



**EXPLORING ETHICAL LEADERSHIP IN LOCAL GOVERNMENT: A CASE STUDY  
OF MATJHABENG LOCAL MUNICIPALITY**

**By**

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## DEDICATION

*"I placed my heart in the tomb:*

*I carry a wound across my chest*

*My blood gushes out of me; he who comes close to me*

*In the edges of my own wound will read as I do:*

*This man was bitten by poverty*

*Carries in its edge a killing poison." (Cuban Patriot and Revolutionary: Major General Jose Marti)*

My two lovely confidantes William Velakhe Wetes and Paballo Philemon whose life was cut short by the merciless arrow of death. I am reminded that the good die young. This is dedicated to both of you and will remain a memento to me. ***Rest in Power; Soldiers.***

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## **ABSTRACT**

Ethical leadership is a requirement for the effective managing of municipalities in South Africa to ensure that leaders and managers in municipalities are accountable for the resources that are allocated to them. They are also held accountable for service delivery in the communities where they are located. This study was conducted to explore ethical leadership at Matjhabeng Local Municipality. The literature shows that ethical leadership has applicable principles and the leaders at Matjhabeng Local Municipality are expected to behave in a manner that they take ethical decisions and demonstrate work ethics. The purpose of the study was to explore ethical leadership at Matjhabeng Local Municipality following different findings by the Auditor General and the Department of Cooperative Governance and Traditional Affairs. The aim of the study was to examine the role of ethical leadership in the Matjhabeng Local Municipality. The objectives of the study were to determine the importance of ethical leadership at Matjhabeng Local Municipality, identify factors preventing the Matjhabeng Local Municipality from practicing ethical leadership, determine the roles of ethical leadership in promoting and modelling ethical leadership and establish how ethical leadership could be enhanced at Matjhabeng Local Municipality. This study was a qualitative study with purposive sampling used and in-depth semi-structured interviews amongst 15 leaders and managers at the Matjhabeng Local Municipality applied. The data was analysed and, in the process, using thematic analysis. The key findings of the study pointed to a perception of lack of ethical leadership at Matjhabeng Local Municipality. This was also coupled with the internal control weaknesses due to perceptions of lack of ethical leadership. The recommendation is that Matjhabeng Local Municipality should ensure that systems, procedures and processes are in place to ensure ethical leadership.

Keywords: ethical leadership, ethics, integrity, accountability, reputation, honesty

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# **CHAPTER ONE: INTRODUCTION**

## **1.1 Introduction**

Local government in South Africa had been facing uncertainty in recent times because of the absence of ethical leadership. Due to this absence of ethical leadership, municipalities had not been able to render service to communities and as result protests had been experienced. The constitutional obligations of the Municipalities are derived from Section 152 of the Constitution and should be adhered to. This constitutional obligation required ethical leadership in local government which would lead to the attainment of those objectives

This research sought to identify the state of ethical leadership at Matjhabeng Local Municipality by acquiring the perspectives of municipal leaders and all other stakeholders. The main aim of the research was to explore the state of ethical leadership in local government with a specific focus on Matjhabeng Local Municipality. The study also sought to determine the importance of ethical leadership for the Matjhabeng Local Municipality, identify factors that were preventing the Matjhabeng Local Municipality from exercising ethical leadership, determine the role of leadership in promoting and modelling ethical leadership and to provide possible solutions to enhance ethical leadership in the Municipality.

This chapter outlines the study background, research context, study aim, research objectives and questions, focus and significance of the study, study limitations and the outline of the dissertation.

## **1.2 Background to the study**

Matjhabeng Local Municipality is a town of Welkom in the Free State province that was deemed suitable as the object of the study. This was because all efforts and interventions were introduced to help the Municipality turn around its situation. Ethical leadership at the

Matjhabeng Local Municipality was a prerequisite for the realization of the constitutional objectives of local government, i.e. to deliver quality and basic services to communities in a prompt and cost-effective manner. To attain this objective, the municipality had to ensure that the kind of leadership elected and appointed met the critical competencies prescribed by Regulation No. 167 of the 07<sup>th</sup> of March 2013: Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers. Annexure B of the said regulation also provides for the Local Government Senior Management Competency Framework which specifically outlines key skills and qualifications for municipal administrative leadership. The South African Local Government Association has also produced a Guideline Document on the Roles and Responsibilities of Councillors, Political Structures and Officials (2011) which outlines the leadership role of the municipal councillors, political structures and officials.

The then Minister of Cooperative Governance and Traditional Affairs, Sicelo Shicheka would state that the Free State Province had been facing difficulties in delivering services to the communities it was responsible for. Reactions to these difficulties have manifested themselves in the form of protests, riots and institutional disruptions. According to the Constitution of 1996 of the Republic of South Africa Section 152(1) the objectives of local government included the following: providing democratic and accountable government for local communities. Furthermore Sections 11 (1) and (3) of the Municipal Systems Act (MFMA), state that “The executive and legislative authority of a municipality is exercised by the Council of the municipality, and the Council took all the decisions of the municipality subject to section 152 of the Constitution”.

The Presidential Review Commission of 1998 further stipulated that the goals of the public service to realize the transformation to a developmental form of local government included the following criteria:

- Professionalism, impartiality and excellence;
- Accountability and transparency.
- Participatory policy-making.

- Efficiency, effectiveness and equity.
- A development and service orientation

The Minister of Cooperative Governance and Traditional Affairs, Mr Sicelo Shiceka released the Local Government: Turnaround Strategy (2009) which was a blueprint for transforming local government into becoming more service-oriented. One of the pillars of this document was to build a clean, effective, efficient, responsive and accountable local government characterised by ethical leadership and an ethical culture. This was aimed at addressing serious leadership and governance challenges in municipalities, including weak and inefficient levels of responsiveness and accountability to local communities.

When Mr Pravin Gordhan was the Minister of Cooperative Governance and Traditional Affairs, he advocated a Back to Basics: Serving our Communities Better (2014) policy. This identified good governance as a second key performance area of a municipality like Matjhabeng Local Municipality. This key performance area included strengthened oversight through the holding of regular, Council meetings, employment of anti-corruption measures and adherence to the applicable laws and regulations.

The Department of Co-operative Governance had revised its Local Government Anti-Corruption Strategy 2015: its vision outlined a local government sphere characterised by the following key pillars:

- Leadership was unquestionably committed to high ethical standards, service delivery and good governance.
- A sense of openness and accountability defined the relationship with citizens.
- Robust governance and oversight processes were institutionalised and resourced.
- A professional ethical culture was embedded.
- Corruption incidents were dealt with justly and decisively.

The Media Release of the 23<sup>rd</sup> May 2018 from the Auditor General Kimi Makwetu reported an overall deterioration in the audit results of South Africa's municipalities for the years 2016/17. The Free State Auditor General stated that the continued lack of accountability

and leadership failures in the Free State were the main causes of governance failures, thereby leading to a significant regression in audit outcomes from the prior year. The deterioration in municipalities' financial health was due to leadership not considering budget constraints when committing to strategic projects, not always paying the best price for goods and services and wastage caused by poor planning.

The Office of the Auditor General in its report for the year 2016/2017 report, urged the municipality to address matters of ethical leadership and governance in the institution and to heighten its going concern and operational sustainability. The Auditor General listed the following:

- The leadership did not always take timeous and adequate corrective actions to address weaknesses in terms of finance and performance reporting directorates; this resulted in non-compliance with applicable legislation and gave rise to unauthorised, irregular, fruitless and wasteful expenditure as well as the late submission of the annual financial statements.
- The Municipality did not ensure that an organizational structure that was aligned to the municipality's needs was approved. As a result, personnel required to address the Municipalities' needs were appointed outside the approved organizational structure. The Municipality attempted to address the capacity constraints in the finance section by appointing consultants. However, this may have resulted in overreliance on the consultants' services. Thus, if capacity constraints were not addressed the findings casted doubt as to whether the municipality would be able to sustain these improvements.
- The Municipality had not implemented effective human resources management to ensure that performance was monitored for all employees, with the result that material weaknesses in the internal controls environment that had been reported on in the previous year had not been addressed.

The National Development Plan (2012) within its key areas for sustained and focused action had identified the following key imperatives for developmental local government:

strengthening operational leadership and strengthening powers of delegation and ensuring accountability and leadership oversight.

The Institute of Directors (2016) King Four Report: Part 6.2: Supplements for Municipalities, made provision for sixteen principles and practices that should be adhered to in respect of ensuring a high ethical environment and effective governance: Of these the first three principles and practices were especially relevant in respect of ethical leadership in local government:

- The Municipal Council should lead ethically and effectively and further exemplify integrity, competence, responsibility, accountability, fairness and transparency.
- The Municipal Council was enjoined to govern the ethics of the Municipality in a way that supports the establishment of an ethical culture.
- The Municipal Council should ensure the municipality fulfils its responsibility in a cost-effective manner.

Ethical leadership had been considered as beneficial to both businesses and organisations. According to Chiteni & Shindika (2017, p.1) ethical leadership reduced misconduct and absenteeism: moreover, it improved performance and job satisfaction in the workplace. In addition, according to Rubin, Dierdorff & Brown, (2010) quoted in Chiteni & Shindika, (2017. p.3) managers who were ethical in nature were more likely to receive promotion in many organisations. Ethical leadership was regarded as the most important pillar of successful organisations including those where high cases of corruption were reported (Conrad, 2013).

The Mombasa Declaration on Leadership in Africa (2004) outlined the fundamental principles of ethical leadership as follows:

- Ethical leadership adhered to a strong code of ethics and demands the same from the subordinates.
- Ethical leadership recognised the accountability that goes along with leadership and that no person is above the law.

- Ethical leadership did not use office for personal gain and practices avoidance of conflict of interest.
- Ethical leadership ensured human security.

The World Bank Institute (2009) in its Six Aggregates Indicators outlined as the sixth aggregate indicator the extent to which public power was exercised for private gain: this included both petty and grand forms of corruption as well as capture of the state by elites and private interests.

According to Heywood (2017, p.26), the main purpose of any government was operating according to an institutional process in the service of the public and economy via which communal and obligatory decisions were passed and implemented. In South Africa, the Constitution (Chapter Three, Sections 40 and 41 of the Act 108, 1996) provided for tripartite government, that was national, provincial and local. In such a way, the people were to be provided with mechanisms and procedures which were democratic to increase the effectiveness and accountability of the government.

Local government according to Ismail, Bayat and Meyer (1997), was crucial in changing the lives of communities as it delivered basic services that were important in the daily lives of people. It was enshrined in the Constitution of South Africa that every citizen has the right to food, water, electricity, and basic human dignity. It was at the level of local government that these services were delivered to the people (Constitution of South Africa, 1996).

According to Corruption Watch: South African Chapter's (2017) Ethical Practices Survey Report, only 8% of the professionals working in the public sector indicated that leadership practices in the public sector were conducted in an ethical way. The report also indicated that only 10% of professionals working in the private sector agreed that leadership practices in public sector were ethical with 61% disagreeing. These results show that both the professionals working in the private sector and public sector felt that the leadership in the public sector was lagging in terms of ethical conduct. Conversely, according to the

same report, 60% of the professionals working in the public sector indicated that leadership practices in the private sector were ethical with 14% disagreed. The survey also found that 70% of professionals working in the private sector agreed that leadership behaviour in the private sector was ethical with only 11% disagreeing. Thus, the results from the survey clearly indicated that the leadership in the public sector was inadequate regarding the ethical conduct. This shows that there is an apparent in almost an equal measure a challenge of ethical leadership conduct in both the public and private sectors in South Africa. Therefore, this study sought to explore ethical leadership in local government with Matjhabeng Local Municipality as a case study.

Thonzhe (2017) postulated that the setting of ethical standards and monitoring would improve both ethical performance and ethical character which would work hand in hand with each other to establish a value-driven public administration. Menzol (2005, p.150) quoted in Thonzhe (2017), concurred with the argument that organisational ethics improves an organisation's performance.

