their mandate to the local communities within their jurisdiction.

The leadership of local government has influence in the administration of municipal services as they are able to engage with the community and identify the needs of the people. Maserumule (2017: 320) states that political leaders have greater influence in encouraging policy implementers in local government to deliver services adequately as they have access to generating new ideas, support, and funding. However, the representatives selected to ensure the smooth running of the local municipality do not have the necessary competencies to successfully implement their political mandate in a manner that services reach the citizens (Wadesango et al., 2018: 189). In addition, the lack of leadership allows for unfair use of recruitment processes, abuse of power, stealing of resources, and corruption (Nefale, 2018: 78). This indicates poor leadership, and it is vital for leaders to be good examples in order for those below them to effectively execute their mandate.

2.10.4 Incompetent human resources

According to Isaacs (2016: 55), employees who are competent and have received training can effectively and efficiently deliver basic services to the people by ensuring the principles of transparency, integrity, responsiveness, and fairness are adhered to. Kalonda and Govender (2021: 2) state that the continuous skills building, and education development are very important for any organisation for the workers and top managers to be flexible in order to adapt to the changing ways of service provision. Isaacs (2016: 55) articulates that when the recruitment process and the procedure of hiring employees are not correctly followed, it manifests in a shortage of human resource management systems. In South Africa, corruption and poor governance are factors that hinder proper service delivery, which is caused by recruiting incompetent workers who are unable to fulfil their duties in local municipalities (Khambule & Mtapuri, 2018: 27; Munzhedzi & Makwembere, 2019). This implies that people who are not qualified for certain positions must be demoted and replaced by someone competent. This level of requirement should be maintained at all levels of management, including district and national structures.

2.10.5 Lack of community participation

According to Lachapelle and Austin (2014: 1088), community participation refers to the physical involvement of a team of people who form part of decision-making. Kalonda and Govender (2021: 19) posit that the term community involves groups of people who share the same location, values, beliefs, and similar interests. Participation is direct involvement in meetings, decision-making and outcomes (Lachapelle & Austin, 2014: 1088). Community participation can be used as a tool to identify and rectify issues. Municipal officials have the mandate to invite residents to community meetings so that they may be able to get their point of view on arising matters. This implies that it is only through the community that the local municipality will know which needs of the people to cater to the needs of the community are not static but always changing.

Leadership plays an important role in formulating methods by which community members can engage and raise their concerns. Kalonda and Govender (2021: 19) state that municipal officials determine whether the quality of services will improve, remain stagnant, or get worse. A study done by Poperwi (2018: 89) in Harare Town Council has indicated that 75% of the community does not participate in local government. Among many other things, there's a lack

of communication, people are not invited to budget meetings, and there is no proper relationship between the council and residents. Leadership contributes to good governance by promoting transparency, accountability, collaboration, participation, and responsibility in service delivery (Kalonda & Govender, 2021: 19). Therefore, municipal officials with excellent leadership skills promote good governance by being accountable for their actions.

2.11 ETHICAL CHALLENGES IN SOUTH AFRICAN LOCAL GOVERNMENT

This section examines the challenges faced by South African municipalities in the execution of their constitutional responsibilities. The challenges to be discussed include unauthorised expenditure, nepotism, corruption, fraud, and bribery.

2.11.1 Unauthorized expenditure

Mismanagement of municipal resources is a challenge that needs to be addressed. The Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) refers to an irregular expenditure or municipal entity as an expenditure that is incurred in contravention of or that is not in accordance with a requirement of the Act and that is not condoned in terms of Section 170 of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003). According to the Public Finance Management Act, 1999 (Act No. 1 of 1999), government spending that is not in line with the required application of any legislation is considered irregular expenditure.

According to Moeti (2014: 9), unauthorised expenditure is a form of overspending that is not aligned with the approved requirements of funding. Nokwazi and Prunella (2017: 1514) mention that auditing is not conducted regularly and have revealed that many municipalities in South Africa experience irregular expenditure. There are measures that can be used to correct and prevent maladministration, as auditing assists in disclosing any incompetence or fraud (Dlomo, 2017: 1). Irregular expenditure does not consider the effectiveness and efficiency of municipal resources. Shava & Mazenda (2021: 316) state that unethical behaviour must be reported to the relevant authorities who are responsible for the disciplinary process. If such behaviour is not addressed, then policies put in place to address those issues are neglected.

The Auditor General of South Africa (2022: 70) reported on material in the financial statements that is misleading, irregular, unauthorised, fruitless, and wasteful expenditure, and contract

and procurement management. As a result of failure to comply with the supply chain management policy, R1,8 billion was found in irregular expenditures in the 2020-21 financial year. The statistics on irregular expenditure show that municipal finances directed to service delivery are being misused. The municipalities found in irregular expenditure include: Greater Tzaneen Municipality, Naledi Local Government, Nelson Mandela Bay metropolitan municipality and City of Tswane metropolitan municipality (AGSA, 2020: 05). According to Nzama (2019: 1520), South African municipalities have budget policies that they use; the problem arises when there are adjustments to those budgets, as this gives an opportunity for mismanagement of finances and a contradiction of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000).

The Auditor General of South Africa (2022: 70) has recommended that municipalities should have full control over the execution of their roles and responsibilities, and leadership should be at the centre of ensuring that there is an adequate disciplinary process and also improve on detective and preventative measures. In addition, municipal public accounts committees and councils must create an environment where there are consequences for non-compliance. Mbatha (2020: 89) mentions that poor governance manifests when municipal officials are not held accountable and there is a lack of transparency in the management of municipal finances. Dlomo (2017: 1) states that measures can be established to curb unethical behaviour in order to improve the functionality of local government.

2.11.2 Corruption

Corruption cases have increased over the years in South African municipalities. According to Nemec et al., (2021: 2), corruption refers to the abuse of power by the person in a higher position for their own personal gain or to benefit political party members or affiliations. Munzhedzi (2016: 3) states that when a person of power uses their position for their own benefit, this is known as corruption. There are different forms of corruption in South Africa, namely, bribery, embezzlement, fraud, extortion, and favouritism (Nemec et al., 2021: 2). This indicates that corruption in local municipalities manifests in different forms. Corruption is usually referred to public by officials who are self-centred and those devoted to public service (Gildenhuis, 2004: 83).

According to Writer (2023: 01), Transparency International's 2022 Corruption Perceptions Index (CPI) has ranked South Africa at 72 out of 180 countries, with a score of 43 using the

level of scoring from 0 (highly corrupt) to 100 (very clean), as this reveals corruption in the public sector. The statistics indicate that corruption is out of control and involves people in powerful positions in municipalities (Munzhedzi, 2016: 3; Shava & Mazenda, 2021: 318). In addition, there are many public officials involved in the Zondo Commission that are found in corruption cases and the practice of unethical conduct using state resources. Public administrators and experts believe that people in government who are in powerful positions make it difficult to eradicate corruption activities (Shava & Mazenda, 2021: 318). This indicates that democratically elected individuals practise high level unethical behaviour that affects the provision of services, as citizens also lack trust in municipal officials (Thornhill, 2016: 130).

Studies conducted in South Africa are unable to give valid reasons why municipal officials would be involved in corruption activities and unethical conduct, although the main focus is usually centred on private gain (Thornhill, 2016: 130). The public has lost trust in state entities as accountability is not practised as it is important and can be used as a strategy to improve the functionality of South African public institutions (Kanyane, 2016: 10). According to Munzhedzi (2016: 19), when there is a lack of transparency, accountability, and application of ethics, it halts the existence of public administration and the provision of services. Although municipal managers at the local municipalities are mandated to take effective and appropriate disciplinary steps against any official in their respective municipalities who contravenes or fails to comply with provisions of the financial prescripts or commits an act that undermines the financial management and internal control system. This leaves those who are responsible for curbing the unethical behaviour in a difficult space. Scholars and practitioners alike concur that unethical conduct and corruption trigger various service delivery challenges in South African public administration (Sibanda et al., 2020; Uwizeyimana & Munzhedzi, 2022).

2.11.3 Nepotism

According to Munzhedzi (2021: 3), one of the major challenges experienced in South African local municipalities is nepotism. Shava and Mazenda (2021: 317) state that nepotism is the appointing of family members and friends to higher-ranking positions without taking into account their qualifications relevant to the position. Nepotism is a different type of favouritism that refers to a person of higher authority who prefers to employ people closer to him or her over unknown people (Kokemuller, 2020: 1). Favouritism has to do with special treatment to benefit friends, family members, colleagues, and connections for jobs and other work-related decisions (Arasli & Tumer, 2008: 1239; Roy, 2021: 1). This allows for friends, family members,

and colleagues to receive special privileges such as promotions and employment without following the recruitment process. In addition, favouritism is more direct compared to nepotism. Nepotism prevails when the recruitment process is not considered when hiring applicants, as they have direct access to the person responsible for recruitment (Shava & Mazenda, 2021: 317).

According to Nengwekhulu (2009: 344), people choose to nominate people closer to them because they believe it will be easier to implement an ideological and political way of conducting government. Shava and Mazenda (2021: 317) support this view and posit that the government of the day in the context of South Africa prefers cadre employment, as there is nothing immoral about using this method. However, there are those who claim that cadre deployment results in poor performance in a particular municipality. This proves that not everything is considered unethical, especially when employing friends or family members. The problem is when the process of finding the right person who is suitable for the job position is undermined (Kokemuller, 2020: 1). For instance, there are businesses established by family members that they could also have partnerships with local municipalities. Also, employing people within the political party is a form of ensuring good governance.

In most cases, nepotism is known to obstruct municipalities from providing services that meet the needs of the local communities (Kokemuller, 2020: 1; Munzhedzi & Phago, 2020: 186). This type of behaviour indicates that a code of conduct and other policies have not been considered during the process of selecting the person who meets the requirements of a position. The act of employing people who do not have relevant qualifications is unethical since the correct process is not followed and the requirements to fill the vacancy have not been met. This will result in the ineffectiveness of the municipality as the people who fill job positions are not competent in ensuring the functionality of local government.

2.11.4 Bribery

Gildenhuis (2004: 85) refers to a bribe as anything that involves money, something of value, goods, property, the right in action, any preferment, privileges, or compensation, or anything that is a gift with the intention to influence the action of any person in the public sector to make a favourable decision for the receiver. It is important to note that bribery is judged by investigating whether the intended behaviour is done to influence a decision (Gildenhuis, 2004: 85). Bribery can be practised by any person, or officials, such as voters, magistrates,

judges, police officers, and other forms of public officials (Dell & McDevitt, 2022: 78). For instance, bribery can be in the form of Christmas presents, birthday presents, invitations to free trips, or a token of appreciation. The legality of this action is determined by whether the gifts were meant to influence the decision of a public or municipal official to take an illegal action or if they are just a generous gift.

Officials who are in power are mostly known to be greedy and always ask for something in return in order to render services (Wang, 2021: 3016). For instance, when someone wants to start a business, they will need a licence to operate. So many people get involved in bribery because people who are responsible for offering them permission are government officials. This indicates that people are indirectly forced to bribe municipal officials, as it is obvious that if there is no money or any form of exchange, they will be hindered from conducting business. According to Rontos et al. (2019: 1876), people who are involved in bribery activities are the most successful in running their businesses. This is always the case, as investors are always willing to pay in order to avoid restrictions and also speed up the process (Wang, 2021: 3016).

Since the establishment of the Organisation for Economic Co-operation and Development (OECD) Anti-Bribery Convention, many countries still fail to enforce policies against foreign bribery, especially after the Covid-19 pandemic, where it is visible that investigations and prosecution have declined. South Africa is not excluded in this case. For example, the 2021 budget for anti-corruption institutions has been cut, and these institutions includes the Special Investigating Unit (SIU), Office of the Public Protector (OPP), National Prosecuting Authority (NPA), and Hawks (Dell & McDevitt, 2022: 76). Rontos et al. (2019: 1879) highlight that the lack of law enforcement against bribery allows for more illegal activities to take place and has a negative impact on economic growth. If there are no proper reporting mechanisms and whistle-blower protection, then people are discouraged from reporting unethical behaviour (Dell & McDevitt, 2022: 76).

2.11.5 Fraud

Fraud is the intentional action of holding back the truth for the reason of taking advantage of the information at hand to take something that is valuable from someone else who has the legal right to the possession (Doody, 2008: 21). There are two kinds of fraud: constructive fraud and actual fraud. Constructive fraud refers to something that is said, actions, or withholding information for the purpose of misinforming someone, while actual fraud is

deliberately presenting dishonest actions to convince someone to surrender something of value for something less valuable (Gildenhuis, 2004: 87). Fraud in public institutions can form a culture of acceptance if it is not dealt with precisely. When people take fraudulent activities as normal, then municipal employee morale decays and results in poor performance (Dobel, 2018: 122).

According to Munzhedzi (2016: 2), the South African government loses billions of rand every year for the money meant for improving the standard of living by delivering services such as decent shelters, clean water, electricity, and roads. Moreover, fraud, irregularities, corruption, financial misstatements, and maladministration are illegal activities most committed by municipal officials (Gildenhuis, 2004: 87). For example, there are different types of fraudulent activities, which include election fraud, identity theft, scams, and many more. Also, there are different ways to deal with fraudulent activities; one of the strategies is to discourage people from committing such crimes and implement detective methods and ways to deal with such matters (Doody, 2008: 55).

2.12 RECOMMENDATIONS TO ERADICATE CHALLENGES FACING THE LOCAL GOVERNMENT

The challenges experienced by local government should be addressed in order to deliver basic municipal services effectively and efficiently, as mandated by the Constitution, 1996. According to Shava (2021: 19), establishing values and ethics is essential for the proper functioning of local municipalities. To avoid unethical practices, the municipalities should put in place policies and frameworks that aim to address matters that arise. It is important that transparency in municipal spending is adhered to, and that money spent by municipal officials be aligned with outcome results. Municipal officials need to account for all their actions taken while executing their constitutional mandate. This will help to curb unethical practices by those in power. When filling an important position, the responsible authorities need to consider the competencies of that individual in order to qualify for the position, as this will help to improve the overall performance of any municipality.

Enforcing the practice of a code of ethics for municipal officials creates a culture where citizens are able to trust and believe that anything done by local government is done to benefit the local communities. The Zondo Commission of Enquiry has revealed that many public and municipal officials are involved in wrongdoings, and this indicates an increase in corruption

cases. Municipal officials need to be provided with training on how to deal with challenges experienced in local municipalities. Municipal managers should focus on elements that promote trust and honesty, improve service delivery, and improve performance management. This allows for a culture of ethics, standards, and principles to be practised in local municipalities.