According to Oosthuizen (2013) in South Africa, the interaction between the different eras in terms of political power pushed those in leadership positions to shift themselves through the challenges of poverty, inequalities and the legislation of reparative economics. Leadership that was chosen based on sentiments or prevalent appeal was not at all-time fortified with the potential to be effective in dealing with the common challenges. This implied that, it was important for the best kind of leadership, i.e. leadership which was ethical, to carry out its duties effectively and above normal expectations. The one that occupied the position in political leadership was required to perform according to the responsibilities outlined in the constitution and the expectations of the public to achieve the expected goals. According to Oosthuizen (2013) ethical leaders needed to select the style of leadership which accorded with the social and economic policies of the country, as well as ensuring the enhancement of communities.

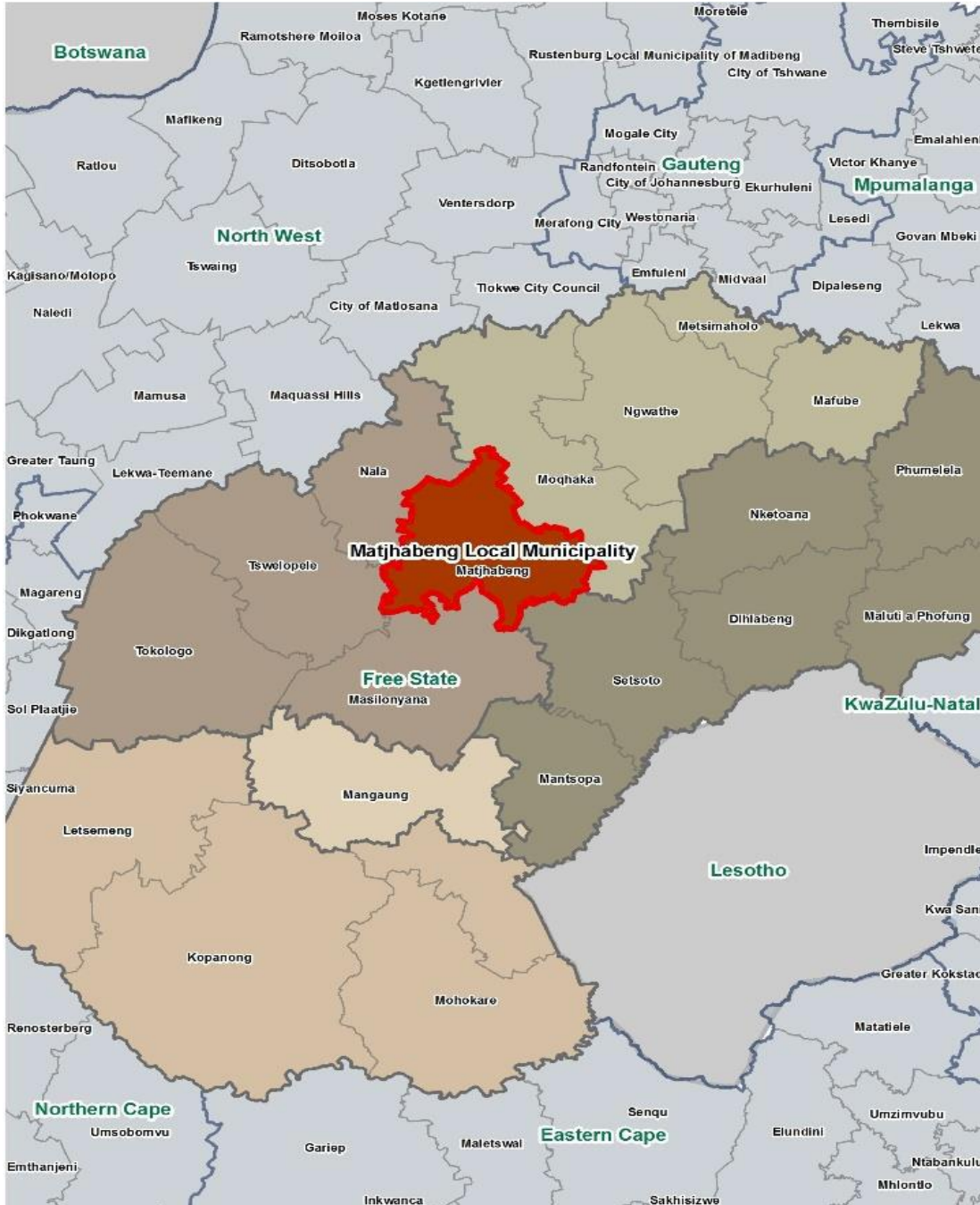
Hence this research focused on ethical leadership since it was linked to the duties of leaders in moulding ethical behaviour in the Matjhabeng Local Municipality in the Free

State Province. Ethical leadership was fuelled by elements such as values, vision and goals, as well as dedication in carrying out duties in ways that were to the advantage of developing communities, especially with regard to the growth of their economies (Northouse, 2013, p.185). This notion was derived from the commonly held belief in the municipality that everything depended on the character of the leadership conduct.

Volman (2011) cited in Wright; Moynihan & Pandey (2016, p. 209) on the description of what was meant by local government refer to the “coalface” in the delivery of public service and saw this as the initial contact point amongst individual citizens and institutions of government. In South Africa, the local government came third, following behind the national and provincial compasses of the government (CRSA, Act 108 of 1996, p. 40).

According to Mgwebi (2015), the South African constitution stipulated that the local government was the focus point of provision of services as well as the “heart” of poverty alleviation and obliteration. Finally, the capacity and effectiveness of local government and other close structures of the municipalities were of great importance in the general refurbishment of, and the growth plans of the country.

Although considerable research had been devoted to ethics, significantly less attention had been paid to ethical leadership. Given that several African countries had witnessed huge maladministration of public funds and corruption (Nicolaidis, 2016) the hypothesis being investigated in this study was that such behaviour could be attributed to leadership related issues. Chief Justice Mogoeng Mogoeng, in addressing the delegates at the Serious Social Investing Conference (2016) in South Africa, pointed out that South Africa needs ethical leaders who were not corrupt (Nicolaidis, 2016).



**Figure 1.1 Free State Map showing Matjhabeng Local Municipality and Lejweleputswa District Municipalities**

Source: Municipal Demarcation Board (2011, p. 2)

### 1.3 Research Context

Ethics was a major element of upright governance (Mayar *et al.*, 2012) as such it had the capability of impacting the societal trust in almost every sphere of government. Numerous studies had identified elements which might define the standards of behaviour in a public organisation: one key element amongst these was the role of leadership (Mayar *et al.*, 2012). Academics had been attempting to uncover the benefits in ethical leadership, e.g.:

- Focused on institutional success as opposed to the individual ego.
- Heralded in living conversations about ethics that are espoused and cherished, including values and value creation across the institution.
- Embraced a charitable understanding of both the individual's values and institutional values.
- Enquired periodically and make tough calls whilst being deeply imaginative.
- Willingness of employees to better their organisation.
- Improving employees' trust in their leaders.
- Increased well-being of employees and motivation.
- The rise of the ethical value system and high productivity.
- Prudent use of resources.
- High motivation and heightened morale amongst the value chain.

According to Trevino (2003) employees of companies with ethical programmes report as follows:

- Repeatedly registering lower incidences of unethical/ illegal behaviour which could tarnish the image of the organization.
- Greater awareness of ethical / legal issues at work thereby creating a team of ethically conscious employees.
- Given this awareness of the importance of ethics, the leadership always becomes a greater searcher for ethical/compliance advice.
- On account of greater ethical consciousness; there is more willingness to deliver bad news to management when unethical incidents arise.
- A rise in the ethical awareness brings more reporting of ethics/compliance violations and prompt remedial actions then become possible.

- With the existence of an ethical culture amongst the staff, the results are a more embedding of ethics/compliance in everyday decision-making.
- The ethical environment in the organization heralds in greater employee commitment to the organization and its vision.

Singh (2017) on the other hand sees ethical leadership in present times in terms of key institutional dimensions, e.g.:

- The victory of ethical leadership led to the control of corruption.
- The heightened awareness around issues of ethical leadership facilitate learning of processes and information in the organization.
- Given the advent of the 4<sup>th</sup> Industrial Revolution, ethical leadership catalyses the bridging of the digital divide.

**Figure 1.2 Substantive Role of Ethical Leadership**



Source: Adapted from Amita Singh (2017, p.6)

While the kind of conduct which might be embraced by leaders to enhance ethical conduct has been thoroughly described (Greenbaum *et al.*, 2012), the assessment of the role of leadership and its part in the development of ethical conduct remained not richly explored (Greenbaum *et al.*, 2012) particularly in the public sector.

In addition, it was greatly known that leaders might impose impact by means of the character and behaviour of leaders, such as carrying out managerial actions to control the behaviour of others, is known to impact on ethical behaviour. This might involve the issuing of directions, rewards and sanctions. Very little research had focused on the causal links between ethics regulation systems, the role of leaders as well as the consequences of their behaviours (Greenbaum *et al.*, 2012). Hence this research study aimed to investigate the role which leaders play in moulding the ethical acts of local government in Matjhabeng Local Municipality.

#### **1.4 Focus of the study**

This study aimed to address the gaps mentioned in the research background by exploring ethical leadership at local government levels in the South African province of the Free State's with focus on Matjhabeng Local Municipality. The most important focus on the research was into the role and importance of ethical leadership Matjhabeng Local Municipality. To add to that, the local governments had been a subject in an era of increased formal regulation of ethics as well as duties for codes of behaviour which were reinforced? As a result, Matjhabeng Local Municipality was an important case study for looking at the research topic, Exploring Ethical Leadership in Local Government.

#### **1.5 Problem Statement**

The State of Local Government Report (2009) highlighted a sharp decline in the performance of the provision of services in the 231 municipalities in South Africa as enjoined by Section 152 (1) of the South African Constitution. The 1996 Constitution (Act 108 of 1996) enjoined the municipality through an established framework to attain the following objectives:

- a) Provided a democratic and accountable government for local communities.
- b) Ensured the provision of services to communities in a sustainable manner.
- c) Provided for social and economic development.
- d) Promoted a safe and healthy environment; and
- e) Encouraged the involvement of communities and community organizations in the matters of local government.

The Auditor General Performance Report (2017) highlighted the municipal deficiencies which render the municipalities ineffectual. The key areas of handicap from the evidence-based findings in respect of Matjhabeng Local Municipality were inter alia:

1. Serious leadership and governance challenges including weak responsiveness and accountabilities to communities.
2. Poor financial management.
3. An inability to deliver basic services or grow the economies.
4. The continuing legacy of apartheid spatial development patterns and inequalities.
5. Inadequate human resources capital to ensure competent and professional administrations and positive relations between labour; management and Councils.

According to the Auditor-General of South Africa (AGSA) (2012) constituencies of the Matjhabeng Local Municipality would be better off if the leadership of the time took control or ownership of policy implementation. This would in a positive way assist with the attainment of a spotless administration, as well a sustainable service delivery. The AGSA audited Matjhabeng Local Municipality and 45 other municipalities and 10 entities of the municipalities. Out of those audited, 97% (including Matjhabeng Local Municipality) did not meet the performance standards which were expected of them. Because of non-compliance to the General Recognised Accounting Practices (GRAP), these municipalities generally received disclaimers.

According to the government assessment report (2012), approximately 80% of all government departments were non-compliant in terms of twenty-nine management

standards which include improving accountability, fraud prevention, financial management and service delivery. According to a report published by Jelani Karamoko in 2011 on the frequency and nature of service delivery protests in South Africa, protesters often cited the lack of accountability of government officials as factors that further aggravated their service delivery complaints (Karamoko, 2011, p. 2).

The study attempted to provide an insight into the extent and importance of ethical leadership in local government, and thereby to contribute to existing knowledge on ethical leadership via an in-depth analysis of the influence of such ethical leadership in local government in South Africa.

### **1.6 Aim of the study**

The aim of the study was to examine the role of ethical leadership in the Matjhabeng Local Municipality.

### **1.7 Research objectives**

The objectives of the research study were to:

- Determine the importance of ethical leadership for the Matjhabeng Local Municipality.
- Identify the factors that are preventing the Matjhabeng Local Municipality from practicing ethical leadership.
- Determine the role of leadership in promoting and modelling ethical leadership in the Matjhabeng Local Municipality.
- Establish how ethical leadership could be enhanced in the Matjhabeng Local Municipality

### **1.8 Research questions**

To determine how ethical leadership may impact on the moulding of ethical behaviour among employees of Matjhabeng Local Municipality, this research study proposes to provide answers to the following questions which are formulated in line with the problems mentioned:

- What is the importance of ethical leadership for the Matjhabeng Local Municipality?
- What are the factors that are preventing the Matjhabeng Local Municipality from achieving ethical leadership?
- What is the role of leadership in promoting and modelling ethical leadership in the Matjhabeng Local Municipality?
- How can ethical leadership be enhanced in the Matjhabeng Local Municipality?

### **1.9 Significance of the research**

According to Remenyi *et al.*, (1995), (cited in Thornhill & Cloete, 2014), there were two kinds of values which might be devoted to the helpfulness of a study by a researcher. Firstly, there was the “value in use”, which related to the research’s value relating to a field. Secondly, it functioned as “value in exchange” which implied the establishment or consolidation of the desired choice of the theory of leadership in an institution. Both value typologies were included in the research study on ethical leadership as well as how they impacted on the management of performance in the local government.

To add, a driving factor for numerous social and political upheavals and dissents over the ages had been the levels of development within the societies, which were undesirable. It was in the assumptions of the researcher that the epitomes of democracy in the country and the reformist nature of the government’s policies and structures of the institution did not have the ability to cover this gap. For instance, there had been a significant upsurge in the society being unsatisfied which had been a witness in form of dissents throughout the country ever since the year 2004 (Visser, 2015).

### **1.10 Research methodology**

A qualitative research approach was adopted as it afforded an opportunity to observe leadership traits via interviews which could be conducted to capture participants’ responses. According to Brinkmann and Kvale (2015), the main purpose of a qualitative interview is to understand the points of view of the participants, uncover their lived world and analyse the meaning of their experiences. According to Creswell (2009), one common way of conducting an interview is face-to-face. Face-to-face interviews were

conducted, where the interviewer (researcher) arranged to meet with the interviewees (participants) at a specified location. The interviews focused on issues relating to the duties of leaders in ethical behaviour in local governance of Matjhabeng Municipality in Welkom Free State.

For this study, a case study design was used as a focused means of gathering appropriate in-depth information. A specific Free State Province Municipality (as indicated on the map on page 8) for this single in-depth case study. Interview questions were used to collect relevant data. There were a few municipalities in the Free State province as indicated on the map and only one was chosen as a case of the study. A single case study was adopted, and interview questions were used to collect data in the municipality.

A purposive sampling approach was used to select the participants. The purposive sampling with thematic analysis was used to analyse data for the presentation of results thereby enabling the drawing of conclusions and subsequent recommendations.

### **1.11 Limitations of the study**

The qualitative design used in this study involved a non-random sample of municipal employees: hence the findings could be generalised either in terms of the total population or municipalities of different provinces. Moreover, the respondents may have different perspectives, which made it difficult to generalise results. In addition, the study focused on only one Municipality in Free State i.e. the information generated from the study may not be generalised to similar settings. However, the findings may be transferrable to comparable people in similar positions. The presence of real life participants would better portray their concerns via the interviews.

### **1.12 Delimitation of the study**

The study focused solely on issues related to ethical leadership behaviour in Matjhabeng Local Municipality and its influence on ethical behavior in the organisation. There was awareness that other factors besides leadership ethics could affect the motivation and performance of staff at the municipality. However, since the researcher concentrated on

duties of leaders and how they affect ethical behavior in local government, the other factors which could affect ethical behavior were held as a constant. As this study was limited to one municipality in South Africa, the applicability of the findings is confined to that area only.

### **1.13 Assumptions of the study**

This study assumed that the participants would be truthful in their responses. Moreover, it was assumed that with a sufficient amount of data collected for the research analysis, there would be adequate validation. Finally, it was assumed that participants would respond to the best of their ability.

### **1.14 The Structure of the dissertation**

This dissertation is structured into six chapters.

#### **Chapter 1: Introduction**

Chapter 1 includes the following sub topics: Introduction, Background of the study, Research context, Focus of the study, Problem statement, Aims of the study, Research objectives, Research questions, significance, Research methodology and Limitations of the study.

#### **Chapter 2: Literature Review**

A summary of the current state of knowledge was provided by reviewing relevant literature regarding the study of leadership traits and management of performance. The focus was on the employees who worked for government service delivery organizations. Topics covered include the following: kinds of leadership; ethical leadership; quality service delivery; ethical leadership theory in the management of performance; solutions to remedy the problem stated in chapter one. Finally, the chapter recognizes the research gaps which legitimize the requirement for this research study (Krohne, 2012).

### **Chapter 3: Research Methodology**

In this chapter the research design is outlined by providing a complete description of how the study is to be conducted via appropriate research techniques and methodology.

### **Chapter 4: Results**

The chapter gives a thematic account of the data that was collected. In other words, the data that was collected is interpreted in accordance with the themes that arose during the analysis of the said data.

### **Chapter 5: Discussion**

The results emanating from this research are described, analysed and interpreted in terms of the research objectives. The findings arising out of this study are contrasted and compared with research studies conducted elsewhere.

### **Chapter 6: Conclusion and Recommendations**

This chapter focuses on key findings of the research study. Necessary recommendations and conclusions arising out of the study are also outlined. The limitations arising out of the study as well as the recommended areas of further study are also stated. The recommendations in this chapter aim to give relevant information to the government policy makers.

#### **1.15 Conclusion**

The chapter concludes with a summarised outline of the chapters and the content covered in each of them.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1 Introduction**

The literature review provided an outline of basic concepts and theories involving ethical leadership in local government. This chapter explores the relevant literature which is related to ethical leadership. The literature review will give a general overview of leadership, followed by discussions of leadership behavior, leadership styles, ethics and local government and leadership.

### **2.2 Leadership**

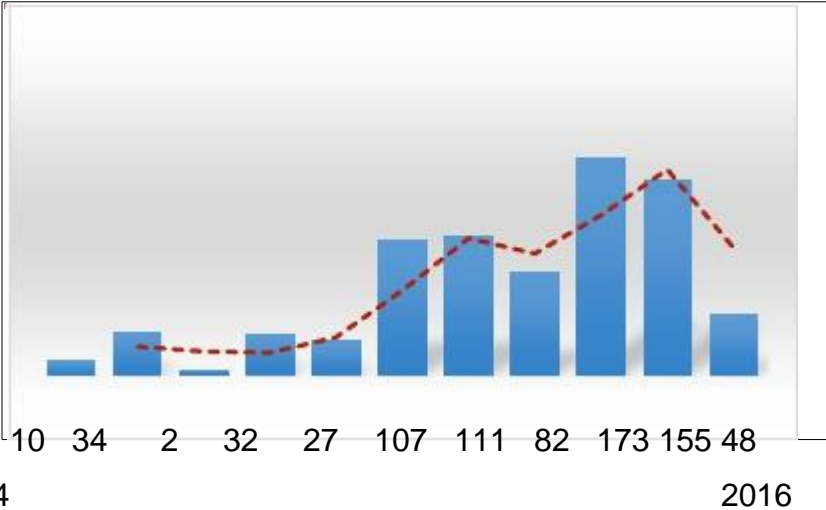
The concept of leadership remained a source of interest for many corporate and educational theorists. Although explanations were based on contingency, situation, trait and behaviour approaches had all been looked at and different styles, dimensions and types of leadership had been explored it remained one of the most interesting topics.

Leadership, as a central element of government and politics, should be regarded as a crucial institution which had the capacity to greatly influence the goals and methods of governments of all societies (Bolden, 2014). In the context of politics, leadership might be explained involving people elected to places of power, influence, decision-making and authority governed by the mandate of the constitution and in a more societal perspective, leadership may be defined as a stimulus aimed at organisations or individuals to behave in a mutual manner in attaining specified objectives (Northouse, 2013).

If the actual expectations of societies had not been achieved, the target of protests and dissatisfaction would be amid all leadership in the governance. Ethical leadership implied that the leadership could deal away with the problems mentioned, and even if they do not meet their goals, ethical leadership means that protests can always be avoided. Ethical leadership involved honesty, trust and loyalty as well, and this meant that ethical leaders could make the public understand when they failed to meet some targets.

As indicated by the 80/20 Report which was issued by the country's institute of race relations, close to 2000 protests which were violent were recorded between March 2012 and March 2013 across the country. The reasons for such disturbances included empty promises of service delivery and insufficient provision of electricity and water.

**Figure: 2.1 The protests involving service delivery issues in years, South Africa.**



Source: *Municipal Hotspots Monitor (2017)*

**Table 2.1: Main (per province) service delivery protests per province**

<b>Provinces</b>	<b>Percentage</b>
Eastern Cape	23%
Free State	2%
Gauteng	21%
KwaZulu-Natal	6%
Limpopo	2%
Mpumalanga	12%
North West	17%
Western Cape	15%
Northern Cape	21%

*Source: Municipal Hotspots Monitor (2014)*

A literature review on *Ethical Leadership in Local Government* indicates the similarities between ethical leadership and the development of the transformational leadership (Bass, 2012). A “Transformational” leadership theory of leadership has been developed in general management studies and very currently in public management. Its focus is on a suggested core positive impact on the effectiveness of employee and organizational performance (Barr & Dowding, 2012). Transformational leadership was seen as motivating followers to accomplish way above expectations and to become very aware of growth and achievement.

### **2.3 Ethical leadership**

Leadership was a thoroughly studied topic in the field of organisational and industrial psychology. Practitioners and researchers acknowledge the significance of leadership in the workplace and the effects it had on different aspects of the organisation (Brown & Trevino, 2006). According to Brown & Trevino (2006) ethical leadership is a popular research topic in most organisations. The public needed to develop and recruit ethical

leaders to contribute to an ethical way to the operating of an organisation because of the constructive effect this had on the entire organisation.

Ethical leaders were leaders who behaved in a way that was acceptable in the community with a focus on developing ethical conduct by cooperating with employees in ways that are effective. Ethical leaders strove to increase the effectiveness of interaction between them and the employees through engagement in decision-making, communication and consultation.

According to Veijeren (2016, p.1) Dr. Ken Blanchard (An American Leadership Guru) defined leadership as “the ability to teach or influence the thoughts, behavior and development of others”. Veijeren asserts that if an employee does not have trust in his or her leader, he will not follow what the leader’s instructions. Therefore, for a leader to gain employees’ trust, he or she must have integrity (Veijeren 2016, p.1). According to Chief Justice Mogoeng Mogoeng (Social Investing conference in April 2016) “ethics are not optional when it comes to leadership. Our country could only move forward if leaders did the right thing” (Veijeren 2016, p.1). Justice Mogoeng described someone with integrity as the one who acted with wisdom, who was fair in all dealings and exercises diligence in everything he did (Veijeren 2016, p.1). According to Veijeren (2016, p.2) a leader with integrity could influence, direct, inspire, encourage and mobilize his or her subordinates towards pursuing a common organizational goal. If the leaders behave in unethical ways, e.g. being dishonest in an organization, it was not unusual for subordinates to follow suit.

Therefore, integrity is a characteristic that every leader must have for an organization to be competitive and effective in terms of service delivery.