2.13 INTERNATIONAL PERSPECTIVE ON MUNICIPAL SERVICE DELIVERY

Around the world, governmental practices are changing the way they govern and have implemented massive innovation strategies to offer better services to the people. However, local government has represented a negative image in many countries (Wilson, 2000: 53). History has proven that previous governmental actions can have a significant influence on how societies organise themselves politically. Premlall, Aradhana and Kiveshni (2021: 83) mention that, class-based politics emerged in Western European nations with historically powerful, centralised political systems. The highly fragmented and territorial based governmental structure in the United States produced apolitical culture composed principally of narrowly based interests (Premlall et al, 2021: 83). The international perspective rank countries according to the level of economic development as a determining factor.

According to Wilson (2000: 56), many individuals associate themselves to civil society organisations for a variety of reasons. The mutual interests that bring these people together include: ethnicity, tribe, originate in religion, race, geography and class to (Wilson, 2000: 56). The civil society gives platform for different people around the world to voice out their interest as they represent different organisations. This imply that local government is influenced by many factors in various counties. According to Williams (2002: 632), recognising the focus of local government service delivery in South Africa is similar to its counterparts in Australia and New Zealand as local government in South Africa has historically offered a limited array of "services to property owners."

2.14 CHAPTER SUMMARY

This chapter has reviewed the literature in relation to the application of ethics in the provision of municipal services. It contextualized this study by reviewing literature related to the application of ethics, municipal services, and the theoretical framework within which the application of ethics in the provision of municipal services can be analysed. The theory of

consequentialism was presented with its elements to illustrate the relevance of the study. The chapter also reviewed literature relevant to the application of ethics in the provision of municipal services, focusing on an overview of the application and classifications of ethics. It further presented the role of codes underpinning ethics and the basic values and principles governing public administration, in municipal services.

The chapter also presented the legislative and policy frameworks for local government. The legislative framework relevant to the study are: The Constitution, 1996; the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003); and the *Batho Pele* principles. Under the *Batho Pele* principles, principles were presented, emphasizing that the role of *Batho Pele* is to engage the public service in a transformation exercise that is aimed at creating a public service that is representative, coherent, transparent, efficient, effective, accountable, and responsive to the needs of all.

The contextual framework of the implementation of the Performance Management System on municipal service delivery was detailed, focusing on the objectives of the study. In addition, there was a review of literature on factors affecting municipal service delivery and the ethical challenges in local government. Challenges faced by local government in the implementation of PM&E, the consequences of poor implementation of PM&E, and the strategies to improve PM&E on municipal service delivery. The chapter concluded by presenting recommendations to eradicate challenges facing local government in South Africa. The next chapter presents the research design and methodology.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The previous chapter focuses on the literature in relation to the application of ethics in the provision of municipal services. This chapter discusses the methodology that has been used to analyse the application of ethics in the provision of municipal services in the Makhado Local Municipality. The methodology elaborates on instruments, strategies, and approaches that support the research. Such include research paradigms, research design, study area, population of the study, sampling method and sampling size, data collection and data analysis methods as well as ethical considerations.

3.2 RESEARCH PARADIGM

Paradigms are views or beliefs that scientists express during the course of a research study (Kumatongo & Muzata, 2021: 17). The paradigm outlines researchers' details on important decisions made during the research process which include the selected methodology, data collection, and researchers experience while conducting the study (Alise & Teddlie, 2010: 106). Research paradigm refers to how scientists observe things according to common beliefs on how particular challenges can be studied and resolved (Creswell & Poth, 2016: 22). The research paradigms include positivism, post-positivism, interpretivism, critical theory (ideology), pragmatism and/or constructivism.

The research paradigm of this study is pragmatism. Pragmatism is a mixture of quantitative and qualitative research methods and is therefore, known as a mixed method approach paradigm (Creswell & Creswell, 2018: 75). This implies that pragmatics does not use a single approach compared to positivists and interpretivists. When researchers use mixed method designs, it allows for an in-depth understanding of the research study. Furthermore, pragmatism is commonly used by researchers in the social sciences as it allows for flexibility in selecting from different options such as techniques, methods, and procedures related to the aim of the research (Morgan, 2007: 50; Creswell & Creswell, 2018: 76). The research paradigm of this research is pragmatism as it uses both quantitative and qualitative designs.

3.3 RESEARCH DESIGN

According to Akhtar (2016: 68), research design is a framework for a study which provides everything regarding the procedure used for collecting information. According to Babbie (2016: 117), research design involves a set of decisions regarding what topic is to be studied among what population with what research methods, and for what purpose. A design is used to structure the research in order to show how all of the important aspects of the research project, the samples, measures, and methods of the research work together to try and answer the research questions (Creswell & Creswell, 2018: 49).

For this study, the researcher employs a survey research design. According to Privitera (2019: 226), a survey research design is a non-experimental research design used by participants to give answers by responding to a survey or questionnaire. Moreover, a survey includes different questions or statements used in a questionnaire form or an interview instrument for participants to give their opinions and to value responses. Therefore, this research study employs two types of survey questions which are open-ended questions and close-ended questions. Open-ended questions, is a survey in which participants have no limitations to their responses, they can answer freely in their own words relating to the research study (Privitera, 2019: 227). Closed-ended questions is a survey that limits the response of participants by allowing the researcher to give them options to choose from (Privitera, 2019: 229). A likert scale is used in a closed-ended survey for participants to value the prospect of agreement. For instance, a 5-point scale were used in the Newcomer Socialization Questionnaire: 1 (strongly agree), 2 (agree), 3 (not sure), 4 (disagree), and 5 (strongly disagree) indicating a Likert scale by (Haueter, Macan & Winter, 2003: 23).

The researcher used a survey research design because she wanted to have an in-depth understanding of the participants' responses in order to analyse the application of ethics in the provision of municipal services in the Makhado Local Municipality.

3.4 RESEARCH METHODOLOGY

According to Igwenagu (2016: 15), research is the process that came into being due to the researcher's journey to bring about change in his/her environment and also understand nature. Research methodology is a systematic procedure that directs the research process. Moreover, methodology includes the design, setting, sample, methodological limitations, and data collection and analysis techniques in a study (Igwenagu, 2016: 15). This study was conducted

by looking at different factors that have an effect on the application of ethics in the provision of municipal services in Makhado Local Municipality. For this research study, the researcher uses mixed-methods research which includes both qualitative and quantitative research methods.

3.4.1 Mixed methodology

Mixed-methods research is a research methodology that uses both qualitative and quantitative methods to answer research questions in a standard procedure by collecting data, analysing data, interpreting the data, and representing the data using the different methods (Dawadi, Shrestha & Giri, 2021: 28; Creswell & Plano Clark, 2018: 29). With this at hand, the researcher is able to be flexible and have an in-depth understanding of the research information (Maxwell, 2016: 15). The use of mixed methods assists the researcher to explore all angles within available resources to respond to the research questions with sufficient data. For instance, the quantitative method allows the researcher to collect information from a large group of people, while the qualitative method provides for different responses from participants for greater understanding. By using both methods to understand the task at hand, the researcher can have in-depth collection of information and a variety of methods used to answer the research questions. With the information provided, the selected population can therefore be represented (Dawadi et al., 2021: 30).

3.4.1.1 Qualitative research methodology

The nature of the study is qualitative research. According to Creswell and Creswell (2018: 50), a qualitative research design in scientific research is used to collect non-numerical data by understanding concepts, opinions or experiences. Yilmaz (2013: 313) describes a qualitative research design as a method that looks at a constructive epistemology and explores what it assumes to be a socially constructed dynamic reality through a framework which is value-laden, flexible, descriptive, holistic and context-sensitive. This method can be used to collect in-depth information about a problem or generate new ideas for the research. The main focus of this study is exploratory, descriptive and contextual in analysing the application of ethics in the provision of municipal services in Makhado Local Municipality. The data was collected through an interview which consisted of open-ended questions. In this study, the qualitative method is applicable as it emphasizes the participation of the community and allows openness

to ideas, shared experiences, feelings, opinions, and perceptions expressed by the participants.

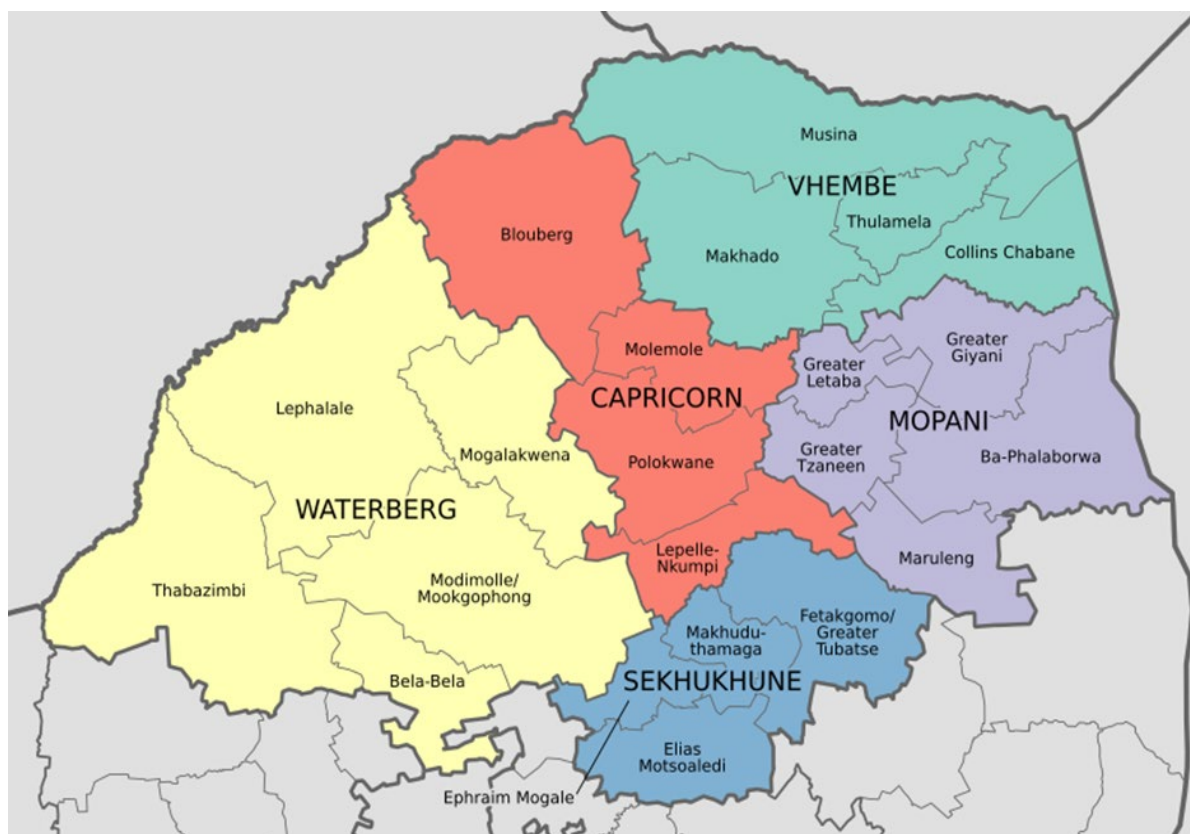
3.4.1.2 Quantitative research methodology

According to Babbie (2010: 422), a quantitative research method is procedure used for changing information into a numerical form. This can be done by computers or similar machines used for quantitative data analysis. Creswell and Creswell (2018: 49) state that quantitative research “employs strategies of inquiry such as experiments and surveys, and collects data on predetermined instruments that yield statistical data.” The four main types of quantitative research methods include: descriptive, correlational, quasi-experimental, and experimental research (Creswell & Creswell, 2018: 49). The quantitative research method of this study is descriptive. Descriptive research is a research method that describes the characteristics of the population sample that the researcher chose to study (Manjunatha, 2019: 863). Moreover, descriptive research uses a survey design, as it is recommended where the sample size is very large (Manjunatha, 2019: 865). This implies that an in-depth collection of demographic information gives insights into various participants.

The data collected through questionnaires, which are closed-ended questions, was coded and the data was entered into a Statistical Package for Social Science (SPSS) data matrix or into an Excel spreadsheet to be imported later into SPSS. Once the data has been completely quantified and entered into the computer, the researcher can start quantitative analysis (Babbie, 2010: 426). For this research study, the quantitative method was chosen because it allows for information to be collected faster within a short period of time. Furthermore, online surveys were used for participants to enter their own answers directly into the accumulating database. A quantitative research method is appropriate for this study as it makes it easier to collect information from a large group of participants while also analysing the data.

3.5 STUDY AREA

Figure 3.1: Map of Limpopo Province with municipalities named and districts shaded



(Source: Vhembe District Municipality: Integrated Development Plan Review, 2020/ 2021: 01)

Maree (2007: 34) states that a location is a geographical area that is suitable and realistic where the researcher wants to conduct the research study. The Limpopo Province consists of five (5) district municipalities, namely: Waterberg, Sekhukhune, Capricorn, Mopani and Vhembe. The Vhembe District Municipality consists of four (4) local municipalities, namely: Musina, Makhado, Thulamela, and Collins Chabane. The district municipal offices are located in the town of Thohoyandou.

For this study, the main focus was on Makhado Local Municipality in the Limpopo Province. Makhado Local Municipality is a category B municipality and was established in the year 2000 in relation to the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998). The researcher resides within Makhado Local Municipality and therefore chose to conduct the study in that area where there's availability of some characteristics of participants.

The Vhembe District is located in the northern part of Limpopo Province and shares borders with Capricorn and Mopani districts in the eastern and western directions. The sharing of borders extend to Zimbabwe in the north, and Botswana in the north-west, and Mozambique

in the south-east through Kruger National Park. The main town of Makhado Local Municipality is Louis Trichardt, located on the N1, and is an important bypass for people travelling to Southern African Developing Countries (SADC). The municipal area covers a total of 831 058, 64 hectares, and has a total population of 416 728, the majority of which can be classified as predominately rural (Makhado Local Municipality, 2020/2021: 01).

3.6 POPULATION OF THE STUDY

Population is the total number of people, objects, organizations or occurrences from which the sample is selected (Gray, 2009: 579). A population in this study is a group of people in the area in which the researcher is interested - the people that were selected in order to conduct the study. The population of this study includes traditional leaders, selected community members, ward councillors, and municipal officials (juniors and managers). All these participants are either responsible for the provision of municipal services or are the receivers of municipal services in the Makhado Local Municipality. However, it should be emphasised that the researcher cannot study the whole population (Punch, 2005: 101). The total population size of Makhado Local Municipality is 416 728. More information regarding the specified sample is provided in the next section.

3.7 SAMPLING

According to Etikan, Musa and Alkassim (2015: 2), sampling refers to the way in which the sample is taken from the population, and a sample procedure is used to choose the number of participants or work samples to be used in the assessment process. Sampling techniques are used to choose individuals that are representative of the whole population (Denzin & Lincoln, 2018: 186). The sample group for this study consists of traditional leaders, selected community members, ward councillors, and municipal staff members. This technique was used in this study for the sample to be representative of the Makhado Local Municipality population.