According to Hassan (2015, p. 701), ethical leadership refers to:

The demonstration of normatively appropriate conduct through personal actions and interpersonal relationships, and the promotion of such conduct through two-way communication, reinforcement and decision-making.

Hassan (2015, p. 702) further identifies three main characteristics of ethical leadership, i.e. were treating people fairly, being an ethical role model and managing ethics actively in the organisation. He further pointed out that ethical leaders demonstrate integrity and honesty and conduct themselves in an ethical manner even if they were under pressure. Leaders were considered as the role models for others via appropriate behaviours, e.g. through treating others with respect and consideration (Hassan, op.cit).

The decisions of the leaders might affect the well-being of other employees both inside and outside the organisation, therefore ethical leaders should consider the implications of their choices in times of decision making (Hassan, 2015). In addition, Hassan pointed out that ethical leaders were not only fair decision makers, but they also promoted and encouraged good behaviour among their followers by providing guidance and communicating with and holding their subordinates accountable for any unethical behaviours.

According to Hassan, Wright, and Yukl (2014) cited in Hassan (2015), ethical leadership had been seen to improve the willingness of government employees to report unethical practices and conduct of others in an organisation. This was because the ethical managers and leaders are open and transparent in their communications with their subordinates: hence they were more likely to pay close attention to employees' concerns (Hassan, 2015). Hassan indicated that employees were more likely to consider ethical leaders as trustworthy and respectable. Therefore, employees found it more comfortable to bring issues to such leaders because of their openness.

According to (Mihelic *et al.*, 2010, p.33), being ethical was about being fair, thinking about consequences of one's actions and thinking about the welfare of others. Conversely, if one grew up with a sense of what was good, the bad conduct of other employees could weaken one's ethical mind-set. (Mihelic, op.cit) indicated that ethical leaders focused on long-term consequences, and possible benefited and drawbacks of their decisions.

Leaders functioned as a model for their followers and exhibit the boundaries of behaviour set within an organization. A suitable and desired performance was enhanced through socialization processes for the new recruits (Mihelic *et al.*, 2010, p.33). The employees learnt about values from their leaders via action. If the leader “walks the talk”, by translating ethical values into action, then follower’s level of respect and trust would increase. Mihelic *et al.*, (2010, p.35) differentiate between the ethical and unethical behaviours in an organisation as follows:

**Table 2.2: Ethical and Unethical Leadership**

<b>The Ethical Leader</b>	<b>The Unethical Leader</b>
Is humble	Is arrogant and self-serving
Is concerned for the greater good	Excessively promotes self-interest
Is honest and straightforward	Practices deception
Fulfills commitments	Breaches agreements
Strives for fairness	Deals unfairly
Takes responsibility	Shifts blame to others
Shows respect for each individual	Diminishes others’ dignity
Encourages and develops others	Neglects follower development
Serves others	Withholds help and support
Shows courage to stand up for what is right	Lacks courage to confront unjust acts

Source: (Zanderer, 1992)

According to Remisova *et al.*, (2015) issues concerning ethical leadership came into the limelight in the 21<sup>st</sup> century owing to the escalation in cases of ethical misbehaviour in businesses’ and other organisations. The author emphasised that the increase in the number of cases of unethical behaviour is proportional to the amount of harm it does to employees (Remisova *et al.*, 2015). Remisova pointed out that employees look outside for ethical guidance. Therefore, this study sought to explore the duties of leadership in terms of moulding ethical behaviour in the public organisation like the Municipality.

Remisova *et al.*, (2015) described ethical leadership as being linked to transformational leadership. They suggested that one of the characteristics of transformational leadership is to demonstrate high standard of ethical and moral conduct. Remisova *et al.*, (2015), add that the ethical leader also possesses attributes such as honesty, trustworthiness and integrity. The ethical leader could thus be also called a moral person, (Remisova *et al.*, 2015).

Yukl *et al.*, (2011) examined existing tools that try to measure ethical leadership in organisations. They found that integrity and honesty together with the following were key in research relating to ethical leadership: “fairness in decisions and the distribution of rewards”, “behaviour focused on the communication of ethical standards” and behaviour that demonstrates “kindness, compassion and concern for the needs and feelings of others” Yukl *et al.*, (2011, p. 3). They developed and tested the Ethical Leadership Questionnaire (ELQ) to provide a more valid and useful measure. The questionnaire consists of fifteen items which describe several features of ethical leadership. Other items have been modified from other ethical leadership instruments Yukl *et al.*, (2011). That the ELQ has high reliability and discriminant validity was confirmed and assessed through confirmatory and exploratory factor analyses.

The evidence for criterion-related validity was delivered through regression analysis. Yukl *et al.*, (2011). It is recognized that ethical leadership matters most when a leader showed ethical behavior and used proper rewards and punishments to ensure suitable behavior from employees in an organization. Moreover, in such circumstances unethical behavior and conflict between co-workers, was less likely to happen. Mayer *et al.*, (2012).

## **2.4 Ethical leadership and ethical culture**

The cultures involving behaviour were gaining more attention in leadership ethics discussions. In a research report that was funded by The Ethics and Compliance Officer Association (ECO, 2011) it was revealed that there was a need to create a positive ethical culture to prevent unethical, so that the wider environment filling that void. The report focused on the primary role of leaders in the formation of an ethical culture and

climate through coaching, communication and modelling. The ability of a leader to promote ethical conduct was important in defining what behaviour doing appropriate in the organization. The research indicated that organizations which are committed to high ethical standards demonstrate positive correlations of enhanced performance to and cost reduction. By managing and measuring cultural risks, leading companies not only lessen the internal threats from misconduct in an organisation, but they also increased performance and productivity (Griffin & Bradley, 2010).

Lastly, Wellspring (2006) discussed the relationship between satisfaction and ethical culture. For example, retention rates of valued employees were enhanced by improved ethical culture.

## **2.5 Evaluation of ethical culture**

According to Schoeman (2017) the risk of ethical breaches could be minimized by a strong ethical culture and awareness of dire consequences; including negative costs that emanated from ethical failure. Ethical breaches could cause a wide range of costs (Schoeman, 2017). Other costs which could be faced by an organization through ethical breaching include cost to reputation: this could range from eroded confidence in a company or an organization to a negative effect on its share price (Schoeman, 2017). In some cases, the cost of ethical failures had also led to the shutting down of an organization or a business. On the other hand, an ethical culture was important in bringing greater levels of compliance and in promoting ethical conduct in the organization.

A strong ethical culture ensured a more trustworthy workplace, (Schoeman, 2017). If there was high trust in an organization it was likely to enjoy the advantages of faster and better decision making, good confidence in top management actions, consistency of decisions and responses and individual accountability with less need for controlling actions from management (Schoeman, 2017).

According to Schoeman (2017), the benefits of being known as an ethical organisation by stakeholders enabled it to retain and attract top staff and board members, improve

market and investor confidence, enhanced its corporate reputation, provide easier access to capital, reduced cost of capital and improved brand equity.

## **2.6 Ethical decision-making**

According to Lockwood (2009), decision-making is driven by values. Ethical decision-making was regarded as providing valuable tools for employees when confronted with ethical dilemmas. Ethical guidelines provided help to reinforce corporate values and give a framework for learning. Right decisions could be made, thus leading to fairness, trust, transparency and compliance based on a solid basis of clear values for ethical behaviour. Berman and West (2007) scrutinized leadership in municipal governments in terms of minimizing unethical wrong-doings and improving responsiveness to fellow employees, citizens, and customers. Values management involved sustaining and building a common set of beliefs among the employees: such beliefs are formed through education and communication processes that ensure compliance. However, organizations often failed to define right behaviour: instead as an alternative, they focused on wrong conduct and on the laws requiring compliance.

## **2.7 Codes of ethics**

According to Duggan and Woodhouse (2011), codes of ethics are usually formed in a response to an ethical lapse. In their article, “A Code of Ethics That Packs a Punch” Duggan and Woodhouse (2011) summarised a case study in which a code of ethics was devised via from a bottom-up approach, encompassing employees at all ranks of an organization. However, the authors indicated that there were no guiding principles or training that will guarantee the avoidance of ethical violations. Conversely, preventative efforts like communication of organizational expectations and training would improve the odds of ensuring ethical conduct by employees in an organisation.

## **2.8 Leadership theories**

Theories of leadership will be looked at in this section. As previously stated, the terms “leadership” and “management” are two distinct concepts and should be treated separately. There may be a manager who cannot lead and there may be a leader who

cannot manage. The ability to lead people is viewed as one of the ways to be an efficient and effective manager. Leadership is defined as the ability to influence people so that they will strive enthusiastically and willingly for the attainment of organizational goals (Koontz & Weihrich, 1993).

### **2.8.1 McGregor's Theory X and Y**

According to McGregor, the nature of employees had been expressed in terms of two groups of assumptions known as "Theory Y" and "Theory X". How they see human nature, eventually affects the way managers manage (Koontz & Weihrich, 1993). Theory X states that human beings do not want to work and will avoid it if possible, and because of this characteristic, they need to be threatened and controlled to get them to perform the assigned tasks. According to this theory human beings therefore prefer to be controlled and directed: they avoid responsibility, they require security and have little ambition.

According to McGregor's Theory Y, on the other hand, work is viewed as an effortless exercise, hence people can exercise self-control and self-direction and there is no need for intimidations or to exert pressure towards good performance and the producing of desired results. The average human being can learn to seek responsibility rather than merely accept it.

McGregor's theory stated that as pointed out by Koontz & Weihrich (1993) that in every organization there may be the combination of the two theories, as seen in managers who believe in development of employees (Theory Y) and in micro-management (Theory X). Matshabaphala (2014, p. 1008) suggests that, "there are public servants who present attributes of both Theory Y and Theory X". Therefore, there can be two types of people in the public sector, i.e. those who generally dislike their work and those who accept responsibility in terms of providing public service. Dambe & Moorad (2008) describe the type of leadership style where leaders are in control of everything in an organization, as being out-of-date. Hence, they propose a paradigm change from power to empowerment. Through empowerment, leaders can have trust in the distribution of power and they are more accountable to their followers (Dambe & Moorad, 2008).

### 2.8.2 Styles based on the use of authority

In this theory, leaders are viewed as applying the following leadership styles:

- Democratic: The subordinates take a participative part in decision-making. These types of leaders help their subordinates in doing their duties. This can raise the morale of the subordinates but permitting for different opinions may delay decision-making processes.
- Autocratic: This type of a leader exercises total control and authority over decision-making in the organization. They may listen to their subordinates occasionally, but they are the ones who make the final decisions. This style of leadership might have a negative influence on subordinates and they may start to resist authority.
- Free-Rein or *laissez-faire*: As the name suggests, the subordinates work on their own and the leader has no or limited control over the subordinates. The subordinates are given the opportunity to give their opinions at the workplace. However, without a leader this could contribute to disorder in the organization.

According to Maseti & Gumede (2011), an autocratic leadership style is viewed as outdated. This type of a leader does not consult subordinates and the subordinates are expected to obey whatever they are being told to do without opposing. This type of leadership was seen during the apartheid regime where leaders were trying to suppress any form of resistance from their subordinates (Maseti & Gumede, 2011). On the other hand, the concept of participation involves getting subordinates more involved and informing them about the organization's decisions (Mafunisa, 2013).

According to Mafunisa (2013, p.11), once public servants are clear about what is expected of them, they are likely to increase their commitment to improving productivity. Therefore, building trust in local government's modus operandi constitutes a significant component of leadership and management. This relates not only to the subordinates in an organization but also to the communities that rely on local government for required services.

### 2.8.3 Likert's four systems of leadership

This theory applies to human motivation and encourages subordinates to work together as a unit. It further suggests four systems of leadership (Koontz & Wehrich, 1993) as clarified below.