3.7.1 Sampling method

This study employed probability sampling and its subgroup, simple random sampling. This type of method is suitable for a quantitative study, which involves the use of questionnaires for data collection. According to Du Plooy-Cilliers et al. (2014: 174), probability sampling refers to whether each participant in the population has the same opportunity to be part of the

sample. This method eliminates human bias from the sampling process by using methods that are random and systematic. Human bias is when the researcher selects a sample that does not match the population accuracy (Du Plooy-Cilliers et al., 2014: 174). This takes place when the researcher chooses participants that favour some population characteristics.

Simple random sampling is the most basic type of sampling method. It is used when each element of the population has the same and equal chance of being selected to be part of the sample (Strydom, 2011: 231). Participants were randomly selected from the Makhado Local Municipality area of location. The researcher chose simple random sampling on the grounds that it allows everyone to form part of the population and has a fair chance of being included in the sample.

This research study employed non-probability sampling and its subgroup quota sampling method to achieve the objectives of the study. This is suitable for a qualitative research study, as used in an interview instrument for data collection. Non-probability sampling allows the researcher to select a sample based on subjective judgment rather than random selection (Strydom, 2011: 231). Non-probability sampling refers to a sampling technique where the possibility of choosing a particular group of people is not known (Etikan & Bala, 2017: 215). This sampling method is not expensive, and it is easier to collect than the probability samples.

Liyasu and Etikan (2021: 25) state that purposive sampling is a type of non-random sampling where the researcher selects a sample group to represent some specific characteristics of the population. The researcher has managed to accumulate data from the 284 participants. The advantage of this subgroup is that it's relatively straightforward and represents the characteristics of the underlying population. The researcher chose the quota sampling method based on the characteristics (resident location, age group, and employment status) of the participants in the research study.

3.7.2 Sampling size

According to Oskhotsai (2021: 53), a sample size is the random selection of a population. The sample should be representative of the population to ensure that the researcher can generalize the findings from the research sample to the population (Mujere, 2016: 26). The researcher has used an online Raosoft sample size calculator to choose a sample size that is more representative of the total population. The population size of Makhado Local Municipality is 416 728. The sample is calculated on a 5% margin of error, a 95% confidence level, and a

50% population proportion. Upon calculation, a minimum sample of 284 participants was determined from the calculations.

The sample size of this study consists of 284 participants. The sampled population size of this study was carried out through 8 research interviews (3 ward councillors and five 5 municipal staff members) and 276 research questionnaires, as aligned with the sample size.

3.8 PILOT STUDY

According to Kumar (2011: 385), a pilot study refers to when the purpose of a study is to investigate the possibility of undertaking it on a large scale and to steaming methods and procedures. For the purpose of this study, a pilot study is a trial of a study conducted on a small scale to determine whether the research design and methodology are relevant and effective. This is suitable for this study, in which researchers organise a self-administrated primary data collection. For this study, a self-prepared and pre-tested (piloted) questionnaire and interview schedule were distributed to ward councillors, municipal staff members, traditional leaders and selected community members from the surrounding areas of Makhado Local Municipality. A pilot testing was completed to check if the designed tool works by asking small group of participants to complete a survey to find out whether any question was raised on the survey questionnaire regarding the information that is needed. Upon distributing 20 survey questionnaires to conduct pilot testing, the pilot study was able to detect any errors on the research questionnaires before the main questionnaire and interview schedule was conducted to participants.

3.9 DATA COLLECTION PROCEDURE

Data collection method includes planning for field work, which is where the researcher must conclude on how to gather information from the participants in a scientific way (Fouche & Delport, 2011: 75). Data was collected using two methods, which are questionnaire forms and interview instruments, to gather relevant information regarding the study.

3.9.1 Questionnaire

According to Creswell and Creswell (2018: 49), questionnaires are useful in describing the trends and opinions of a particular population. The questionnaire was written down in a document and participants had the choice of choosing from different answers of which only one was relevant to them for each question. The first survey consisted of six multiple-choice

questions and 18 questions with a 5-point Likert scale response. The questionnaire was used to gather information relating to the study topic. Two hundred and seventy-six (276) forms were distributed to participants as the questionnaire is close-ended and aimed to receive straightforward answers. The questionnaire was divided into two sections which are as follows: Section A contains biographical details of participants, and Section B contains responses that are about the application of ethics in the provision of municipal services. The questionnaires were hand delivered to the participants (upon scheduled appointment date) and collected the same day as it took only 15 minutes to complete the answer sheet. Also, some questionnaires were distributed via online platforms such as emails, WhatsApp, and Facebook to the participants received automatically once the participants had given their responses online. The questionnaires were used to collect data from traditional leaders and selected community members from the surrounding areas of Makhado Local Municipality.

3.9.2 Interview

According to Bless, Higson-Smith and Kagee (2006: 116), interview schedule comprises direct personal interaction with the participants who answer questions based on the research problem. The interview is a face-to-face question and answer, with specific questions to be followed by the interviewer to the interviewee. Eight participants were interviewed, as the interview was open-ended, and the researcher collected sufficient information. The researcher chose an interview instrument to collect enough information not only through discussions but also through body postures. The location of the interview took place in the main office of the participants work area in the Makhado Local Municipality. Also, phone call interviews were conducted upon appointment with those who were not physically available. This way, the participants were able to respond freely, be open, and express their views. When conducting interviews, the researcher was able to ask for further explanations in order to fully gain enough information regarding the topic at hand. The interviews were used to collect data from three (3) ward councillors and five (5) municipal staff members.

3.10 DATA ANALYSIS

According to Creswell and Creswell (2018: 75), the main aim of data analysis is to obtain practical and valuable information. Data analysis is the process of converting collected information into numerical form and manipulating the information according to the arithmetic

process to attain its meaning (Monette, Sullivan & DeJong, 2008: 486). This study employed two types of data analysis: descriptive statistics and thematic analysis.

3.10.1 Descriptive Statistics

According to White (2005: 05), descriptive statistics are used to analyse quantitative data. The data was collected through a questionnaire, and the information was generated to have meaning through computer programs. For this study, the data collected was inserted into a computer software programme, IBM: Statistical Product and Service Solutions (SPSS) Version 28.0.1.1. The data was analysed and explained to form an understanding of the application of ethics in the provision of municipal services. The data was presented in tabular form with percentages followed by explanations.

3.10.2 Narrative Analysis

This research also employed narrative analysis, where data is collected by means of an interview instrument. According to Riessman (2008: 89), narrative research refers to the design method researchers use to study the lives of people and request that they tell stories of what happens in their lives in relation to study. The stories received by the researcher are then structured and re-told into a narrative (Asenahabi, 2019: 83). Therefore, narrative analysis main focus is on stories told by participants.

The researcher applied thematic-narrative data analysis, as this approach can help gather data from different sources and understand the importance of problems through the participants' feedback. The thematic structures used to re-tell participants' stories include activities, denouement, climax, setting, and plot (Asenahabi, 2019: 83). Braun and Clarke (2006: 82) state that thematic analysis consists of six important guiding phases. These phases relate to the nature of the research question and its relation to available data. The phases in thematic analysis include minimizing the collected information to make it easier understand. The below information discusses all the phases of the qualitative research method for the researcher to follow in order to present the information.

3.10.2.1 Phase 1: Interpretation of Data

According to Braun and Clarke (2006: 82), the first stage of the thematic approach is to start with the process of analysis to understand the data available at hand. The data is collected by the researcher and indulged into understanding the analysis process. According to Nowell,

Norris, White and Moules, (2017: 03), active understanding involves reading the data more than once to search for patterns, meaning, coding themes and others. As the reading proceeds to re-reading, the codes can start being generated, then the analyst gets more familiar with the data content and the analysis process becomes complex. The researcher kept the sample size at minimum level while conducting a qualitative research study. At this initial phase, important points were noted, and this process did not only help in getting familiar with data, but also helped to get the analyst ready for the formal coding in the next phase.

3.10.2.2 Phase 2: Produce Initial Codes

According to Braun and Clarke (2006: 83), thematic analysis starts by producing initial codes from data, and the coding process is part of the analysis by organising the data into meaningful groups. The coding process is theory-centred based on the nature of the research. The phase demanded: a) equal attention to each piece of data, b) identification of interesting features from the data that can be taken as initial code; and c) taking note of the themes from the whole data set that can form a specific code group. The process of coding is conducted by writing notes on the content of the analysis to indicate possible theme patterns and identify data sections. The initial coding stage can later match the data extraction that demonstrates the recorded code.

During the initial coding phase, the provided guidelines that should be followed include firstly, coding several themes within the given time frame. Secondly, coding contained all collected data to avoid losing important information used at a later stage. Thirdly, each code was matched with several relevant themes, and lastly, information was kept for possible decoding and recoding at a later stage.

3.10.2.3 Phase 3: Search for Themes

Braun and Clarke (2006: 85) state that this phase starts by initiating methods to search for final themes. This phase recognises and organises all relevant themes from the previous individual codes. In the process of analysis, initial codes were arranged according to the main theme, while others were grouped as sub-themes. Phase three (3) of the analysis ends with a group of central themes, sub-themes, and miscellaneous themes that have significant relationships with one another (Braun & Clarke, 2006: 85). Therefore, the analyst should have a clear direction for the individual category of themes and get ready for the next phase.

3.10.2.4 Phase 4: Review Themes

This phase technically consisted of two sub-stages: the first sub-stage includes themes created for comparison and checking their relationship with the coded extracts, and in the second sub-stage, the themes are reconsidered in relation to the overall set date (Braun & Clarke, 2006: 86). This phase of analysis refines the coded themes taken from the previous phase.

The thematic map represents the relevant representation of the set of data that satisfies the research and the researcher's requirements (Braun & Clarke, 2006: 86). Where thematic map fails to match the set data to meet research criteria, then more reviewing of the coded themes is needed. Moreover, during the reviewing process, there is a possibility that the analyst may find new themes that are interesting (Nowell et al., 2017: 09). Therefore, caution should be implemented to save time, money, and research interest. It is important to always keep the research problem in mind, as there is no procedure that indicates where one must stop coding themes and start with the final analysis.

3.10.2.5 Phase 5: Defining and Naming Themes

Once the thematic map is conducted, the research analyst enters the next phase of "defining and naming themes" (Braun & Clarke, 2006: 85). The analyst should develop an understanding of the meaning of each theme. This is to ensure that themes are in relation to the idea of the data and research questions. At the end of this stage of the final refinement of themes, the research analyst can start to brainstorm to give the themes functional titles that are important for the final analysis part. The themes are short, simple, and identifiable to give a strong understanding of what the theme is all about.

3.10.2.6 Phase 6: Produce the Final Report

According to Braun and Clarke (2006: 86), the last stage involves the production of the final report and takes place when the research analyst has conducted all the above steps. The researcher will have written down the final report. A thematic report is written to be published in a journal or completed for a course in research assignment (Nowell et al., 2017: 10). The research data is simple and can give the reader a suitable idea about the reliability and validity of the analysis part of the process of qualitative (thematic) analysis.

For this study, the researcher analysed data using the following phases: interpreting data, producing codes, searching for themes, reviewing themes, defining, and naming themes, and producing the final report. The researcher collected data and wrote all the information given by participants. The researcher used narrative format to present the data.

3.11 RELIABILITY AND VALIDITY

The two basic requirements for data collection instruments are reliability and validity. Salkind (2006: 106) states that reliability is how dependable, consistent, stable, trustworthy, predictable, and faithful the research instrument is. This implies that reliability is when an instrument is used to measure something that was measured before and still gets the same results. The reliability of a measurement instruments is used to promote sustainability and consistency. According to Babbie (2016: 146), there are different procedures to ensure the reliability of the measure, as it is important to explore different methods that best suit the research study. The reliability measurement of the instrument is used to produce consistent outcomes. The test-retest method was used to ensure reliability by conducting measurements overtime of the same sample group in a different time and the results were compared of the two studies. Features such as personality and preferences were found to have been similar on the sampled group of the residents of the Makhado Local Municipality.

According to Babbie (2016: 146), validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept. Salkind (2006) refers to truthfulness, accuracy, authenticity, genuineness, and soundness as synonyms for validity and emphasises the fact that these terms are what validity is about, as the test or instrument you are using actually measures what you need to have measured. Also, validity refers to the degree to which an instrument is doing what it is intended to do, and an instrument may have several purposes which vary in number, kind, and scope (Delpont & Poestenburg, 2011: 173). Elements such as content and face validity can be established before data collection, while criterion and construct validity are established once the instrument has been used for data collection.

3.12 ETHICAL CONSIDERATIONS

The researcher has the responsibility of ensuring that no participant suffers harm by participating in the study (Ogletree & Kawulich, 2012: 65). Though not always, social research

often intrudes on people's lives (Babbie, 2013: 85). This implies that the researcher has to be respectful to the participants, allowing them to independently respond to questions without any manipulation to favour this research study. In addition, no participant received any form of consequence for not being part of this study. Participation in these types of research disrupts the participants' regular routine. By taking part of this research study, the participants need time and energy to complete the researcher's requests. The ethical problems followed in this study show the appropriateness of the study methodology and emphasized all the ethics of humanity. Below are the ethical problems considered for this study:

3.12.1 Permission to conduct the study

Creswell and Creswell (2018: 135) state that before conducting the study, researchers need to obtain an approval letter from those in authority to gain access to institutions and study the selected participants. For the purpose of this study, approval to conduct the study was obtained from the University of Venda and Makhado Local Municipality (Annexure A and Annexure B). The Makhado Local Municipality provided the researcher with a permission letter to conduct an interview with officials within the municipality. The data for this study was collected from traditional leaders, selected community members, ward councillors and municipal staff members.

3.12.2 Informed consent

According to Babbie (2013: 61), consent form is a rule in which participants who volunteered in the research study are aware of the possible risks projected. Informed consent is the ethical standard that participants are made aware of information relating to the topic in order for them to decide whether to agree or disagree to participate (Bless et al., 2006: 183). This implies that the participants have the right to know what the research is all about and why they were selected to be part of this study. This also means that the researcher must have the time to explain to each participant what the research is all about and what is required of them.

An invitation letter was drafted to clarify the nature and purpose of the study. The letter aimed to inform participants about anonymity and confidentiality. This includes explaining what the collected information was used for in relation to this research study. Each participant was required to sign a consent form to indicate that they fully understood the research presented to them. It was also important to note that participating in this research study was totally

voluntary. With the data collected from the participants, the researcher could draw inferences about the population.

3.12.3 Voluntary participation

Strydom (2011: 116) states that participation in a research study is voluntary and no person should be forced to participate. This implies that people should participate according to their own free will, without being persuaded to participate involuntarily. Voluntary participation was, therefore, an important ethical consideration in this research. As participation to the study was voluntary, no negative consequences were suffered for declining participation and the participants were free to withdraw anytime during the process. The participants were informed about their rights and any decision they made was respected with no questions asked. The participants that were included in this study were those who voluntarily participated in this research.