- System one – Management is “*exploitive-authoritative*” (Koontz & Wehrich, 1993, p. 497). According to (Koontz & Wehrich, 1993), here managers are highly autocratic and impose fear for employees to do the assigned tasks. This lowers the employee's morale though it increases production for the organization.
  - System two – Management is called “*benevolent-authoritative*” (Koontz & Wehrich, 1993, p. 497). There is some degree of trust in subordinates and decision-making is extended to employees (Koontz & Wehrich, 1993). Employees are given more responsibility as compared to System 1. However, the subordinates will not fully trust management as the final decision-making is still undertaken at the top level.
  - System three – Management is referred to as “*consultative*” (Koontz & Wehrich, 1993, p. 497). Employees or subordinates are given freedom to give their opinion and make decisions. Therefore, they are more willing to accept decisions because of their contribution. However, the top management still has control over general decisions and broad policy (Koontz & Wehrich, 1993).
  - System four – This is the “*participative-group*”. Koontz (1993, p. 497) argues that this is the most participative system of management. The managers have trust in their subordinates, therefore the group's participation is nurtured to set organizational goals. This form of management leads employees to be satisfied and this will increase production in the organization. Nevertheless, this type of approach can only be applied in small groups and it might differ if it applied in the whole organization (Koontz & Wehrich, 1993). One of the leadership competencies required in local government is that of inspiring and encouraging others to share or give their ideas and opinions whilst encouraging the common goal of maximizing service delivery to the public (Kroukamp, 2007). Although System four can maximize production, it might benefit only a profit-driven

organization. The public institutions are not aiming for profit, so the required leadership features will be different from those of other institution. Leadership behavior thus be depending on the nature or characteristics of the institution (Kotze & Venter, 2010).

#### **2.8.4 The managerial grid**

According to Koontz & Wehrich (1993), the managerial grid is considered when the managers have concern for the welfare of both people and production. The concern for production is when a leader or a manager emphasizes the significance of achieving high production when executing tasks. On the other hand, the concern for people is when a leader considers the desires and welfare of employees when performing their tasks. Koontz &

Wehrich, (1993) identify four main extremes that exist with this type of leadership style as explained below:

- Impoverished Management: These leaders have no regard for their job or for motivating employees to perform (Koontz & Wehrich, 1993). They will not be effective.
- Team Managers: Leaders in this category show the highest dedication in terms of both production and people (Koontz & Wehrich, 1993). This be the best style of leadership.
- Country Club Management: This type of a leader is mainly concerned with the desires of the employees and has little interest in production (Koontz & Wehrich, 1993). The employees are likely to relax on their performance; therefore, the production is most likely to suffer.
- Autocratic Task Manager: This type of a leader is mostly concerned about production level and efficiency in the workplace. They have no or little regard for employees (Koontz & Wehrich, 1993).

According to Naidoo (2009) it is not possible for managers in the public service to adopt one approach leadership as they operate in a highly demanding and complex public service environment. The above explained approaches might thus be unsuitable for a

government institution to adopt. Naidoo (2009) further points out that organizations must be directed by visionary leaders who are supported by management for ensuring performance improvement. According to Koontz and Wehrich (1993) the “Team Managers” is the best style of leadership, Matshabaphala (2014) indicates that there are those leaders who can bring optimistic energy to the workplace and the public needs to be serviced by them as they try to deliver quality services. He further mentions that the opposite applies with those who bring adverse attitudes to work and ignore putting the right policies in place.

Matshabaphala (2014) suggested that leadership could be imparted to people at work and in communities. This meant creating the correct environment for them to act: however, this does not mean to give the community the centre stage in terms of leadership as that may lead to disorder. Even though the managerial grid gave the best leadership style, it tends to ignore the external environment like the community in the context of local government.

### **2.8.5 Theoretical framework**

This segment explores the various theories of leadership. Leadership seeks to bring people into line with the objective of the organization by inspiring and motivating them to perform assigned tasks. Local government operates in a continually changing environment where there are economic, demographics, political, climatic and employment factors that can contribute to such changes. For instance, if more people in a community are unemployed, they will not be able to pay for municipal services, thereby contributing to a decrease in the revenue collection of the municipality.

Leadership can inspire people to adapt to change and can also encourage change. The above leadership styles are similar in that all authority is placed in the hands of the leader and employees must perform in accordance with orders from the leader without any opposition: that is, leaders will often use force. On the other hand, the other extreme is that employees or subordinates can do as they desire, and leaders take little or no initiative in managing the roles of the organization. Some of the theories outlined still exist

in organizations but are defined as being out of date and calls for new styles of leadership. The favoured new leadership style focuses more on the needs of the organization and of the people it is leading. This type of leadership style is governed by the needs of the people and by the challenges encountered by the organization.

The biggest problem experienced by local government institutions is the continuing protests about poor service delivery, and self-serving and corrupt municipal leaders (Alexander, 2010). Therefore, there is great need for change to respond to the above-mentioned challenges and this may need to start with a change in leadership. The managerial grid in general and specifically the team management concept might be looked at as they need to ensure a high level of motivation both of people and of production. Nevertheless, this concept often fails to look at the external environmental that might affect the people and production. The external environment is very crucial when considering in local government reform as it is needed to improve communities for business purposes.

According to Heres (2010), interest in the roles of integrity and governance ethics has increased in significance in the last few decades. When integrity is questionable, trust in the government is reduced and this can lead to a country's political implosion (Bull and Newel, 2003, cited in Heres: 2010). According to Heres (2010) managers and leaders should provide ethical leadership, thereby safeguarding and promoting moral values to thwart the risk of ethical failures. Moreover, Heres (2010) points out that managers can influence the behaviour of the employees through their leadership styles.

Furthermore, leadership also shapes the norms and expectations of conduct that will be instilled in the organisation's ethical climate and culture (Grojean *et al.*, 2004 cited in Heres, 2010). Without ethical leadership, an organisation is regarded as being at risk in terms of its chances of success and survival. Heres (2010), points out that ethical leaders must be able to judge ambiguous ethical issues by viewing the issues in different perspectives and then being able to align them with their moral values. According to

Kaptein (2003, cited in Heres, 2010, p.3) ethical leaders need to be consistent in their decision-making and behaviour.

Enwereonye *et al.*, (2015, p.1) define ethical leadership as the type of leadership which is grounded in practice and norms that are characterised by integrity; honesty and reputational uprightness. Ethical leadership in local government is of great importance in South Africa since it is at the coalface of service delivery and community aspirations. There have however been challenges in respect of good governance as the country still lacks practices and considerations conducive to good governance in public institutions. South Africa has a leadership crisis owing to unethical practices and behaviours by public officials in the local governments.

Enwereonye *et al.*, (2015, p.1) notes that the absence of good governance in local governments is considered as a setback to economic and social development of any country. Therefore, this study seeks to explore the extent of ethical leadership in local governments in general and in Matjhabeng Local Municipality in particular. Unethical actions and conduct by leaders adversely affect the quality of governance at local government level (Enwereonye *et al.*, 2015, p. 28).

According to Okafor (1984) these factors are caused by unethical and ineffective behaviours by the leadership at all levels of the government. However, this statement applies to the Matjhabeng Local Municipality.

The literature shows that many of public officials at local government level are engaged in unethical practices. (Enwereonye *et al.*, 2015, p. 28). Hence the achievement of good governance is hindered by lack of ethical leadership in local councils. The lack of moral integrity among the certain public-sector officials is regarded as the main cause of poor leadership in the public sector (Enwereonye *et al.*, 2015, p.29).

Menzel (2007 cited in Enwereonye *et al.*, 2015, p.29) postulates that ethical leadership is necessary good management of resources. To get better outcomes in South Africa

therefore requires improved service delivery to the public. According to O'Connell and Bligh, (2009 cited in Enwereonye *et al.*, 2015, p.30) effective leadership is the most important requirement for a dynamic and ethical organisation. Hence it is effective and ethical leadership that leads to provision of quality services, and a sense of direction and good vision and direction in local government.

## **2.9 Conceptual framework**

### **2.9.1 Kotter's Model of Leadership**

The conceptual framework will be grounded in the study entitled "*What Leaders Really Do*" conducted by Kotter (1999). This conceptual framework will support and inform the current research. According to Kotter (1999), management and leadership complement each other. Kotter states that leaders are not individuals with rare personalities, as described in some studies, but that they (leaders) can be formed in any organization. However, some people may become strong managers but on the other hand have weak skills to lead. Conversely, other individuals may have weak management capacity but act as strong leaders. All these kinds of individuals add value for the success of an organization and can be used to ensure the organization's success.

According to Kotter (1999), management encompasses organizing and bringing a degree of consistency in how things are done in an organization. On the other hand, leadership is about bringing transformation to the organization and make sure that people are in line with changes. For an organization to succeed, leadership and management need to be balanced (Kotter, 1999). Nkwana (2014, p.86) argues that public managers are responsible for dual functions; they must lead and manage at the same time (Nkwana, 2014, p.86).

Further it is pointed out that managers in the public institutions are faced with various challenges, ranging from labour unrest, to financial issues, community demands and political pressures. The citizens that pay for municipal services are referred to as the community. Through their protests and demands for improved service delivery as the

community members express their frustrations for failures by municipalities to meet their demands. Therefore, Kotter's Model will be used externally to understand the leadership's views on the leadership in Matjhabeng Local Municipality in relation to the quality of leadership ethics.

A leader, therefore, will look beyond the challenges in responding to the needs and desires of the people. A good leader must be able to change an organization where needed to respond to the challenges. Leaders must have the necessary qualities to ensure an organization's success.

Kotter (1999) indicates that organizations must encourage leaders to work together for the success of the organization and not to view them separately. Kotter (1999) however does not see leadership as a management function only but he indicates that everyone can be taught how to lead. Firstly, the organization needs to identify people with the leadership potential and help them in developing their leadership skills of leadership. Nkwana (2014) recognizes the abilities of individuals to improve an organization's performance. These issues will be explored internally in the Matjhabeng Local Municipality by focusing on and understanding ethical leadership to leaders themselves, managers, a consultant, civic organization and trade unions in the Matjhabeng Local Municipality.

According to Latib (2014) there are many challenges which are faced by public managers who are implementing change in an organization. Latib (2014) also states that the public servants mean that they must work within prescribed regulations, rules and procedures. Even though this might be the case, it is still significant to explore the existence of leadership qualities should be explored as the government is not rigidly organized and there is some form of flexibility.

As indicated in the problem statement, municipalities, specifically the Matjhabeng Local Municipality, face problems with delivery of services, therefore, it will be essential to understand how the quality of leadership ethics in the Matjhabeng Local Municipality

impacts on management performance and service delivery by using Kotter's Model as reference. The significance of ethical leadership in an organization to improve delivery of service in public institutions like Matjhabeng Local Municipality is important.

### **2.9.2 Kotter Theory Rationale**

The previous leadership styles that have been referred to, show that the necessary skills reside with a specific individual. However, there is no one person who runs the organization in question. Therefore, such an organization will need to succeed through a combined effort within the organization. Kotter's Model puts more emphasis on the significance of inspiring employees to develop the needed qualities rather than just for one to lead. Kotter (1999) further indicates that leadership can come from outside the managerial role and can be invested in employees in an organization thereby leading to a change in the organization.

Kotter's Model does not totally disregard the leadership theories as identified, as he postulates that it is vital for leaders to promote stability in an organization. Through adapting Kotter's theory, the organization cannot be "over-led" or "over-managed" as the duties are shifted to those who have the capabilities to perform them.

This theory's rationale also confirms the existence of a gap in the literature. Recent literature indicates that local governance institutions like Municipalities still experience the problems relating to unethical practices. This has an influence on service delivery as leaders' unethical practices mean that the Municipality is not able to discharge its actual functions (Reddy, 2016). This also leads to poor performance by local government in South Africa.

The literature also states that skills of employees are vital for the effective attainment of organizations' objectives (Ramutsheli & Rensburg, 2015). Managers and leaders also lack the required skills to attain municipal objectives and the main contributor to this problem is that senior local government actions are based more on politically motivated actions than on those that are skills-based (Ramutsheli & Rensburg, 2015).

Although wide research on the topic of ethics already exists, less information is available about the public-sector ethics and whether ethics training programmes are effective in impacting on ethical behaviour or not. A review of the literature reveals a need for specific research on local governments for a better understanding of this issue. The studying of business ethics is not the same as a study of the role of ethics in the public sector. The organizational life cycle of a local government institution differs from that of a business.

Leadership can change every four years in government or remain the same for 20 years in the absence of term limits. A leader's personality can have a significant impact on a government arm or on a municipality. To avoid ethical failure, the formalization of ethics programmes and communicating the expectations for ethical employee behaviour may help in promoting consistent and transparent ethical decision-making for a local government organisation.

In summary, the ethical leader has attributes like those of a manager. However, real leaders are more focused on long-term plans than are managers. The leader guides the people towards the overall vision of the organization and he must be more attuned to strategic thinking. The literature further indicates that management and leadership do not have to rely on just one person but that an organization can have both managers and leaders at different levels. The importance of this is the fact that the organization can use a combination of both management and leadership skills in improving service delivery in public institutions. This will be investigated in the context of leadership ethics in the municipality.

## **2.10 Conclusion**

This chapter reviewed the literature on ethical leadership, to get more understanding of the role of leaders in moulding ethical behaviour in local government. The literature overview reviewed the various roles of leaders. Leadership traits and styles are important for people who are dealing with human beings. Certain human skills are essential, especially when incorporated with technical and conceptual skills. The following chapter explains the research methodology employed for this study.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 Introduction**

The previous chapter presented the literature review concerning the role of leadership in influencing the ethical behaviour in public sector organisations. This chapter present the methodology used in this study. According to Scotland (2012), methodology is defined as a plan of action, which lies behind the selection of a method and entails answering how, why, where, and what data are collected, and the way the given data ought best to be analysed. This chapter intends to discuss what research approach or general strategy this research decided to adopt. With this strategy, the basis of the data collection and the type of the approach that was selected for the research could be decided upon.

Furthermore, the chapter discusses the advantages and disadvantages of using the chosen research approach. In this chapter the techniques used for data sampling and the data collecting procedures of collecting data have been highlighted. Apart from this, the target sample and the reason for selecting the segment for the study have also been described. The main subtopics in the chapter include the research paradigm that was used in the research, the research approach, the study setting, the overall research design, the population of the study, the sampling design, data analysis, and reliability and validity tests as well as the ethical considerations while the research was being carried out.

### **3.2 Study setting**

An exploratory study had been undertaken aimed at gathering in-depth knowledge about the state of ethical leadership at Matjhabeng Local Municipality. The participants were drawn from councillors; senior managers, managers, civic organization and the consultant doing work in the Matjhabeng Local Municipality. This study was undertaken within the Matjhabeng Local Municipality. Four councillors, two senior managers, five managers, two shop stewards, one member of the civic organization and one consultant were interviewed, and all these participants had a direct influence in the Matjhabeng Local Municipality and are in senior positions. The intervention of the researcher was minimal.

### **3.3 Research paradigm**

According to Shah (2013) paradigm, as the term first used by Kuhn (1962) in his work, *The Structure of Scientific Revolution*. Shah (2013, p.253), reports that Kuhn defined paradigm as “an integrated cluster of substantive concepts, variables and problems attached with corresponding methodological approaches and tools” (Shah, 2013, p.253). A research paradigm can thus be defined as a set of common agreements and beliefs, concerning the way problems ought to be not only understood but also addressed. Most researchers use one of the research paradigms as a guide for the development of their research methodology. There are two broad approaches to research which are positivist or interpretative paradigms (Shah, 2013).

#### **3.3.1 Positivist paradigm**

Shah (2013) regards the positivist approach as a scientific method which was centred on rationalistic and empiricist philosophy. He (op.cit, p.2013) argues that a positivist approach is related to behaviourism, empiricism, naturalism, scientism and reductionist schools of thoughts. Positivism was interpreted as a doctrine which defines reason and observation as a means of knowing behaviour (Shah, 2013). Several quantitative or scientific research methods make use of positivism as their conceptual framework for research. In several cases, quantitative research adheres to a positivist approach since positivists always believe in empirical testing of their hypotheses.

Positivists often believed that the findings of a single research study can easily be generalized to other studies of a similar nature irrespective of whether it is carried out in a different situation or environment. The approach assumes that true knowledge is founded on the experience of the senses and that it can easily be ascertained through experiment and observation.

Positivists often preferred the use of quantitative techniques like structured questionnaires, social surveys, as well as official statistics since these do always have good reliability, as well as representativeness. The positivist tradition emphasized the significance of

carrying out quantitative studies like large-scale surveys to get an overview of the problem and to uncover various social trends (Hughes, 1997)

### **3.3.2 Interpretivism**

As Biggam (2008, p.125) points out, several qualitative studies in social sciences make use of an interpretivism approach. Interpretivists are of the viewpoint that the human behaviour is generally multi-layered and pre-defined probabilistic models can't influence it. It is dependent on contexts and situations besides being determined by various environmental factors rather than genes. Human behaviours are generally affected by numerous factors: moreover, they are mainly subjective in nature. Interpretivists' point of departure is that people are not just puppets reacting to external social forces. Interpretivists point out that people are complex and intricate and different individuals not only experience but also understand similar 'objective reality' in completely different ways. They also have own and different reasons, which they act, on in the world.

This research study employed an interpretivist paradigm due to its methodological assumptions thus enabling the research to explore the roles of ethical leadership in local government. The paradigm addressed the viewpoints of people vis-à-vis a human or a social problem. An inductive method was used for the data analysis. It established the themes, as well as the subthemes.

### **3.4 Research approach**

Bryman (2008) defines a research approach as the procedure or plan consisting of the steps, which are supposed to be followed when it comes to the collection of data, analysis of the collected data and interpretation of the given sets of data, hence a research approach is founded on the nature of the research problem being investigated by the researcher. There are four major research approaches. These include a qualitative research approach, a quantitative research approach, a pragmatic or mixed methods approach and an advocacy or participatory approach to research.

A qualitative research approach has been used in this research (Bryman & Cramer, 2008, p. 124). Qualitative research generally strives to tell the story of the experience of a given group by using their own words. As a result, it is mainly focused on narrative. Unlike quantitative research approaches where researchers point out the specific hypotheses of the research and thereafter collect data with the aim of empirically testing the hypothesis, several qualitative studies use the inductive approach where the researcher first gathers data and thereafter tries to derive different explanations based on the data.

Therefore, according to Byrne (2002) qualitative research is exploratory in nature and mainly strives to provide insight into the way people comprehend different aspects of their worlds.

The rationale for opting for the qualitative research approach was that this approach provided an opportunity to study the leadership traits of those charged with the leadership responsibilities in the municipality. Interviews could be conducted to get the participants' responses.

#### **3.4 .1 Quantitative research**

Quantitative research refers to the approach, which is employed to test objective theories through studying the links between variables that can easily be analysed using statistical method (David & Sutton, 2004, p.98). It is mainly aimed at testing the theories deductively and being able to generalize the research findings. Quantitative research involves the examination of the link between different variables and measures relationships to enable analysis of statistical data (Dochartaigh, 2007, p.87).

#### **3.4.2 Qualitative research**

Qualitative research is mainly exploratory research, which is employed to gain a deeper understanding about underlying opinions, reasons and motivations. It offers insights into the given research problem (Finke, 2010) at the same time, it can be highly beneficial when it comes to the development of hypotheses or ideas for possible quantitative

research. It is also noteworthy that qualitative research is employed for uncovering various trends in opinions being held.

This type of research also enables the research to go deeper into the research problems, being investigated. The methods, which are often employed for collection of data in qualitative research, include the use of unstructured techniques as well as semi-structured techniques. Some of the common techniques, which can be applied, include the use of individual interviews and focus groups (group discussions) as well as participation or observations.

Finke (2010) points out that in most cases, the sample size is very small, and the respondents are often selected to fulfil a certain quota. There are several benefits offered by qualitative research approaches. For instance, it is worth pointing out that qualitative research can offer an in-depth and highly detailed account of the reasons behind the occurrence of things and the way they affect the individuals who are concerned. The other major strength associated with a qualitative approach, is the fact that it strives to shun pre-judgments. It strives to represent subjects from their own perspectives in a manner that enables readers to see their view-points.

The other major advantages which are associated with the use of qualitative research methods include the fact that they can make it possible for the researchers to understand respondents' attitudes. Moreover, these methods can be generally inexpensive to use. In addition to this approach generally involves a process, which is often open-ended. Besides, it encompasses human experience and has the virtue of flexibility (Finke, 2010, p.82).

### **3.4.3 Mixed research methods**

As Finke (2010, p.78) points out, mixed methods research entails the use of both quantitative and qualitative data analyses. This research approach is employed to gain a much deeper comprehension of the research problem. According to Leedy and Ormrod

(2014) the mixed method is considered as one of the difficult methods as the researcher strives to find a balance between quantitative and qualitative approaches.

### **3.5 Research design**

Research design can be defined as the general strategy, which is selected to integrate the diverse elements of the research in a manner that is logical and coherent, thus attempting to simultaneously address the different research questions being (Flick, 2009, p.45). Research design offers a plan for the foundation data collection, data measurement, and data analysis. The research problem influences the kind of design that should be used. In this qualitative study, a case study research design was used. It was deemed appropriate because it's focused and can gather in-depth information about the specific person, group or events. It could provide detailed information about the subject. There are several municipalities in the Free State province: however, only one was chosen for the case study. Interview questions and observation were used, and data were collected from only one municipality.

### **3.6 Data collection**

Collection of data is one of the most significant parts of any kind of research. Etikan *et al.*, (2016) proposes that data gathering is very crucial in gaining understanding of theoretical framework. Data are divided into primary and secondary sources. Primary sources are derived from interviews and observations, while typical secondary sources are comprised of documents of various kinds, e.g. the documents of the organisations such as registers of attendance and time, analyses of the results, minutes of the meetings and organisational policies. In the literature review section, secondary data, mainly consisting of data and information obtained from past theoretical and empirical studies in the field of ethical leadership, were also referred to. Interviews were conducted with internal leaders of the Matjhabeng Local Municipalities and a consultant who has done work for other municipalities in order to ensure a fair benchmark.

### 3.6.1 Primary Data collection

According to Flick (2009, p.45), the term primary data refers to the raw data, which are collected directly from the data sources. The information is obtained first hand directly from the research participants. For this research study data were collected through interviews, documents and benchmarking.

**Interviews:** Semi-structured interviews were conducted to collect the data as this strategy allows the researcher to determine the sequence of the questions to be asked. Participants were asked questions about their views and experiences in the municipality around matters pertaining to ethical leadership. The data collected through interviews were audio-recorded, of course with the permission of the participants.

**Participation:** Data from the selected municipal organization could be collected in their natural setting. Participation also helped with gaining a deeper understanding of the phenomena being observed. The notes taken during observations were used to help organize the data collected (Davies, 2017).

**Table 3.1 Information about the participants**

#	Gender	Experience	Designation	Division
R1	Male	10 - 20 years	Executive Mayor	Political Office
R2	Male	5 – 10 years	Mayoral Committee	Political Office
R3	Male	2 -5 years	Mayoral Committee	Political Office
R4	Female	10 -20 years	Mayoral Committee	Political Office
R5	Male	5 -7 years	Executive Director	Strategic Support
R6	Female	2 – 4 years	Executive Director	Community Services
R7	Male	10 -15 years	Manager	Training
R8	Female	10 – 15 years	Manager	Labour Relations
R9	Male	2 -5 years	Manager	Employee Wellness
R10	Male	5 -7 years	Manager	Legal Services
R11	Male	5 – 10 years	Manager	Legal Services

R12	Male	5 – 10 years	Shop steward	Union
R13	Male	5 – 10 years	Shop steward	Union
R14	Male	5 -10 years	Secretary	Community Services SANCO)
R15	Female	5 – 10 years	Consultant	Consulting

**3.6.2 Secondary data**

Secondary data can be defined as the data, which were collected by a person other than the current researcher user: this entails using information, which was previously collected by other scholars (Heaton, 2004, p.16). In this research, secondary data were used in the literature review section. Information was obtained from books, journals articles, periodicals, newspapers, magazines, as well as from websites, all of which had information about ethical leadership.