3.12.4 Protection from harm

The main focus of this research study is on ethical issues such as the prevention of harm for all participants. Bryman and Bell (2011: 128) assert that all researchers need to think carefully about the people who are involved in the research and whether there are any activities that they should not be engaged in. According to Farquhar (2012: 49), the principle of not causing harm is essential to an ethical research study, and the procedure should benefit all participants. The ethical consideration in this research forms part of setting boundaries in order to avoid any harm to participants, as this is important to the research, and therefore, the researcher made sure that the subject at hand is not open to any form of physical or emotional harm that may result from participating in the research study. This research study allowed participants to feel comfortable and not be compelled to take part. These are standard issues, and measures should be put in place in order to avoid any harm and guarantee ethical research (Robson, 2002: 29; Creswell & Creswell, 2018: 134).

3.12.5 Respect of persons

Researchers have to consider different obligations when conducting research as they must ensure that their research is conducted with integrity, objectivity, and honesty. Furthermore, they must respect all participants, their economic status, values, cultures, and religions (Creswell & Creswell, 2018: 139). For the purpose of this research study, personal

information was collected during the data collection process. Consent forms were completed and provided to all participants of the study. The researcher has made sure that all participants are comfortable and know as much information about the study as possible. The researcher has provided all participants with contact details to request any further information if required. The researcher has not engaged in any, experiments which may pose a threat to the participants as well as the researcher herself. To make the data collection convenient and straightforward, the questionnaire and interview were explained in the native language of the participants if requested.

3.13 CHAPTER SUMMARY

This chapter describes the research methodology used in this study. The methodology gives details on how data was collected, the descriptive statistics and thematic method that were used to analyse data for the application of ethics in the provision of municipal services in the Makhado Local Municipality. This chapter discussed the research paradigm, research design, study area, population of the study, sampling method and sampling size, data collection as well as data analysis methods. The chapter further outlined ethical considerations important to the study. The obtained results will be presented in the next chapter.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

Chapter Three of this study discussed the research design and methodology used in this study, which has shown the structure and procedures that were followed to respond to the research questions on the application of ethics in the provision of municipal services in the Makhado Local Municipality. The data was collected using a mixed research method that included qualitative and quantitative research methodologies. The descriptive statistics and thematic method were also discussed as data analysis instruments. This chapter presents the analysis and interpretation of data collected through questionnaire forms and interview schedules. The data was collected using a mixed method of qualitative and quantitative research. The data collected was analysed through descriptive statistics and thematic analysis. This chapter discusses the analysis and interpretation of the collected data by briefly discussing the responses of the participants in order to understand the basis of the research findings on the application of ethics in the provision of municipal services in Makhado Local Municipality. The responses of the participants from the questionnaire forms are presented in graphical tabular format, followed by a brief explanation of the findings, and the responses from the interview are presented in a narrative format. A total of 284 participants took part in this research study, 276 of the participants responded to the research questionnaire, and eight (8) of the participants were interviewed. All the participants reside within the jurisdiction of the Makhado Local Municipality.

4.2 ANALYSIS OF DATA COLLECTED THROUGH QUESTIONNAIRES

This section presents data collected through a questionnaire form, and the data is presented in a graphic table format with frequencies and percentages. Below each table is a brief explanation of the findings. This section also consists of two sub-sections, namely: Section A: Biographical details of the participants; and Section B: Application of ethics in the provision of municipal services.

4.2.1 Section A: Biographical details of the participants

In this sub-section, the researcher presents the biographical details of the participants who formed part of this study. The data is presented in a graphic table format with frequencies and percentages, followed by a brief explanation. The biographical details of the participants are categorised by gender, age, position, number of years in the position, educational background, and occupational status. The below information presents the biographical details:

Table 4.1: Gender of participant

	Gender of participants	Frequencies	Percentage
1	Male	115	41.7%
2	Female	161	56.7%
	Total	276	100%

Table 4.1 presents information on the gender of the participants. A total of 284 participants took part in this study, of which 115 (41.7%) were males and 161 (56.7%) were females. From the above information, it can be concluded that majority of the participants in this study were females, while males constitute a minority.

Table 4.2: Age of participant

	Age of participant	Frequencies	Percentage
1	18-29 years	118	41.5%
2	30-49 years	103	37.3%
3	50-64 years	46	16.2%
4	65 years and older	9	3.2%
	Total	276	100%

Table 4.2 presents information on the age of participants. From the above information, 118 (41.5%) participants, constituting the majority of the participants were aged 18 to 29 years. One hundred and eleven 103 (37.3%) of the participants were aged between 30 and 49 years and 46 (16.2%) were between the age of 50 and 64 years. The least participants at 9 (3.2%) were aged between 65 years and older. This study indicates that majority of the participants of this study are youth who are aged between 18 and 29 years. Few older participants formed part of this study, the reason could be that older people are hesitant to participate and the

youth are more understanding with regards to the purpose of this study, therefore find it interesting to participate.

Table 4.3: Position of participants

	Position of participant	Frequencies	Percentage
1	LED staff	2	0.7%
2	Traditional Leader	1	0.4%
3	Ward councillors	3	1.1%
4	Selected community member	253	91.7%
5	Staff member	15	5.3%
6	Other	2	0.7%
	Total	284	100%

The above information is based on Table 4.3, which indicates the position of participants in the Makhado Local Municipality. Two (0.7%) of the participants fall under the position of Local Economic Development (LED) staff, while one (0.4%) is a traditional leader. Three (1.1%) of the ward councillors took part in this study, and 253 (91.7%) were selected community members who reside within the jurisdiction of Makhado Local Municipality. Also, the staff members of Makhado Local Municipality participated in this study at 15 (5.3%), and other participants were two (0.7%) who did not fall under the mentioned criteria and formed part of the study. The majority of the participants are Makhado Local Municipality residents, as they are the receivers of municipal services. Many of the participants hold different positions in the Makhado area, and they are able to express their views on municipal services.

Table 4.4: Number of years in the position

	Number of years in the position	Frequencies	Percentage
1	1 to 5 years	64	22.5%
2	6 to 10 years	13	4.6%
3	11 to 15 years	5	1.8%
4	16 to 20 years	15	5.3%
5	Other	179	64.9%
	Total	276	100%

The table above gives information on the number of years the participants have been in the position mentioned in the previous Table 4.3. A total number of 64 (22.5%) have been in the position between 1 and 5 years, while 13 (4.6%) have been in the position for a period of between 6 and 10 years. Five (1.8%) participants have been in the position for 11 to 15 years and 15 (5.3%) were in the position for 16 to 20 years. Other participants, 179 (64.9%) were those who could not be identified under the above-mentioned criteria. Majority of the participants have been in their respective positions for more than two decades followed by participants who have recently started their positions. This indicates that many people are committed to their position.

Table 4.5: Education background

	Education background	Frequencies	Percentage
1	Primary	50	17.6%
2	Secondary	116	42%
3	Tertiary	78	27.5%
4	Other	32	11.3%
	Total	276	100%

Table 4.5 indicates information on the educational background of the participants. A total of 50 (17.6%) participants has primary level education, while 116 (42%) have secondary level education. Also, 78 (27.5%) of the participants have tertiary level education and there is other 32 (11.3%) who did not disclose the category they fit in with regards to educational level. Few participants indicated 'Other' which does not specify their educational background. Majority of the participants have attended only to high school. Therefore, due to access to education, many people (but less than the majority) have managed to further their studies beyond high school.

Table 4.6: Occupation status

	Occupation status	Frequencies	Percentage
1	Student	26	9.2%
2	Unemployed	135	48.9%
3	Employed	78	27.5%
4	Self-employed	34	12%
5	Other	3	1.1%
	Total	284	100%

The above Table 4.6 displays information on the occupation status of the participants. Twenty-six (9.2%) participants of this study are students. Majority of the participants at 135 (48.9%) of this study have indicated that they are unemployed. Only 78 (27.5%) of the participants are employed while 34 (12%) of the participants are self-employed. The other participants 3 (1.1%) are those who did not want to be identified under the above-mentioned category. Majority of the participants have indicated that they are unemployed, and the reason may be that there is no major development or economic activities to create employment in largely rural municipalities like Makhado Local Municipality. Minority of the participants indicated “Other” which does not show their occupation status. Many people in the rural areas are self-employed and others are in the education system.

4.2.2 Section B: Application of ethics in the provision of municipal services

In this second sub-section, the data is presented based on the application of ethics in the provision of municipal services. The data is presented in table format with frequencies and percentages. Below the table is a brief explanation of the findings. This sub-section is separated into four (4) themes which are derived from the specific objectives of the research study, namely: to establish the state of the Makhado Local Municipality in providing basic municipal services; to examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality; to investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services; and to recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services. The data on the application of ethics in the provision of municipal services is presented below:

4.2.2.1 The state of the Makhado Local Municipality in providing basic municipal services

In this theme, the data is presented based on the state of the Makhado Local Municipality in providing basic municipal services. This theme presents data in a table format with frequencies and percentages. Below the table is a brief explanation of the findings.

Table 4.7: Understanding of ethics in the Municipality

	Response	Frequencies	Percentage
1	Strongly Agree	15	5.3%
2	Agree	64	22.5%
3	Not sure	192	69.6%
4	Disagree	5	1.8%
5	Strongly Disagree	0	0%
	Total	276	100%

Table 4.7 refers to the question of Makhado Local Municipality on having an understanding of ethics. Fifteen (5.3%) of the participants strongly agree, and 64 (22.5%) of the participants agree with the statement. Majority of the participants at 192 (69.6%) are not sure of the statement, and only a few participants at five (1.8%) disagree with the statement. Zero (0%) of the participants have not indicated any mark on strongly disagree with the statement. Therefore, participants do not have a clear knowledge on ethics, the reason may be that most of the people employed in the municipality are put in positions that they are not qualified for, which may lead to disruption in municipal service delivery.

Table 4.8: Relationship between the municipal councillors and the local community members

	Response	Frequencies	Percentage
1	Strongly Agree	35	12.7%
2	Agree	136	49.3%
3	Not sure	6	2.2%
4	Disagree	89	32.2%
5	Strongly Disagree	10	3.6%
	Total	276	100%

The information presented in Table 4.8 is based on whether there is a good relationship between the municipal councillors and the local community members within the Makhado Local Municipality. A total of 35 (12.7%) participants strongly agree with the statement. 136 (49.3%) participants agree with the statement, while 6 (2.2%) of the participants are not sure with regards with the statement. Also, 89 (32.2%) of the participants disagree with the statement, and only 10 (3.6%) of the participants strongly disagree with the statement. Majority of the participants indicate that they have a good relationship with their municipal councillors. Many communities in rural areas consist of municipal councillors that are known to their local communities. Therefore, it is easier to establish a functional relationship with those who have direct contact with municipality.

Table 4.9: Role of the Municipality in providing municipal services

	Response	Frequencies	Percentage
1	Strongly Agree	126	45.7%
2	Agree	94	33.1%
3	Not sure	23	8.1%
4	Disagree	20	7%
5	Strongly Disagree	13	4.6%
	Total	276	100%

A total of 276 participants formed part of this study and Table 4.9 provides feedback on whether the Makhado Local Municipality plays an important role in providing municipal services. Majority of the participants at 126 (45.7%) strongly agree with the statement while

94 (33.1%) of the participants agree with the statement. Twenty-three (8.1%) of the participants are not sure on the statement. Only 20 (7%) of the participants disagree with the statement and 13 (4.6%) of the participants strongly disagree with the statement. Majority of the participants have shown that the municipality plays a vital role in providing municipal services. People in rural areas need basic municipal services such as supply of clean water. Therefore, the municipality has a role in addressing the needs of the respective local communities.

Table 4.10: Participation of community members in community meetings

	Response	Frequencies	Percentage
1	Strongly Agree	9	3.2%
2	Agree	83	29.2%
3	Not sure	26	9.2%
4	Disagree	118	42.8%
5	Strongly Disagree	40	14.1%
	Total	276	100%

Community participation is important as it is used as a tool for the Makhado Local Municipality to engage with the local communities. The above Table 4.10 indicates that nine (3.2%) of the participants strongly agree that they participate in community meetings. Eighty-three (29.2%) agree that they do participate in community meetings. Only 26 (9.2%) of the participants are not sure whether community members are actually encouraged to form part of community meetings. Majority of the participants at 118 (42.8%) totally disagree with the statement while 40 (14.1%) of the participants strongly disagree. Therefore, the municipality needs to include the local community members in decision-making and engage with the community.

4.2.2.2 The effects of ethics on the provision of municipal services in the Makhado Local Municipality

In this theme, the data is presented based on the effects of ethics on the provision of municipal services in the Makhado Local Municipality. This theme presents data in a table format with frequencies and percentages. Below the table will be a brief explanation of the findings.

Table 4.11: Capacity to implement ethical frameworks

	Response	Frequencies	Percentage
1	Strongly Agree	111	40.2%
2	Agree	88	31%
3	Not sure	54	19%
4	Disagree	10	3.5%
5	Strongly Disagree	13	4.6%
	Total	276	100%

The Makhado Local Municipality plays an important role in the provision of municipal services. The municipality should have the capacity to implement ethical frameworks to deliver their mandate. Majority of the participants at 111 (40.2%) strongly agree that the Makhado Local Municipality has the capacity to implement ethical frameworks and 88 (31%) of the participants agree with the statement. Fifty-four (19%) of the participants are not sure on whether the municipality has the right ethical frameworks to perform its duties. Only 10 (3.5%) of the participants disagree and 13 (4.6%) strongly disagree with the statement. Majority of the participants have indicated that the municipality is capable in executing the ethical framework. Due to employees who occupy municipal positions wrongfully, this has led the municipality to abscond on ethical frameworks when exercising their duties.

Table 4.12: Ethics as an important elements in the provision of municipal services

	Response	Frequencies	Percentage
1	Strongly Agree	96	33.8%
2	Agree	96	33.8%
3	Not sure	40	14.1%
4	Disagree	21	7.4%
5	Strongly Disagree	23	8.1%
	Total	276	100%

The above information is based on Table 4.12 whereby ethics are regarded as an important element in provision of municipal services. Majority of the participants at 96 (33.8%) strongly agree with the statement provided in Table 4.12, and 96 (33.8%) of the participants agree with the statement. Only 40 (14.1%) of the participants are not sure whether the ethics are

important in providing municipal services. Few participants at 21 (7.4%) disagree with the statement and 23 (8.1%) of the participants strongly disagree with the statement. Many participants agree that ethics have a significant role in the functioning of the municipality. Therefore, ethics allows for municipal services to be provided for in an effective and efficient manner.