**3.7 SAMPLING DESIGN**

**3.7.1 Population**

In research, population refers to the totality of every subject, object, or every member, who conform to a given set of specifications (Heaton, 2004, p.21). In research, a population can also be defined as the group of objects, persons or items from which samples are taken for measurement. In this research, population consisted of local government political leaders and managers.

**3.7.2 Sample**

A sample can be defined as a smaller and a manageable version of a bigger group. It is a subset, which contains the features of a bigger population (Hoy, 2009, p.76). Samples are often employed in statistical testing if the sizes of the population are too big for the test to include every possible member. A sample ought to represent the entire population. Etikan *et al.*, (2016) postulates that it is very important to determine the right way of selecting the respondents who are going to represent the whole population in data

collection since there can be no proper data analysis from the improper data collection (Etikan *et al.*, 2016).

For this study purposive sampling was used to select the participants and the sites of research. Etikan *et al.*, (2016) defined purposive sampling as the deliberate choice of the representatives of the whole population owing to their qualities. Therefore, a non-random technique and does not require any underlying theories or a set number of participants, (Etikan *et al.*, 2016). According to Etikan (op.cit.,2016), purposive sampling can also be called judgemental sampling.

One municipality was focused on in Welkom, South Africa; in other words, one public organisation was selected based on the geographic factors and location. The objective of selecting the participants was to gain an understanding of different types of leadership. Selection of participants was thus based on purposive sampling. The participants served as the relevant sources of rich and reliable data according to their experience. Fifteen politicians and managers of the Matjhabeng Local Municipality constituted the participant sample.

The reason for selecting such a sample was so that results could to an extent be generalised and findings be more accurate. However, a limitation was that some of the individuals were not willing to be interviewed. The interviews were conducted individually, as per appointment, at a convenient place for the respondents to ensure the confidentiality as well as the willingness of the participants.

### **3.8 Data analysis and interpretation**

In analysing the data from interviews and observation notes, responses were thoroughly studied and patterns or themes among the data were identified and noted. The data were then categorised according to individual responses with the total responses of a single individual presented and described. This helped in ensuring the coherence and integrity of the individual's response. Analysis of the research question aimed to ensure that all the relevant data for the exact issue of concern were collated together. This also helped

in preserving the coherence of the material. All the relevant data from interviews and observations were collated to provide a collective answer to the research questions.

### **3.9 Credibility and trustworthiness of the study**

Creswell (2009, p.177) posits that qualitative research is interpretative research, hence the researcher should be aware of the bias that he or she might be bringing into the enquiry. Measures to ensure trustworthiness of the findings include the use of audiotapes as they provide a concrete reference to the original source. The researcher personally transcribed the data immediately after the interviews. The raw data collected were returned to the participants for verification after recordings had been transcribed. The researcher used coding as it has a potential of achieving greater credibility. Themes were identified based on analysis of the transcriptions from data collected from the interviews.

### **3.10 Ethical considerations**

To adhere to the rules and regulations of the Research Ethics Policy of UKZN in respect of the research work particularly that relates to the human subject areas, ethical approach was employed in this research work. The topic coupled with the objectives and the interview approach was outlined to the participants. The informed consent document (Appendix 1) was made available and read to the participants. This was also signed with the researcher signing.

Noted during the research process were the following key aspects and which are important in the study:

#### **3.10.1 Permission**

Permission was sought and obtained from the Matjhabeng Local Municipality where the researcher collected data from. The gatekeeper letter was received from the Matjhabeng Local Municipality and this was submitted to the UKZN Research Office for validation and granting of the Ethical Clearance and the subsequent approval letter was obtained granting approval to proceed with the research (Appendix 4). The recording of the

interviews as occurring with the participants was done after permission was obtained from the participants.

### **3.10.2 Confidentiality and privacy**

Confidentially applied when the information and data of the participants will never be disclosed, and their privacy will be preserved in all circumstances. Participants were thus granted assurance that their names, identity, details and information will not be disclosed and will be treated with strictest confidentiality. No details that could potentially identify any the participant were included in the thesis (De Vos, *et al.*, 2012).

### **3.10.3 Voluntary participation and informed consent**

The principle of voluntary participation was explained by the researcher to all the participants and informed of their right to withdraw anytime in an instance they become uncomfortable. The informed consent letter was made available for signature by participants and they duly signed without objection.

## **3.11 Conclusion**

This chapter had provided the methodology section of the research. Research methodology mainly explored the way collection and analysis of data is carried out in the research. Some of the main areas, which have been explored by the chapter include the following: the research paradigm that was used in the research, the research approach, the study setting, the research design, the population of the study, the sampling design, data analysis method, reliability and validity tests, as well as the ethical considerations taken while the research was being carried out.

## CHAPTER FOUR: FINDINGS

### 4.1 Introduction

The previous chapter outlined the research design that was used on the research study by outlining the research paradigms, research design, population of the study, sampling method and data collection methods used in this study. This chapter presents the results of the research study i.e. the non-numerical qualitative information which emerged from the semi-structured interviews conducted. A total of fifteen interviewees representing the political, senior and trade union leadership of the municipality were contacted. Data were collected and transcribed, with themes and sub themes identified and presented as well.

The themes and sub-themes in line with the “Back to Basics Programme” of government as a baseline, addressed the following objectives of the research:

- To determine the importance of ethical leadership in the Matjhabeng Local Municipality.
- To identify any key factors that prevents the Matjhabeng Local Municipality from achieving proper ethical leadership.
- To determine the role of Management in promoting and modelling ethical leadership in the Matjhabeng Local Municipality.
- To identify ways in which ethical leadership could be enhanced in Matjhabeng Local Municipality.

Table 4.1 below outlines the themes and sub-themes that were identified as derived from the analysis of the collected data.

**Table 4.1: Themes and sub-themes**

<b>Themes</b>	<b>Sub-Themes</b>
Leadership concepts associated with ethical leadership	Ethical leadership requires Leadership is visionary leadership Corporate governance Fiduciary duty Reputation management
Perceptions of ethical leadership	Ethical leadership conception Ethical leadership effectiveness Principles of ethical leadership
Characteristics of ethical leadership	Ethical leadership qualities Ethical leadership behaviour traits Ethical leadership mind-set
Ethical leadership personalities and attributes	Honesty and transparency Diligence in work Moral Fibre as an inherent quality Ethical Value system Transcendence Trust
Ethical leadership behaviour	Treating people with respect Keeping your word Promotion and enhancement of good communication Setting good examples and participatory Sense of justice Fairness Service oriented
Ethical leadership decision making	Being decisive and transformational Demonstrating of authority Value based decision making Systems thinking decision making

	Adaptive decision making
Ethical leadership tools	Ethical Incident Register Fraud and Corruption Register Apparatus to ensure oversight and accountability Corruption surveys Consequence Management Register Auditor General Management Letter
Ethical leadership controls	Public contract management Public Procurement Compliance Disclosures
Ethical leadership Interventions	Conduct lifestyle audit Awareness and advocacy Mentoring and shadowing Ethical ambassadors Random assessments
Ethical leadership value proposition	Ethical leadership Advantages Ethical Leadership Disadvantages Ethical Leadership Barriers
Ethical leadership capacity and capability development	Ethical leadership training Ethical leadership capability assessment Ethical leadership competency dictionary
Ethical leadership monitoring and entrenchment	

#### **4.2 Leadership concepts associated with ethical leadership**

The respondents indicated that ethical leadership in the municipality is when the leaders in the organisation act in ways which are generally in the best interest of the community. Some of the respondents' stated that acts which can be considered prejudicial to the

needs of society they regard as unethical. One of the interviewees indicated that unethical leadership was bad for the day to day operations of the municipality as it led to poor service delivery which ended up constraining the development of the country. The respondents clearly emphasized that unethical practices in the municipality led to demonstrations and strikes which further constrained the development of a nation. Moreover, this invariably led to other negative consequences in the country including negative ratings.

The responses from the interviews indicated that the absence of ethical behaviour directly impacted on the management of performance in the Municipality. When the respondents were asked about their understanding of ethical leadership, they indicated in their view that ethical leadership entailed several characteristics, which included engaging in behaviours and activities, which were morally upright, and which required the upholding of ethical beliefs and values.

The other major requisites of ethical leadership, according to the respondents, included treating people with respect and in a dignified manner and making sure that their needs and concerns were understood and properly addressed. It also entailed ensuring that there needed to be honesty, transparency and straightforwardness in their dealings with the public.

When the respondents were asked questions regarding their understanding of ethical leadership, the following types of responses were obtained.

*“I think the top management of the municipality ought to ensure that an ethical framework is created for the municipality. Ethical leadership is just a style of leadership in which a leader exhibit morally upright behaviour; beliefs and values. I think ethical leaders have certain characters and morals while doing their work and in their interactions with other people they are dealing with in their organizations. It entails honesty and the aspects of straightforwardness.” (R15)*

#### **4.2.1 Ethical leadership as visionary leadership**

The respondents understood the origin of ethical leadership to be from the ethical construct of society. These ethical values of society should be replicated in the running of the Municipality. Therefore, the respondents expected the leadership to set the vision which the municipality subscribes to in terms of the goals that should be pursued.

*“Ethical leadership involves visionary leadership that makes leaders become pathfinders and should drive this vision towards a common goal and destination.” (R10)*

*“Ethical leadership involves translating the Integrated Development Plan which is the vision statement and actualise the steps towards the attainment.” (R1)*

#### **4.2.2 Corporate governance**

The respondents held the view that the leader that demonstrates proper authority should uphold principles of corporate governance to ensure that there is a responsive municipality. These were manifested by the expectation that resources were disbursed to do work that was beneficial to the society and they leaders were goal-directed in ensuring that the tasks were executed as per the mandate.

Ethical leadership is considered a result of compliance driven leadership and ensured that the performance of both the institution and employees is heightened.

*“I think ethical leadership entails a behaviour that is committed to the King Report on Corporate Governance. By this I mean that all employees are geared towards being productive and adhere to the international practices of corporate governance.” (R8)*

*“Ethical leadership means being fixed into achieving municipality’s strategic objectives and avoiding selfish use of resources and rather focusing on team building. Ethical leadership is a visionary kind of leadership.” (R6)*

### **4.2.3 Fiduciary duties**

When the respondents were asked for suggestions or contributions towards the leadership and management becoming more ethical and further sustaining ethical leadership in the Matjhabeng Local Municipality, the following were the responses:

*“I think the top management of the municipality ought to ensure that the ethical framework is established, and feedback monitored. The leadership should discharge their fiduciary responsibility which entails acting with skill and care and in the interest of the municipality.” (R13).*

*“The municipality must identify ambassadors of ethical leadership within the institution and ensure that they always raise awareness and on all occasions. These will be brand ambassadors of ethical leadership in the municipality.” (R4)*

### **4.2.4 Reputation Management**

The respondents expressed the view that all the leaders in the municipality should at all reasonable times act and speak in a manner that enhances the reputation of the institution. This is informed by an understanding that all activities of leaders either ameliorate or denigrate the reputation of the municipality.