Table 4.13: Rendering of services by ethical municipal officials

	Response	Frequencies	Percentage
1	Strongly Agree	15	5.3%
2	Agree	33	11.6%
3	Not sure	52	18.3%
4	Disagree	99	35.9%
5	Strongly Disagree	77	27.1%
	Total	276	100%

Table 4.13 is based on whether municipal officials rendering services are ethical, of which a few of the participants at 15 (5.3%) strongly agree, and 33 (11.6%) of the participants agree that municipal officials rendering services are ethical. Fifty-two (18.3%) of the participants are those who are not sure of the statement. Majority of the participants at 99 (35.9%) totally disagree, while 77 (27.1) strongly disagree with the statement. Majority of the participants have shown that municipal officials diverge from ethical principles when providing services to the people. This indicates that municipal officials do not always cater to the needs of the Makhado community.

Table 4.14: Ethical principles and municipal services

	Response	Frequencies	Percentage
1	Strongly Agree	21	7.4%
2	Agree	16	5.5%
3	Not sure	64	22.5%
4	Disagree	102	35.9%
5	Strongly Disagree	73	26.4%
	Total	276	100%

Table 4.14 provides information on whether ethical principles are observed when municipal services are provided, 21 (7.4%) of the participants strongly agree and 16 (5.5%) of the participants agree with the statement. The participants at 64 (22.5%) are not sure on the basis of the statement. Many of the participants at 102 (35.9%) indicate that they disagree with the statement, while 73 (26.4%) of the participants strongly disagree with the statement. The Makhado community members believe that ethical principles are not followed when delivering municipal services. The reason may be that the community has expressed their concerns, and most of the projects to address the needs of the people are either not initiated or incomplete. Therefore, the value of the services provided is not up to the set standard.

4.2.2.3 The challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services

In this theme, the data is presented based on the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services. This theme presents data in a table format with frequencies and percentages. Below the table will be a brief explanation of the findings.

Table 4.15: Corruption by municipal officials

	Response	Frequencies	Percentage
1	Strongly Agree	84	29.6%
2	Agree	144	52.2%
3	Not sure	17	6%
4	Disagree	15	5.3%
5	Strongly Disagree	16	5.6%
	Total	276	100%

A total of 284 participants formed part of this study and Table 4.15 is based on whether municipal officials are corrupt or not. Eighty-four (29.6%) of the participants strongly agree that the municipals officials are corrupt in nature, and 144 (52.2%) of the participants also agree with the statement. Only 17 (6%) of the participants are not sure whether the municipal officials form part of corrupt activities. Fifteen 15 (5.3%) of the participants disagree with such a statement, and 16 (5.6%) of the participants strongly disagree. Few participants have indicated that they are not involved in corruption activities. Majority of the participants have

indicated that the municipal officials are involved in corrupt activities. Therefore, this type of conduct hinders the municipality from functioning to its full potential.

Table 4.16: Punishment of corruption

	Response	Frequencies	Percentage
1	Strongly Agree	15	5.3%
2	Agree	25	8.8%
3	Not sure	17	6%
4	Disagree	155	56.2%
5	Strongly Disagree	64	22.5%
	Total	276	100%

The information on whether those who are found to be corrupt are punished is in Table 4.16. 15 (5.3%) of the participants confirm that it is true by strongly agreeing and 25 (8.8%) of the participants also agree with statement. Seventeen 17 (6%) of the participants are not sure with the provided statement. Many of the participants 155 (56.2%) believe that those found to be corrupt within the Makhado Local Municipality are unlikely to be punished and 64 (22.5%) of the participants strongly disagree with the statement. Many of the participants have shown that corrupt municipal officials tend to get away with such behaviour. Few municipal officials are apprehended, but to a certain extent with limited or no punishment at all. This shows that there is a lack of proper management of the municipality with regards to addressing corruption related transgressions.

Table 4.17: Relationship between ethics and effective provision of services

	Response	Frequencies	Percentage
1	Strongly Agree	135	48.9%
2	Agree	80	28.2%
3	Not sure	19	6.7%
4	Disagree	18	6.3%
5	Strongly Disagree	24	8.5%
	Total	276	100%

Table 4.17 is based on whether the lack of ethics in the municipality affects the effective provision of services, in which majority of the participants at 135 (48.9%) strongly agree, and

only 80 (28.2%) of the participants agree with the statement. The other participants at 19 (6.7%) are not sure with the statement. Few participants at 18 (6.3%) disagree with the statement and 24 (8.5%) of the participants strongly disagree with the statement. When ethics are not properly practised, the efficiency and effectiveness of service delivery is affected. Therefore, there will always be a disruption of basic municipal services because proper procedures are being ignored.

Table 4.18: Competency of municipal officials

	Response	Frequencies	Percentage
1	Strongly Agree	89	31.3%
2	Agree	87	31.5%
3	Not sure	25	8.8%
4	Disagree	59	20.8%
5	Strongly Disagree	16	5.6%
	Total	276	100%

The statement on whether Makhado Local Municipality officials are competent to perform their duties is based on Table 4.18. Only 89 (31.3%) of the participants strongly agree and 87 (31.5%) of the participants agree with the statement. Twenty-five (8.8%) of the participants are not sure if the municipality officials have the relevant skills, ability and knowledge to fully perform their duties. The participants who disagree with the statement are 59 (20.8%), while participants who strongly disagree are 16 (5.6%). The participants have indicated that majority of the municipal employees are unable to perform their duties and responsibilities. Many of the municipal employees are found to be unqualified for the position they occupy at the Makhado Local Municipality.

4.2.2.4 Strategies that can be used to eradicate challenges facing the Makhado Local Municipality on delivery of municipal services

In this theme, the data is presented based on the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services. This theme presents data in a table format with frequencies and percentages. Below the table will be a brief explanation of the findings.

Table 4.19: Training on ethics and standards

	Response	Frequencies	Percentage
1	Strongly Agree	181	65.5%
2	Agree	55	19.4%
3	Not sure	22	7.7%
4	Disagree	13	4.6%
5	Strongly Disagree	5	1.8%
	Total	276	100%

Education and development is important to ensure the advancement of municipal officials. For instance, when there is an introduction of new technology in the workplace, it is important for municipal officials to be provided with training. Majority of the participants at 181 (65.5%) strongly agree with the statement and 55 (19.4%) of the participants agree with the statement. Twenty-two (7.7%) of the participants are not sure on the statement. Only 13 (4.6%) of the participants disagree, while few participants at 5 (1.8%) strongly disagree with the statement. Training on ethics and standards that should be practised within the municipality plays a significant role. Though training is provided to municipal employees, their performance does not improve. Therefore, the training is either not up to standard or not used as a tool to bring change in the municipality.

Table 4.20: Continuous awareness about ethics in the Municipality

	Response	Frequencies	Percentage
1	Strongly Agree	137	49.6%
2	Agree	82	28.9%
3	Not sure	27	9.5%
4	Disagree	20	7%
5	Strongly Disagree	10	3.5%
	Total	276	100%

A total number of 276 of the participants formed part of this study. 137 (49.6%) of the participants strongly agree and 82 (28.9%) of the participants agree that continuous awareness about ethics in the municipality may reduce challenges like corruption and maladministration. Many municipalities are dysfunctional due to corruption and

maladministration. Twenty-seven (9.5%) of the participants are not sure with the statement, 20 (7%) of the participants disagree while 10 (3.5%) of the participants strongly disagree with the statement. Community members and the municipality should continue to raise awareness on ethics. This allows for alignment of ethics known to both the community members and municipality. If ethics are unknown to both parties, it affects the performance of the municipality to a greater extent.

Table 4.21: Availability of resources for municipal services

	Response	Frequencies	Percentage
1	Strongly Agree	147	53.3%
2	Agree	72	25.4%
3	Not sure	23	8.1%
4	Disagree	28	9.9%
5	Strongly Disagree	6	2.1%
	Total	276	100%

Table 4.21 provides details on whether the availability of resources makes it easier to provide municipal services. Many of the participants at 147 (53.3%) strongly agree and 72 (25.4%) of the participants agree with the statement. Only 23 (8.1%) of the participants are not sure on the statement. Twenty-eight (9.9%) of the participants disagree, while 6 (2.1%) of the participants strongly agree with the statement. Many municipalities in South Africa lack sufficient resources to function properly. Human resources and finance are two major challenges that limit the municipality to properly deliver services. Therefore, majority of the participants indicated that resources have an influence on municipal service delivery.

Table 4.22: Procedures for addressing complaints about the provision of municipal services

	Response	Frequencies	Percentage
1	Strongly Agree	32	11.3%
2	Agree	81	28.5%
3	Not sure	55	19.4%
4	Disagree	84	30.4%
5	Strongly Disagree	24	8.5%
	Total	276	100%

A total number of 284 participants formed part of this study. Table 4.22 indicates information on whether there are proper procedures to be followed when there are complaints about the provision of municipal services. Thirty-two (11.3%) of the participants strongly agree, while 81 (28.5%) of the participants agree that proper procedures are followed when there are complaints about the provision of municipal services. Fifty-five (19.4%) of the participants are not sure on the basis of the statement, 84 (30.4%) of the participants disagree and 24 (8.5%) strongly disagree with the statement. Many of the participants believe that there are no proper procedures to address their complaints. Few people engage with the municipality whenever they encounter challenges, reason being that they already know that their issues will not be attended to with speed or not taken into consideration. Therefore, community members are reluctant to express their issues.

Table 4.23: Ethical practise to improve service delivery

	Response	Frequencies	Percentage
1	Strongly Agree	61	21.5%
2	Agree	82	29.7%
3	Not sure	39	13.8%
4	Disagree	72	25.4%
5	Strongly Disagree	22	7.7%
	Total	276	100%

Table 4.23 presents information on whether the Makhado Local Municipality promotes ethical practice to improve service delivery. The practice of ethical behaviour in the workplace is

important to improve services provided by the municipality. A total number of 61 (21.5%) of the participants strongly agree, while 82 (29.7%) of the participants agree with the statement. Thirty -nine (13.8%) of the participants are not sure, 72 (25.4%) of the participants disagree and 22 (7.7%) of the participants strongly disagree with the statement. When there is a lack of service provision, ethics are often not correctly applied. If ethics are practised in a proper manner, then issues such as supply of clean water could have been addressed. Therefore, the practice of ethical behaviour should be promoted in addressing service delivery issues.

4.3 ANALYSIS OF THE DATA COLLECTED THROUGH INTERVIEW

The study collected data by taking notes during the interview session. Eight participants were interviewed, as the interview questions were open-ended. The interviews were used to collect data from three (3) ward councillors and five (5) municipal staff members who hold different positions at the municipality. This research study was conducted in relation to the research questions which are: to establish the state of the Makhado Local Municipality in providing basic municipal services; to examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality; to investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services; and to recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services. This section presents the data collected through the interview, and the information is presented in a narrative format, followed by a brief explanation of the findings.

4.3.1 Question 1: How is the state of the Makhado Local Municipality in providing basic municipal services?

The first question aims to find out the current state of the Makhado Local Municipality in providing basic municipal services. This allows the participants to give an overall perspective on the provision of municipal services. During the process of the interview, participants expressed themselves in the following manner:

Participant A:

“I could say that Makhado Local Municipality does a bit well in the town or communities that are closer to the municipality offices. The other parts of the Makhado Local Municipality get

minimal service delivery, in terms of fixing of gravel roads, and also water supply for various communities further away from the municipality.”

Participant B:

“In the Makhado Local Municipality, service provision is somehow satisfactory but not all the employees are competent with their respective position. The municipality employees are not available in their offices, sometimes they don’t know their duties and responsibilities.”

Participant C:

“The provision of municipal services in the Makhado Local Municipality is not terribly poor and most of the basic services are being provided.

Participant D:

“The Makhado Local Municipality does provide basic services to the people, but not to the best interest of the public or community because people are not fully consulted with regards to the services they are entitled to. Without taking into consideration the public options in decision-making process by the municipality, the outcomes of the decisions made are out of touch with the necessary services to be delivered.”

Participant E:

“The state of service delivery in Makhado Local Municipality in my community is currently moderate because there are less service delivery strikes some major basic needs services are being taken care of. The Makhado Local Municipality is located in a rural area, and I would say in terms of service delivery it is still not developed and there is lack of public participation and transparency to service delivery.”

Participant F:

“The Makhado Local Municipality provides the most basic services that the residents of Makhado expect. The Makhado Local Municipality provides municipal services to the residents in exchange for municipal tax and rates which the citizens pay the large amount for services to be provided. The services provided by the municipality which are important include water supply, municipal roads, storm water, streetlights and municipal parks and recreation.”

Participant G:

“The Makhado Local Municipality provides services such as maintenance of roads, cleaning of community streets, water provision and providing employment such as Expanded Public Works Programme (EPWP) but the money is too little. Once a week the municipality collects refugees/cabbages to its communities.”

Participant H:

“The Makhado Local Municipality is responsible for the maintenance of services such as roads, water, electricity, clinics, and schools to the community. Most of the services are being provided by the municipality as there are less complaints from the residents.”

Participants A, B, C, D, E, and F indicated that the state of the Makhado Local Municipality is sufficient as most of the basic services are being provided to the community. Participants G and H indicated that the Makhado Local Municipality is responsible for the maintenance of municipal infrastructure. Participant A believes that communities that receive adequate municipal services are those that are closer to the municipality as it is located in town, and the outer areas far from the municipality are unlikely to receive adequate services. Participants D and E mentioned that the community members are not consulted or involved in any meetings that has to do with services being provided to the residents of Makhado.

Participant B indicated that most of the municipal workers do not know their work, and sometimes they are not available in their designated offices. Participant E believes that most of the community surrounding Makhado Local Municipality is rural, and the services provided are inadequate and do not seem to develop the area. Participant G mentioned that there is a government initiative such as Expanded Public Works Programme (EPWP) implemented for employment creation, but the salary they receive is not enough. Therefore, the Makhado Local Municipality should strengthen its relationship with the community members and develop the areas surrounding the municipality.

4.3.2 Question 2: What is the effects of ethics in the provision of municipal services in the Makhado Local Municipality?

The second question aims to identify the effects of ethics in the provision of municipal services in the Makhado Local Municipality. The participants have revealed the following regarding the effects of ethics in the provision of municipal services:

Participant A:

“This affects the fairness of the provision of equal services, like I mentioned above, Makhado Local Municipality service delivery is neutral, but we have seen that in some communities under the municipality experience issues with service provision such as water and electricity.”

Participant B:

“Service delivery is not really provided to the community and does not promote unity amongst the community members and the municipality management.”

Participant C:

“There is lack of proper evaluation and involvement from community members when it comes to assessing whether the Makhado Local Municipality is adhering to ethical standards.”

Participant D:

“When ethical principles are followed in local municipalities, services will be rendered in good faith. Ethics makes municipal officials to implement more of Batho Pele principles. Lack of effective communication between the municipal manager and its subordinates destroys ethical provisions of service delivery because in most cases, local government officials are unaware of the rules and guidelines governing their official behaviour.

Participant E:

“In Mashau Village, I can say that there is some unethical practice when it comes to service delivery in terms of public participation. This is a challenge because the council, together with traditional affair leadership, makes decisions on behalf of community members which is not good for effective service delivery. Citizen’s opinions are very important when it comes to service delivery, but the community is not consulted which leads to promotion of corruption and favouritism when it comes to service delivery,”

Participant F:

“Ethics provides accountability between the public and the administration. Workers in the public service work while properly adhering to code of ethics which ensures that the public service attends to the needs of the community in a fair manner.”

Participant G:

“The municipality mandate is to provide employment and also provide different services to the people. The municipality also ensures that there is provision of water and electricity.”

Participant H:

“Ethical practises play a crucial role in ensuring transparency, accountability, and fairness in service delivery. Adhering to ethical principles helps to prevent corruption, mismanagement and misuse of resources which can positively impact the efficiency and effectiveness of municipal services. The lack of ethics can lead to compromised services, financial regularities, and public mistrust in the municipality functioning. Upholding ethical standards is essential for maintaining confidence in the community and improving the services provided.”

Participants C, E, D, F, and H emphasised the importance of ethics; if ethics are not implemented in a manner that safeguards the integrity of the municipality, it can affect service delivery. Participants D and E mentioned that if ethics are not executed properly, it mostly leads to unethical actions such as lack of provision of municipal services, corruption, maladministration, and favouritism. Participant A believes that Makhado Local Municipality still experiences issues with water supply and electricity as these are the major challenges experienced by the residents. Participants B, C and D believe that citizens should be involved in municipal decision-making, and the people should always be at the centre by considering principles such as *Bathu Pele* and other standards that govern the municipality. Participants F and H indicated that ethics are centred on accountability regarding the services provided to the Makhado community. Ethics assist the municipality by ensuring that functions of the municipality are executed in a decent manner where basic services such as water, and electricity are provided. The role of ethics in the municipality is to promote a progressive working environments and to establish a good relationship between the municipality and the local community. Ethics emphasis on standards of practise which assist in improving decisions made by municipal officials with regards to service delivery.

4.3.3 Question 3: What are the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services?

The third question arose from the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services. The participants expressed their views in the following manner:

Participant A:

“The Makhado Local Municipality experiences challenges in providing municipal services such as water and electricity.”

Participant B:

“One of the challenges in my perspective is that, not following the correct procedure when recruiting new staff members results in incompetent staff members being hired and that on its own is a recipe for disaster.”

Participant C:

“The majority of individuals lack knowledge about the ethical practices and principles that should be followed by the Makhado Local Municipality.”

Participant D:

“Incompetent and unprofessional officials make it impossible for the Makhado Local Municipality to promote the application of ethics. There is a lack of ethical training and leadership within the municipality. Corruption and nepotism hinder the application of ethics in local municipalities.”

Participant E:

“The challenges facing Makhado Local Municipality in promoting ethics to provide service delivery is politics. Politics has taken control over the effective ways of rendering service delivery. The norms of “comrade’s leadership” are affecting good service delivery. Many officials tend to focus on their personal gain and forget the people they represent. Also, traditional affairs also affect ethics because most of the things in rural areas are based on tradition which affects growth in rendering services delivery. Some leadership still rely on

traditional fallacies and some custom rules which becomes stumbling blocks to service delivery in Makhado Local Municipality.”

Participant F:

“There are factors that contribute to poor service delivery such as lack of community participation, lack of leadership, inadequate service delivery skills, financial difficulties, corruption and ineffective management strategies.”

Participant G:

“Employment is preserved for certain people who belong to a political party. The community is not involved in decisions that affect them. The municipality always provides the same services and does not improve them. The municipality does not always address community issues on time.”

Participant H:

“There are many challenges that the Makhado Local Municipality is experiencing such as political interference, whereby politicians interfere in decision-making which compromises ethical considerations. There is insufficient training and capacity building on ethics and governance, this hinders the municipality’s ability to uphold ethical standards effectively. There is no substantial enforcement of ethical standard to hold individuals accountable for their unethical behaviour. This makes it difficult to promote ethical behaviour. One of the major challenges include financial and human resource constraints which hinder the municipality from executing and monitoring ethical practises”.

All the participants share different views on the challenges experienced at Makhado Local Municipality. Participants A, B, and C state that Makhado Local Municipality staff members are incompetent, which contributes to the poor performance of the municipality. Lack of skills leads to a poorly run municipality because the ability, knowledge, and skills do not match the job description. Poor performance of municipal officials is visible through irregular, fruitless, and unauthorised expenditures, which contribute to poor service delivery. Participant D and H believe that a lack of training in ethics allows municipal officials to behave anyhow, and not apply standards and principles.

Participant E mentioned that the challenges experienced at Makhado Local Municipality involve political involvement in the activities of the municipality. Furthermore, the involvement

of politicians in most cases at local municipalities results in poor service delivery. Participants F and H agree that financial constraints hinder the municipality's ability to efficiently, and effectively deliver services. Also, inadequate spending of financial resources often leads to corruption, whereby money is spent in a manner that is not sustainable and does not consider delivering municipal services. Participant G focused on cadre deployment where political affiliation is considered when appointing employees for the municipality. For instance, the hiring of a senior manager without the relevant qualifications has affected the municipality's performance. Therefore, when ethics are ignored, it affects the standard of living and the development of communities. Moreover, it is suggested that Makhado Local Municipality should consider matching relevant skills and qualifications with the job requirements to improve the municipality's performance. Also, ethical codes should be a standard for executing the functions of the municipality.

4.3.4 Question 4: What are the strategies that can be used to eradicate challenges facing the Makhado Local Municipality on delivery of municipal services?

The last question is based on the strategies that can be used to eradicate challenges facing the Makhado Local Municipality on delivery of municipal services, and the participants have given the following views:

Participant A:

"The Makhado Local Municipality should ensure that the community members receive water, especially in new developing communities. This can be done by building more dams and also drilling boreholes for communities to use."

Participant B:

"Random audits from the national government may lower the effects which may result in performance improvement of the Makhado Local Municipality. The Makhado Local Municipality should focus on improving its services rendered to communities."

Participant C:

"Organizing workshops and campaigns to raise awareness about the ethical practices of the Makhado Local Municipality should be conducted in both the municipality and its community members. This can assist for people to be aware of the standard applicable to the functionality of the municipality."

Participant D:

“Local government must formulate ethics survey to access the level of ethical behaviour in service delivery. An online course of ethics in the public service must be offered in local municipalities to motivate officials to comply with application of ethics. This will help them to do self-introspection with regards to the level of ethical behaviour in the workplace.”

Participant E:

“Having municipal officials satellite in rural areas to promote accessibility to officials who represents community members because a councillor alone cannot cater all the grievances of all community members alone, he or she tend to ignore some community member’s requests. Also, community participation should be prioritized when planning service delivery activities. In rural areas, tradition and customs should be placed aside when it comes to development and service delivery to ensure effective service delivery in Makhado Local Municipality.”

Participant F:

“The main strategy to improve service delivery is to increase community participation in the affairs of local authority and partnership with the community. There should be flexible response to service user complaints. The municipality should ensure that the community pay their services bills on time. Improve financial planning to best implement strategies on how to use available funds.”

Participant G:

“The municipality should address the issues of the community in an efficient and effective manner. For example, if the electricity trips on the main box that supplies electricity to the community, such matter should be addressed fast because the people can go for days without electricity. The community should be informed and involved in decision-making, especially of new development projects. The municipality should provide employment to the community and refrain from hiring their friends and family members.”

Participant H:

“To tackle the challenges and improve the services provided by the Makhado Local Municipality is to provide regular ethics training and educational programmes to all the staff members in order to raise awareness and create the culture of ethical practises. The

municipality should promote community participation in the decision-making process to ensure accountability, and that the needs of the community are met. The municipality should consider using technology to tackle the challenges of human and financial constraints by embracing transparency, efficiency, and accountability in service delivery. This will reduce opportunities for corruption and favouritism. In order to gain trust of the community, the municipality needs to promote ethical leadership to ensure that leaders behave in a manner that is exemplary in order to inspire people to do better.”

Participants C, D, and H pointed out that training and development in ethics are important to shape the behaviour of municipal officials to ethically execute their mandate. Participant E, F, G, and H mentioned that municipalities should create an environment where community participation can have an input in the affairs of the municipality. This can be done by consulting the residents of Makhado and by creating strategic meetings, either physically, or online, to discuss matters such as municipal budgets and developing projects. Participant A mentioned that to solve the issue of water supply, more dams should be built, and the municipality should consider drilling boreholes for communal use.

Participant F emphasised that the municipality should ensure that the Makhado residents pay their municipal rates and taxes on time so that the municipality can have sufficient funds to plan and deliver services. Participant G indicated that issues that arise in the community should be addressed speedily and not delay the process of problem solving. Participant H focused on the use of technology to solve financial and human resource problems. This could reduce maladministration and corruption challenges. However, local government is closer to the community and responsible for basic service delivery.

4.4 CHAPTER SUMMARY

This chapter discussed the analysis and interpretation of data collected through a questionnaire and an interview. The data was collected using a mixed method where qualitative and quantitative research methods were utilised. This chapter discussed the analysis and interpretation of the collected data by briefly discussing the responses of the participants in order to understand the basis of the research findings on the application of ethics in the provision of municipal services in Makhado Local Municipality. The data was collected through questionnaires and an interview. The responses of the participants in questionnaire forms were presented in graphical tabular format, followed by a brief explanation

of the findings, and the responses from the interview were presented in a narrative format. The next chapter presents the discussions of findings, conclusions, and recommendations for Makhado Local Municipality to invest in municipal services to improve the standard of living for communities.

CHAPTER FIVE

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The previous chapter provided the presentation, analysis, and interpretation of the collected data by briefly discussing the responses of the participants in order to understand the basis of the research findings on the application of ethics in the provision of municipal services in Makhado Local Municipality. This chapter focuses on discussions of the findings, conclusions, and recommendations on the application of ethics in the provision of municipal services, with a specific focus on Makhado Local Municipality in the Limpopo province. This chapter also presents the limitations of the study, and it is concluded that the researcher has conducted what this research entails.

5.2 OVERVIEW OF THE STUDY

This study was about the application of ethics in the provision of municipal services in Makhado Local Municipality. This research study was conducted according to the research questions, which include the following: the state of the Makhado Local Municipality in providing basic municipal services; the effects of ethics on the provision of municipal services in the Makhado Local Municipality; the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services; and strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services. The researcher reviewed literature that is aligned with the application of ethics in the provision of municipal services. This research study used mixed methods, which are qualitative and quantitative research methodologies, and the aim of the study was to evaluate the application of ethics in the provision of municipal services in Makhado Local Municipality with the purpose of recommending strategies for improvement. A probability sampling technique and its subgroup simple random sampling method were used. The researcher collected data through a close-ended questionnaire and an open-ended interview. The collected data was analysed using two types of data analysis, namely, descriptive statistics and narrative analysis. The specific objectives of the research study were:

- To establish the state of the Makhado Local Municipality in providing basic municipal services.

- To examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality.
- To investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services.
- To recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services.

The following are the research questions for the study:

- What is the state of the Makhado Local Municipality in providing basic municipal services?
- What are the effects of ethics on the provision of municipal services in the Makhado Local Municipality?
- Which challenges are facing the Makhado Local Municipality in promoting the application of ethics?
- What are the possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services?

5.3 FINDINGS OF THE STUDY

In this chapter, the study presents the findings, which are based on the four specific objectives of the study. The specific objectives of the study aim to establish the state of the Makhado Local Municipality in providing basic municipal services; to examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality; to investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services; and to recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services.

5.3.1 Findings on the state of the Makhado Local Municipality in providing basic municipal services

The first objective of this study was to determine the state of the Makhado Local Municipality in providing basic municipal services, and the study found that 15 (5.3%) of the participants agreed that there is a good understanding of ethics at Makhado Local Municipality. The findings indicate that only few people have an idea of what ethics mean and in what way they can be used in a local government. One hundred and thirty- six (49.3%) participants agreed

that there is a good relationship between the municipal councillors and the local municipality members. It is important for the municipal councillors and local municipality members to have a good relationship, as it increases the ability of a municipality to meet the needs of the community.

Majority of the participants, 126 (45.7%), agreed that Makhado Local Municipality plays an important role in providing municipal services. This indicates that the community members are aware of the basic municipal services that should be provided by the municipality. Eighty-three (29.2%) agreed that they do participate in community meetings. This shows that the municipality does consider the Batho Pele principles, which state that local government should consult the community about the level and quality of the services to be rendered. The participants also mentioned that the municipality, in many cases, does not consider the views or ideas of the community with regards to municipal services.

The findings from the interviews on determining the state of the Makhado Local Municipality in providing basic municipal services indicate that participants are satisfied as most of the basic services are being provided to the community. The study revealed that many of the municipal officials do not consider ethics when they execute their mandate to deliver services to the community. Many residents believe that communities closer to the municipality tend to be developed and receive adequate services compared to those who stay further away from the municipality, where they experience inadequate services. Also, there is a lack of understanding between the municipality and community members as some communities continue to be developed and in other areas, projects are not taken into consideration.

5.3.2 Findings on the effects of ethics on the provision of municipal services in the Makhado Local Municipality

The second objective of this research study was to understand the effects of ethics on the provision of municipal services in the Makhado Local Municipality. A majority 111 (40.2%) of the participants agree that the Makhado Local Municipality has the capacity to implement ethical frameworks. There are different approaches to ethical frameworks that serve as a guideline to people on how to behave and reason when engaging in different service delivery projects. This shows that the municipality can deliver services to the community effectively and efficiently. Majority of the participants, 96 (33.8%), agreed that ethics is an important

element in the provision of municipal services. There are legislations and policies that guide the municipality in how to execute its functions to deliver municipal services.

The participants, 33 (11.6%), agreed that municipal officials rendering services are ethical. This implies that the municipal officials do not contradict the law and they effectively deliver services according to the hierarchy of needs of the people within the municipality borders. The study found that 21 (7.4%) of the participants agreed on ethical principles being observed when municipal services are provided. This indicates that there is an oversight on the municipality to ensure that there is effective service delivery. The Constitution, 1996, provides principles of public administration which state that a high standard of professional ethics must be promoted and maintained. This implies that the legislative framework sets out the structures for governance and accountability.

The findings from the interviews conducted to determine the effects of ethics in the provision of municipal services in the Makhado Local Municipality revealed that ethics play an important role in the municipality. One of the roles of ethics in the municipality is to shape the behaviour of municipal officials when it comes to service delivery. This implies that ethics promotes code of conduct, training of municipal officials, the rewarding of ethical behaviour, and protects the integrity of the municipality. The findings revealed that the effects of unethical practices can be visible in various ways such as unproductivity of employees, corruption, fraud, nepotism, and most importantly, it erodes the ethics of governance in any democratic country. When it comes to delivery of municipal services, there is a low quality of the provision of services, ignorance of human rights, municipal officials going to work late, or leaving work early, and using government resources for their own benefit. The researcher found that community participation should be encouraged, as the local communities are the ones that can best identify their respective needs. This can assist the local communities in developing their areas by participating in projects, as this would increase job creation, and standard of living.

5.3.3 Findings on the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services

The third objective of the study sought to determine the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services. The findings indicate that majority of the participants, 144 (52.2%) agreed that municipals officials are corrupt in nature. This implies that actions that municipal officials take do not consider the

needs of the community, but they conduct activities that only benefit them. Moreover, 25 (8.8%) of the participants agreed that those who are found to be corrupt are punished. This percentage is low and indicates that many corrupt officials by-pass the law, and only a few are prosecuted. Majority of the participants, 135 (48.9%) agreed that lack of ethics in the municipality affects the effective provision of basic municipal services. This indicates that the quality or standards of the municipality is affected whereby services are provided in an ineffective manner. The participants, 89 (31.3%) agreed that Makhado Local Municipality officials are competent to perform their duties. This shows that few people in the municipality can execute their duties and responsibilities.

The findings from the interview conducted to determine the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services revealed that municipal officials lack the required capacity, skills, and knowledge in order to provide municipal services. For instance, some of the municipal officials insist to use technology such as a computer, as they do not know how to operate it. Also, the lack of aligned training in the municipality shows that training is irrelevant to ethics and standards of the municipality. In addition, training is done just to follow protocol and not to enhance the performance of the municipality. The findings found that many politicians are too involved in the activities of the municipality, whereby tenders for water supply are given out but the services are not delivered, and the community still struggles with a shortage of water. A similar problem is experienced when recruiting employees, where favouritism and nepotism are practised. The findings revealed that finance is a major challenge that hinders the municipality from providing services. The municipality is unable to generate enough money to finance its services, as more money is spent but little is received.

5.3.4 Findings on the strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services

The last objective of the study sought to make recommendations on the strategies that can be used to eradicate challenges facing the Makhado Local Municipality on the delivery of municipal services. The study found that majority of the participants, 181 (65.5%) agreed that training on ethics and standards could be done to ensure the application of ethics in the provision of municipal services. This includes training on new amended policies, mostly importantly, practical training on new technology and ethical compliance. The findings indicate that 137 (49.6%) of the participants strongly agreed that continuous awareness about ethics

in the municipality may reduce challenges like corruption and maladministration. This strategy can be used to eliminate unethical practices and improve the performance of the municipality. The findings show that many participants, 147 (53.3%) agreed that the availability of resources makes it easier for the municipality to provide services. When there is enough funding and capable employees, the municipalities can achieve their objectives and deliver services. The findings indicate that 81 (28.5%) of the participants agreed that proper procedures are followed when there are complaints about the provision of municipal services. This implies that complaints are taken into consideration with the aim of solving community issues.

The findings derived from the interview aimed to determine the strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services. The study revealed that the participants approve that workshops, training and education, can assist the municipal officials to improve their understanding of ethics. The study findings indicate that community members should be encouraged to participate in decision-making, especially in the affairs that concern them. It is also advisable that municipal staff members are aware of the emerging issue and have an ethical framework for guidance. Many of the local communities experience water shortages, it is suggested that the municipality should make use of underground water by drilling boreholes for communal use. This kind of service brings water closer to the people and serves as a back-up plan while dams are being built for the municipality to sufficiently provide services.

The findings suggest that revenue made through municipal rates and taxes should be utilised in a manner that benefits the community. It was revealed that the municipality should solve the issues of the community in a sustainable manner. For example, there are new developments in some communities whereby people buy stands, and services such as water and electricity are demanded, so the municipality together with the relevant stakeholders should prepare for such issues. The government has introduced e-government, which is the use of technology to provide services to the people, but this method is not effectively implemented. Therefore, it is suggested that municipal officials should be aware of the technology and extensively utilise it as it's not static but always changing, so they should always be up to date. This can assist in solving financial and human resource problems in the municipality.

5.4 RECOMMENDATIONS OF THE STUDY

This section recommends possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services. The recommendations are made based on the research objectives of this study, which are to establish the state of the Makhado Local Municipality in providing basic municipal services; to examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality; to investigate the challenges facing the Makhado Local Municipality in promoting the application of ethics in the provision of municipal services; and to recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services.

5.4.1 Recommendations on the state of the Makhado Local Municipality in providing basic municipal services

The municipality has the mandate to manage their administration, budget, and development aspects in order to deliver basic services to communities. The provision of basic services such as water, sanitation, electricity, and the removal of waste from communities should be expanded to all communities within the jurisdiction of Makhado Local Municipality, including those largely rural communities further away from the municipality centre. The municipality should improve on its ethical framework and practically work to achieve its stipulated objectives. It is recommended that the relationship between the municipal councillors and the community members be improved in such a way that there is proper communication, transparency, and accountability, and community members should be given a platform where they can express their needs.

The community members are always ready to engage with the municipality. The municipality should avail itself to the community and promote different methods of participation. Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) entails that local municipalities should, among others, develop instruments to consult communities and community associations in performing their functions and exercising their powers. When the community is involved in community meetings, it's easier to identify their needs and understand their environments to a greater extent. For example, the community members indicate that the municipality does provide services, but the areas further away from the

municipality centre are not being developed, and they are the ones vulnerable to basic municipal services.

5.4.2 Recommendations on the effects of ethics on the provision of municipal services in the Makhado Local Municipality

The duties and responsibilities of those working at Makhado Local Municipality should always be performed according to laws, rules, and regulations in an ethically recognised manner to effectively and efficiently provide municipal services. South Africa is one of the countries that has respectable policies, but putting those policies into practice is somehow difficult; otherwise some policies are not put to use. An ethical framework governs an individual's behaviour on how to conduct themselves in a municipality in order to execute their duties and responsibilities in a way that communities can benefit. The municipality should implement ethical policies in a way that improves the standard of living in the community. The executive management of the municipality should strengthen their leadership in such a manner that they are aware of the unethical behaviour, they should be accountable, and they should ensure community issues are addressed.

It is recommended that municipal officials should come to work on time and also leave the work premises on time. This eliminates the opportunity to come late and leave early, as this affects the functionality of the municipality. An advanced system can be created to track the work hours of employees. Also, municipal officials should be available in their designated offices, via email, and on their office phones during their working hours. The lack of good leadership ethics allows for unethical behaviour to be practised in a municipality. Community participation is very important in any democratic government. Therefore, it is suggested that community members be involved in meetings that aim to improve the performance of the municipality, and their opinions should be treated with great value. The municipality should also consider putting up a suggestion box or a hotline where community members can report unethical behaviour and recommend strategies to protect the integrity of the municipality.

5.4.3 Recommendations on the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services

This research study suggests that community members should be given the opportunity to participate in decision-making in the municipality. There is a gap that needs to be filled by making community members aware of activities that take place in the municipality. In most

cases, the community members are consulted, but their ideas are not significantly used in a strategic manner that benefits them. It is recommended that political will can help curb corruption activities, as many municipalities in South Africa are implicated in corruption scandals. In addition, various strategies should be implemented to reduce and prevent unethical behaviour. These include the formulation of codes of conduct, promoting ethical behaviour, providing effective auditing, strengthening law enforcement, providing protection for whistle-blowers, and providing training on ethical related issues. For example, the code of conduct and ethics policy address issues such as general conduct, personal gain, commitment to serving the public interest, unauthorised disclosure of information, and disclosure of benefits.

The study further recommends that suitable and qualifying candidates should be hired at the municipality in order to effectively and efficiently deliver municipal services. Ethical policies should always be followed when municipal officials execute their mandate. Training and education should address relevant ethical issues that the municipality is specifically experiencing. There should be evidence that the municipality's performance has improved after training and education; otherwise, other alternative strategies should be explored. Basic municipal services such as clean water and sanitation should be provided in a sustainable manner to reduce the number of weeks, months, or years it takes to supply water. In this way, it is easier to promote the application of ethics in the provision of municipal services.

5.4.4 Recommendations on strategies that can be used to eradicate challenges facing the Makhado Local Municipality on delivery of municipal services

The study recommends that training on ethical standards should be taken seriously because it helps educate municipal officials on the importance of ethics in municipal service delivery. Also, continuous awareness of ethics should be considered, as policies and laws are always being amended. The study discovered the municipality is not performing according to its full potential, and it is recommended that various strategies be used to overcome the municipal challenges. The municipality should consider ways to generate income by promoting development and creating an environment where investment is encouraged. It is recommended that proper procedures be followed when delivering municipal services. This implies that municipalities can deliver value for money and improve the standard of living in a sustainable manner.

Technology is always changing. It is important for the municipality to be up to date on new technology and use it to improve services. It is recommended that community members be involved in decision-making, and it is important that community members are given a brief overview of the topic of discussion so that they may have an idea of the issue they are attending to and participate effectively. In new developing communities, the municipality should have qualified personnel to handle the land structure and development issues such as water and electricity. A good working relationship should be established between the community members and the municipality. The municipality should put the interests of the community first and aim to solve the challenges raised. These recommendations can help overcome challenges facing the municipality in the delivery of municipal services.

5.5 RECOMMENDATIONS OF FUTURE STUDIES

The main focus of the study was to evaluate the application of ethics in the provision of municipal services in Makhado Local Municipality with the purpose of recommending strategies for improvement. The researcher recommends the following for future research studies that are established based on the outcome of this study: Futures researchers should focus more on finding solutions for promoting the application of ethics in local government. Moreover, future studies may focus on the application of ethics in municipal service delivery in a largely urban setting like a metropolitan municipality. Future studies may also focus on the relationship between ethics and municipal procurement, which is a mechanism used to render many municipal services.

5.6 LIMITATIONS OF THE STUDY

This study evaluated the application of ethics in the provision of municipal services at Makhado Local Municipality. It is not always possible to obtain all the information required; otherwise, other alternative analyses can be done. The limitations the researcher came across in this study had to do with participants who might have given wrong information while answering the questionnaire and interview due to the sensitivity of the research involving ethics with the municipality. To encourage participants to voluntarily provide information, ethical considerations were taken into account. The accuracy of this research study was checked more than once to ensure that there were no errors during the analysis of the data.

5.7 SUMMARY OF CHAPTERS

The study was about the application of ethics in the provision of municipal services in Makhado Local Municipality. This research study consisted of five chapters, of which the first was about the introduction and background of the study. The background of the study indicates that ethics play an important role in municipal service delivery. The topic of this study was chosen because the interiority of the municipality is no longer valued and there are some challenges with the delivery of municipal services. This chapter focuses on the aim of this study, the objectives of this study, followed by research questions, and the significance of this study. Moreover, the delimitation of the study, the limitations of this study, and the literature review were discussed. Lastly, the definition of concepts and organisation of the study were also discussed.

The second chapter discussed the literature that was relevant to the application of ethics in the provision of municipal services in Makhado Local Municipality. The chapter discussed the following topics: ethics classifications; the legislative framework in South Africa; and the role of codes underpinning ethics. This research study presented Batho Pele principles, implementation of performance management systems in local government, and factors affecting municipal service delivery. The researcher presented information on ethical challenges in South African local government, recommendations to eradicate challenges facing the local government, and a theoretical framework of ethics. Ethics plays a significant role in municipal service delivery.

The research methodology was presented in Chapter 3 to address the process followed when analysing the application of ethics in the provision of municipal services in the Makhado Local Municipality. The researcher employed a survey research design. A mixed research methodology was used, which included qualitative and quantitative methods. The research study was conducted in Limpopo Province, South Africa, but the main focus of this study was Makhado Local Municipality. This study employed probability sampling, and this type of method is suitable for a quantitative study, which involves the use of questionnaires for data collection. This research study also employed non-probability sampling, which is suitable for a qualitative research study as used in an interview instrument for data collection. For this study, two types of data analysis were employed: descriptive statistics and thematic analysis.

This research study consists of Chapter 4, which discusses the presentation, the interpretation, and the analysis of the collected data. The data based on the application of ethics in the provision of municipal services in Makhado Local Municipality was collected by employing qualitative and quantitative methods that used questionnaires and interviews to accumulate information from participants. The information from participants from questionnaire forms was presented in a table format, followed by a brief explanation of the findings, and the responses from the interview are presented in a narrative format.

The last chapter of this research study consists of the research findings, conclusion, and recommendations of the study. The research study presents an overview of the study, which consists of four objectives that constitute the overall aim of the study. The data on the findings of this study was presented based on questionnaires and interviews. The study found that the application of ethics can assist in addressing majority of the challenges related to unethical conduct when providing municipal services. Therefore, the researcher believes that local municipalities can apply ethics to achieve their full potential as they are closer to communities and can critically identify and solve issues that hinder proper service delivery.

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ANNEXURE A: ETHICAL CLEARANCE CERTIFICATE

ETHICS APPROVAL CERTIFICATE

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:
Ms TP Matodzi

STUDENT NO:
17011604

PROJECT TITLE: Application of ethics in the provision of municipal services in Makhado Local Municipality.

ETHICAL CLEARANCE NO: FMCL/23/PDN/01/2605

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Dr PH Munzhedzi	UNIVEN, Public & Development Administration	Supervisor
Dr MJ Selhu	UNIVEN, Public & Development Administration	Co-Supervisor
Ms TP Matodzi	UNIVEN, Public & Development Administration	Investigator – Student

Type: Masters research

Risk: Straightforward research without ethical problems (Category 1)

Approval Period: May 2023 – May 2024

The Research Ethics Social Sciences Committee (RESSC) hereby approves your project as indicated above.

General Conditions

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, please note the following:

- * The project leader (principal investigator) must report in the prescribed format to the REC:
 - Annually (or as otherwise requested) on the progress of the project, and upon completion of the project.
 - Within 48hrs in case of any adverse event (or any matter that interrupts sound ethical principles) during the course of the project.
 - Annually a number of projects may be randomly selected for an external audit.
- * The approval applies strictly to the protocol as stipulated in the application form. Would any changes to the protocol be deemed necessary during the course of the project, the project leader must apply for approval of these changes at the REC. Would there be deviation from the project protocol without the necessary approval of such changes, the ethics approval is immediately and automatically forfeited.
- * The date of approval indicates the first date that the project may be started. Would the project have to continue after the expiry date; a new application must be made to the REC and new approval received before or on the expiry date.
- * In the interest of ethical responsibility, the REC retains the right to:
 - Request access to any information or data at any time during the course or after completion of the project,
 - To ask further questions; Seek additional information; Require further modification or monitor the conduct of your research or the informed consent process.
 - withdraw or postpone approval if:
 - Any unethical principles or practices of the project are revealed or suspected,
 - It becomes apparent that any relevant information was withheld from the REC or that information has been false or misrepresented,
 - The required annual report and reporting of adverse events was not done timely and accurately,
 - New institutional rules, national legislation or international conventions A/R necessary

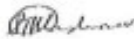
ISSUED BY:

UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: May 2023

Name of the RESSC Chairperson of the Committee: Prof TS Mashau

Signature




UNIVERSITY OF VENDA
PRIVATE BAG X5050, THOHOYANDOU, 0950, LESOTHO PROVINCE, SOUTH AFRICA
TELEPHONE: 018 540 3000/3100/3110/3120/3130
"A quality driven, financially sustainable, race/ based Comprehensive University"

ANNEXURE B: APPLICATION LETTER TO CONDUCT THE RESEARCH STUDY



FACULTY OF MANAGEMENT, COMMERCE & LAW

Department of Public and Development Administration

Enquiries: Munzhedzi PH Tel No: 015 962 8059

Harry.Munzhedzi@univen.ac.za

The Municipal Manager

Makhado Local Municipality

Thohoyandou

APPLICATION FOR APPROVAL TO CONDUCT RESEARCH: MATODZI TP 17011604

1. This is an application to undertake research study at your District Municipality by Ms TP Matodzi for the purpose of completion of a Master of Administration degree at the University of Venda.
2. Ms TP Matodzi of student number 17011604 is a registered student at the University of Venda currently doing a master's degree in Public Administration.
3. Her topic is "APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN MAKHADO LOCAL MUNICIPALITY".
4. The data she will collect from officials and communities within the Vhembe District Municipality through interviews and questionnaires is only for the purpose of the research study.

Regards,



Dr PH Munzhedzi

19 April 2023

HOD: Dept. of Public & Development Administration Date

Email: Harry.Munzhedzi@univen.ac.za

ANNEXURE C: PERMISSION LETTER TO CONDUCT RESEARCH FROM MAKHADO LOCAL MUNICIPALITY



MAKHADO MUNICIPALITY

Vision: A dynamic hub for socio-economic development by 2050
Mission: To ensure effective utilization of economic resources to address socio-economic imperatives through mining, agriculture and tourism

INTERNAL MEMORANDUM

Ref no.: 5/3/1 & 5/4/2
Enquiries: E Nangambi

TO: THE MUNICIPAL MANAGER
FROM: CORPORATE SERVICES DEPARTMENT
(HUMAN RESOURCES DIVISION)

DATE: 22 MAY 2023

SUBJECT: REQUEST TO ALLOW MS T P MATODZI PERMISSION TO CONDUCT RESEARCH UNDER THE TITLE: APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN MAKHADO LOCAL MUNICIPALITY

STRATEGIC OBJECTIVE

Good Governance and Administrative Excellence

PURPOSE

To seek approval by the Municipal Manager in respect of Ms TP Matodzi to be granted a permission to conduct study research based on the subject mentioned above.

DETAILS

Ms T P Matodzi is currently a registered student at University of Venda with student number 17011604 and she is hereby requesting a permission to conduct research on application of ethics in the provision of municipal services in Makhado Local Municipality. Attached herewith please find his request letter.

COMMENT

It therefore recommended for Ms TP Matodzi to be granted a permission to conduct the above-mentioned research, subject to best practice and conventions for students that undertake research on council's records viz.

1. Research activities will not disturb the normal operation of the Municipality.
2. Prompt and timeous arrangements must be made with the Departmental Head concern when assistance is required.
3. Copy of the research findings / thesis must be submitted to the Municipality
4. The Municipality has no power over research conducted with community members and this part will be performed with the community at their own free will.
5. Research will be for a period of six months which can be extended for a further period determined by the Municipal Manager.
6. Confidential records / information must not be reflected in thesis documents.
7. The collection of data for research will be conducted based on prior arrangements to be made before the meeting with the Director Corporate Services.
8. The Municipality is indemnified against any claims for damages by the applicant which may result directly or indirectly from the research activity.

Tel: 015 519 3000 | Fax: 015 515 1195 | E-mail: municipal.manager@makhado.gov.za |
Address: Civic Centre, 83 Krogh Street, Private Bag X2294, Makhado, 0920
| www.makhado.gov.za | Call Centre: 015 516 2590/ 2594/ 2596

**REQUEST TO ALLOW MS T P MATODZI PERMISSION TO CONDUCT RESEARCH UNDER THE
TITLE: APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN
MAKHADO LOCAL MUNICIPALITY**

9. Research information may not be used for any form of publication media other than the applicant's studies expect with permission of the Municipality.
10. The Authorization is granted in line with provisions of the Municipality Access to Information Manual read with the Promotion to Access to Information Act, and the National Archives Act and approved by the relevant Head of the Department (HOD) with regards to the classification of information.

FINANCIAL IMPLICATIONS

None

POLICY

It's part of Training and Development

LEGAL IMPLICATIONS

None

RISK IMPLICATIONS

None

ENVIRONMENTAL IMPLICATIONS

To promote good Governance.

CHANGE MANAGEMENT IMPLICATIONS

It therefore recommended for Ms TP Matodzi to be granted a permission to conduct the above-mentioned research.

CONSIDERATION (RECOMMENDATION)

It is therefore recommended that Ms T P Matodzi be granted to permission to conduct the above-mentioned research.



MR. E.M NANGAMBI
SNR CLERK (HR)

20/05/2023

DATE

RECOMMENDED / NOT RECOMMENDED



MR. S.G MAGUGA
DIRECTOR CORPORATE SERVICES

23/05/2023

DATE

REQUEST TO ALLOW MS T P MATODZI PERMISSION TO CONDUCT RESEARCH UNDER THE
TITLE: APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN
MAKHADO LOCAL MUNICIPALITY

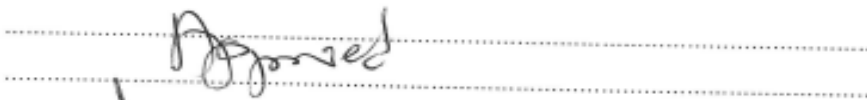
RECOMMENDED/ NOT RECOMMENDED

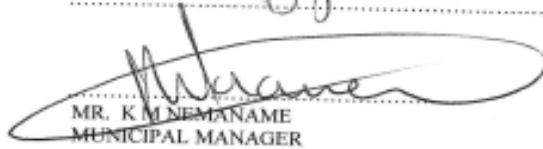


MR. N G RALIPHADA
ACTING CHIEF FINANCIAL OFFICER

2023/05/2
DATE

APPROVED/ ~~DECLINED~~





MR. K M NEMANAME
MUNICIPAL MANAGER

2023/05/2
DATE

ANNEXURE D: LETTER TO PARTICIPANTS

Dear participant

I hereby invite you to participate in a research study which is in fulfilment of the requirements for Master of Administration degree at the University of Venda. The research topic is **“Application of ethics in the provision of municipal services in Makhado Local Municipality”**. Taking part in this study is entirely voluntary and participants will remain anonymous.

I wish to confirm that:

- The information to be obtained from the participants will be treated strictly confidential.
- Participants have their right to privacy, therefore the responses will only be used for research purposes.
- No personal or intrusive information will be requested from participants.
- There will be no negative impact on the career or job of any participant participating in this study.
- Completing the questionnaires will take approximately 20 minutes of your time.
- When completing the questionnaires please be completely honest as there is no right or wrong answers.
- By signing the Consent Form you are giving informed consent to partake in this research.

Should you have any queries concerning the nature of the research or you are unclear about any question please contact me at Prudimatodzi@gmail.com or 17011604@mvula.univen.co.za.

Finally, I thank you for taking the time to assist with my research.

Yours sincerely

TSHIFHIWA PRUDENCE MATODZI

STUDENT NUMBER: 17011604

ANNEXURE E: CONSENT FORM

I, , hereby agree to participate in the research study, titled “**Application of ethics in the provision of municipal services in Makhado Local Municipality**”. By signing this consent form, you indicate that you understand the information provided to you by the researcher regarding the study, your questions about the research have been answered to your satisfaction and you voluntarily agree to participate in this research study. A copy of this signed consent form can be provided upon request.

The study seeks to achieve the following objectives:

- The study aims to analyse the application of ethics in provision of municipal services in the Vhembe District of the Department of Health.
- The information that the participants provide will only be used for the purpose of the study.
- Participation is voluntary and that you can withdraw anytime, and you will not be penalized for such.
- All questionnaire and interview information will be handled with confidentiality.
- Participants can refuse to answer certain questions if they feel uncomfortable during the process of collection information.

I understand that the information I give will not be used for any other purpose rather than to help the researcher with information required. For more information, the participants can contact Dr. P.H Munzhedzi, my supervisor at 015 962 8059/ 083 718 8221 or Harry.Munzhedzi@univen.ac.za

.....
SIGNATURE

.....
DATE

ANNEXURE F: QUESTIONNAIRE

“APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN MAKHADO LOCAL MUNICIPALITY”

The purpose of this study is to analyse the application of ethics in the provision of municipal services in Makhado Local Municipality. I humbly request you to be part of the study by providing your perspective on the subject matter. Note that there is no right or wrong answer.

The study seeks to achieve the following objectives:

- To establish the state of the Makhado Local Municipality in providing basic municipal services.
- To examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality.
- To investigate the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services.
- To recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality in the delivery of municipal services.

Please answer the following questions and mark with **X** where applicable.

SECTION A: BIOGRAPHICAL DETAILS

1. Gender of participant

Male	1
Female	2

2. Age of participant

18 - 29 years	1
30 - 49 years	2
50 - 64 years	3
65 years and older	4

3. Position of participant

District Manager	1
M&E manager	2
M&E staff	3
Finance manager	4
Finance staff	5
LED manager	6
LED staff	7
Community development worker	8
Traditional Leader	9
Councillors	10
Civic Chairperson	11
Selected community member	12
Other (specify):	13

4. Number of years in the position

1 to 5 years	1
6 to 10 years	2
11 to 15 years	3
16 to 20 years	4
21 years and above	5

5. Educational Background

Primary	1
Secondary	2
Tertiary	3
Others	4

6. Occupation status

Student	1
Unemployed	2
Employed	3
Self-employed	4

SECTION B: APPLICATION OF ETHICS IN PROVISION OF HEALTHCARE SERVICES IN VHEMBE DISTRICT DEPARTMENT OF HEALTH

“APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN MAKHADO LOCAL MUNICIPALITY”

The purpose of this study is to examine the application of ethics in the provision of municipal services in Makhado Local Municipality. I humbly request that you be part of the study by providing your perspective on the subject matter. Note that there is no right or wrong answer. Please answer the following questions and mark them with **X** where applicable.

Item No.	The state of the Makhado Local Municipality in providing municipal services	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
7.	The Makhado Local Municipality ensures there is good understanding of ethics.	1	2	3	4	5
8.	There is a good relationship between the Municipal councillors and the local community members.	1	2	3	4	5
9.	The Makhado Local Municipality plays an important role in providing municipal services.	1	2	3	4	5
10.	The community members are encouraged to participate in community meetings.	1	2	3	4	5

Item No.	What are the effects of ethics on the provision of municipal services in the Makhado Local Municipality?	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
11.	The Makhado Local Municipality has the capacity to implement ethical frameworks.	1	2	3	4	5
12.	Ethics are regarded as an important elements in provision of municipal services.	1	2	3	4	5
13.	Municipal officials rendering services are ethical.	1	2	3	4	5
14.	Ethical principles are observes when municipal services are provided.	1	2	3	4	5

Item No.	What are the challenges facing the Makhado Local Municipality in promoting the application of ethics	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
15.	Municipal officials are corrupt.	1	2	3	4	5
16.	Those who are found to be corrupt are punished.	1	2	3	4	5
17.	Lack of ethics in the Municipality affects the effective provision of services.	1	2	3	4	5
18.	The Makhado Local Municipality officials are competent to perform their duties.	1	2	3	4	5

Item No.	What are the possible strategies that can be used to address the challenges facing the Makhado Local Municipality in promoting the application of ethics	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
19.	Training on ethics and standards could be done to ensure application of ethics in the provision of municipal services.	1	2	3	4	5
20.	Continuous awareness about ethics in the Municipality may reduce challenges like corruption and maladministration.	1	2	3	4	5
21.	The availability of resources makes it easier to provide municipal services.	1	2	3	4	5
22.	There are proper procedures to be followed when there are complaints about the provision of municipal services.	1	2	3	4	5
23.	The municipal officials in the Makhado Local Municipality must be capacitated with skills to provide effective service delivery.	1	2	3	4	5
24.	The Makhado Local Municipality promotes ethical practise to improve service delivery.	1	2	3	4	5

Thank you for your time and contribution

ANNEXURE G: INTERVIEW INSTRUMENT

“APPLICATION OF ETHICS IN THE PROVISION OF MUNICIPAL SERVICES IN MAKHADO LOCAL MUNICIPALITY”

The purpose of this study is to evaluate the application of ethics in the provision of municipal services in Makhado Local Municipality. I humbly request you to be part of the study by providing your perspective on the subject matter. Note that there is no right or wrong answer.

The study seeks to achieve the following objectives:

- To establish the state of the Makhado Local Municipality in providing basic municipal services.
- To examine the effects of ethics on the provision of municipal services in the Makhado Local Municipality.
- To investigate the challenges facing the Makhado Local Municipality in promoting application of ethics in the provision of municipal services.
- To recommend possible strategies that can be used to eradicate challenges facing the Makhado Local Municipality on delivery of municipal services.

1. What is the state of the Makhado Local Municipality in providing municipal services?

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2. What are the effects of ethics on the provision of municipal services in the Makhado Local Municipality?

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3. What are the challenges facing the Makhado Local Municipality in promoting the application of ethics?

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4. What are the possible strategies that can be used to eradicate the challenges in provision of municipal services?

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Thank you for your time and contribution.

ANNEXURE H: EDITORIAL LETTER

Office No. 06
Department of English, Media Studies and Linguistics
University of Venda
P/Bag X 5050
Thohoyandou
0950

24 January 2024

To Whom It May Concern

This serves to confirm that I proof-read and edited the dissertation titled "Application of Ethics in the Provision of Municipal Services in Makhado Local Municipality" by Tshifhiwa Prudence Matodzi, Student Number: 17011604.

Regards,

Vincent N. Demana



University of Venda
Department of English, Media Studies and Linguistics
Faculty of Humanities, Social Sciences and Education
University of Venda
Tel: +27- 015 962-8363 Cell: +27-739912237
E-mail: Vincent.demana@univen.ac.za
Website: Website:<http://www.univen.ac.za/>
A quality driven, financially sustainable, rural-based comprehensive university

ANNEXURE I: TURNITIN REPORT