*“We pride ourselves with the reputation we have consistently preserved and any action that seeks to tarnish this reputation must be condemned. Our reputation management project is key to us and our leaders.” (R3)*

### **4.3 Perceptions of ethical leadership**

Respondents were unanimous in respect of what characterised ethical leadership; including the qualities of ethical leadership in a municipality. These were guided mainly by the experiences of the past and the resultant implications for the mandate given to the leadership of the municipality, both via legislation and the social compact. The character of views about the nature of ethical leadership that characterised the responses was the need for an unwavering commitment to service excellence, relentless pursuit of diligence

and care, a dislike of corruption and rogue conduct, consistent adherence to prudent use of resources and infrastructure and constant accountability.

Based on the responses of the respondents, some of the characteristics which were part of the main duties, i.e. those which ethical leaders ought to engage in included the following:

- being open and transparent in their dealings,
- ensuring that there was open communication,
- keeping their word,
- respecting the other people within the organizations,
- being very honest in their dealings,
- setting good examples for the employees and the people they are leading,
- being of good character,
- engaging in conducts which is ethical.

*“Our people at municipal and social level expect that leaders conduct themselves in an open and transparent manners.” (R3)*

*“Ethical leaders of our institution should at all times and consistently articulate and embrace the values and the reputation of the organization.” (R2)*

*“Honesty; most of the leaders are not ethical at all and this has resulted in a lot of demonstrations from both the staff and from the members of the community. Some of these unethical dispositions have manifested themselves in the running sewer in the streets and skewed budgeting.” (R8)*

*“Ethical leadership is also about ensuring that resources are protected from being abused or looted. All stakeholders are encouraged to protect and use diligently what is in their custody and further use that only for the benefit of the intended end-users and beneficiaries; which is the community. Leadership is about acting as a bastion*

*against self-serving parasites that sought to deprive the communities what rightfully belong to them.” (R13)*

*“The ethical leadership is the leadership that defends institutions against acts of corruption fraud; looting and any other acts of financial impropriety. Corruption is considered as stealing from the poor; corruption deprives communities of livelihoods and unbridled greed by officials undermines the developmental goals that have been set to achieve.” (R14)*

*“The social compact established through electoral processes is such that the municipal leadership serves at the privilege of the community. The municipality derives its mandate from the citizens who vote leaders into office bas they present the manifestos. Therefore, the leadership should account to the communities through community meetings; community engagement and stakeholder’s relation forums. These platforms provide a platform for communities to hold leaders accountable. Ethical leadership puts accountability high on the agenda.” (R14)*

#### **4.3.1 Ethical leadership conception**

The respondents identified the conceptions around ethical leadership thereby adding to a broader definition that has already been outlined. These conceptions were mainly about behavioural disposition, decision making and astuteness.

*“Ethical leadership from the workplace and community point of view involved bigger traits of loyalty and faithfulness. Without these; ethics disappear in the organization.” (R8)*

At the level of governance and oversight; a different set of conceptions applied. These mainly became applicable to all Councillors who were public representatives and governed at the privilege of the electorates.

*“Our public representatives should represent the ethical aspirations of the citizens and be beyond reproach through demonstrating integrity and respect for the rules.” (R8)*

*“The social expectation was that Councillors will always act prudently declaring matters of conflict of interest and recusing themselves in meetings that discuss and make determinations. This will strengthen their resolve in dealing with temptation.” (R14)*

Executives in a municipality were expected to conduct themselves in an ethical manner and to exhibit certain qualities.

#### **4.3.2 Ethical Leadership effectiveness**

Respondents in all categories indicated that there were fundamental traits that ethical leadership should display to demonstrate ethical leadership.

*“The diligence and discipline of work are the hallmark of ethical leadership in local government leadership that refuse to vacillate when the truth is under attack and on trial and is then further an embodiment of ethical leadership” (R15)*

Ethical leaders according to respondents, have respect for time, for commitments and for targets they set.

*“Ethical leadership is always keeping time; providing timely service and is prepared for meetings; especially with stakeholders.” (R15)*

#### **4.3.3 Principles of ethical leadership**

The respondents viewed ethical leadership as starting with the mental reconditioning. The change in the mind-set of leaders with the different psychological characteristics had to be reframed in a manner replicating maturity as punctuated by emotions moulded differently.

*“Ethical leadership is characterised by very high emotional intelligence. Emotional intelligence manifests itself through self-awareness; social awareness and environmental awareness. The self-awareness requires the ethical leader to acutely be aware of his/her strengths.” (R2)*

Running through the responses was the view that ethical leadership demonstrates consistent authenticity through deep knowledge of self and involves in resonance with one’s belief system and values. Furthermore, it is further characterised by self-awareness, coherence, consistency and absolute self-control.

*“The leadership compass should point to originality and authenticity in leadership. Our leadership should know themselves and know what is at stake.” (R1)*

The respondents have established that it was a requirement that the ethical leadership requirement demanded knowledge of the social dashboard. This dashboard consisted of social, environmental and organizational matters.

*“Limitations and all other attributes. Social awareness demands that the ethical leader should be informed of the changes in the society. Environmental awareness means that the leader is able to do environmental scanning and organizational sense making.” (R14)*

#### **4.4 Characteristics of ethical leadership**

Ethical leadership has unique characteristics that make ethical leadership crucial in the municipal environment. These characteristics are used as a compass that gives direction to leaders.

*“The ethical leadership environment is known to promote and entrench the values of integrity; transparency and a high accountability. Leaders and employees establish for themselves high moral compass; provide adequate information of their activities and further give an accurate account of all the resources at their disposal.” (R10)*

Ethical leadership applies to municipal councillors in terms of an obligation on their part to ensure that they should always display professional work qualities. Moreover, it is legislated and required that they should make sound decisions and exercise proper judgement and care.

*“Councillors as public representatives should at all times be truthful and trustworthy as they hold in their custody public resources and they had at the privilege of the voters.” (R14)*

The management of the municipality should display characteristics of ethical leadership by ensuring that the affairs of the administration are managed in such a way that service delivery imperatives are achieved: for example, basic services like water, sanitation and electricity must be provided timeously. These should be within the ambit of accountability, integrity, fairness, responsiveness, transparency, responsibility and promptness.

*“The municipal manager and management are obliged to conduct the business of the municipality in a manner that does not allow impropriety and underhandedness. The diligence of work should demonstrate that there is an ever-rising commitment to clean government.” (R3)*

The employees of the municipality should comprise a team that ensures that service delivery finds expression through regular waste collection, provision of clean and pure water and regular supply of electricity and other important services. They must be agents of real time work so that through them acceptable delivery points are reached. This action needs to be done with absolute diligence; clean character and conscience.

*“The employees are our last line of defence in service delivery. Our employees constitute a trusted brigade through which we give life to the social compact with citizens and voters. We do not compromise ethical conduct; reputable qualities and impeccable track record in servicing other people.” (R13)*

The lack of ethical leadership at a council level had built a situation where the oversight capacity had diminished, and the accountability collapsed. The Auditor General had highlighted these deficiencies and indicated that the statutory matters were not attended to.

*“The lapse in governance has led to our municipality not tabling the adjustment budget as required by the law. This is indicative of a council that has lost its sense of fiduciary responsibility.” (R14)*

The lack of ethical leadership at the leadership level was a great cause of institutional instability. The proper systems, processes and procedures were not being followed. The supply chain processes were compromised thereby resulting in companies that were not experienced appointed to do work. Shoddy, incomplete and substandard work was being done and repeatedly had to be redone at additional costs.

*“We have lost so much money in service providers that did not do work but were just favoured because they were related to one or two leaders. Irregular procurement has brought our municipality to its knees. The municipality is bleeding due to rogue elements.” (R1)*

#### **4.4.1 Ethical leadership qualities**

Respondents apportioned deficiencies in ethical leadership to barriers that made it difficult for it to become entrenched. The barriers to ethical leadership were artificial, historical and habitual. “Artificial” because after the takeover by the winning faction at the ANC Polokwane conference, a new creed of leaders with unhealthy tendencies emerged. The Polokwane conference in 2009 which brought to power a new generation of leadership affected ethical leadership negatively in local government institutions and Matjhabeng Local Municipality was no exception. Moreover, the advent of state capture at national level affected and permeated through to municipalities negatively. Accountability in terms of state apparatus collapsed because systems and procedures were not properly followed.

*“The Zuma administration brought with it a culture of looting and lack of consequences for wrongdoing. A typical case was the adverse results brought by the Auditor General in his audit findings of Matjhabeng Local Municipality.” (R14)*

The provincial administration was also adversely affected by the lack of ethical consideration at National level. People who were considered appropriate pathways for access to public money were offered high offices despite having no reliable track record in governance. Municipalities too were influenced.

*“The perpetual protection of the Manager and the Municipal Manager who had bankrupted the municipality by the provincial administration is a point in case; including the payment of their legal fees. This goes to show that Matjhabeng Local Municipality was far from realising ethical leadership. Government was an obstacle in the fight for ethical leadership and against rogue leadership.” (R13)*

The municipal council had constantly stood on the side of those required to account for municipal funds. Unfunded mandates became prevalent and overriding budget constraints as reported to council were not followed up with investigations and the recovering of the lost monies. The Municipal Public Accounts Committee that was charged with investigating corrupt activities had been staffed by party loyalists that were concerned with keeping and perpetuating their authority and lining their pockets in the process.

*“The committees charged with accountability have been weakened to a pathetic point. Accountable leadership have literally vanished.” (R14).*

The tools that should be used to report wrongful conduct had also been deliberately not put in place or officials hamstrung from doing their work or constrained by the recruiting unqualified people to manage departments. The “mechanisms to mitigate impropriety were not in place and there were no anonymous mechanisms for reporting wrongdoing. The Risk Management Unit did not have staff and therefore the risk profile of the

municipality could not be compiled, and risk mitigated. The Internal Audit office was in existence, but employees appointed were dysfunctional to a point where they were just drawing salaries over a period of three years. It was only this year in 2018 that the Audit Committee was finally put in place. The absence of the oversight structures was a barrier to ethical leadership.

*“An instance where all Committees have been collapsed spells doom to ethical leadership. This is corporate anarchy because the leadership becomes the law on its own.” (R14)*

The Council had a report on combating financial misconduct since there were allegations of widespread corrupt activities ranging from accepting bribes from service providers to selling jobs to community members. This was exacerbated by the fact that the investigation of people who were living beyond their means had not been conducted as directed by President Cyril Ramaphosa in East London during his January 8 statement. The Councillors who were actively participating in actions that were unethical were a barrier to ethical leadership.

*“In a municipality where Councillors are actively involved in tenders; you should expect a destruction of ethical leadership.” (R12)*

*“The complicity of leadership in matters that are considered dirty is worrying”.*  
*(R14).*

#### **4.4.2 Ethical leadership behaviour traits**

Respondents live in society and an organization that expects a leader to model ethical behaviour. Leaders in local government are expected to conduct themselves in a manner that does not put the municipality into disrepute. They are not expected to collect money from communities for services they should provide.

*“Leadership should be beyond reproach and should not be caught selling services or sites as does happen periodically.” (R11)*

#### **4.4.3 Ethical mind-set**

The thinking patterns of ethical leaders are expected to reflect clarity of thought as well as objectivity. The leaders should apply proper judgement and be none partisan in all dealings.

*“We require the leadership that embraces a defined vision and should be forward thinking. We do not require subjective mind-set from our leaders”. (R1)*

#### **4.5 Ethical leadership personalities and attributes**

Ethical leadership is centred around several principles which when combined, build the qualities inherent in ethical leadership. These are the leader’s principles and dispositions which signify the kind of leadership which operates and revolves around collective wisdom and selfless ethical efforts.

*“Ethical leadership is a principle centred leadership. These principles are citizenry principle, teamwork principle, outcome principle and revolutionary principles.” (R5)*

##### **4.5.1 Honesty and transparency**

Respondents departed from the notion ought to be held dear in local government, i.e. that leaders are born but made. They agreed that ethical leadership were to be made up of leaders who are honest and transparent.

*“It is the responsibility of all political parties to deploy cadres that have received adequate assessment around matters of honesty and transparency. Those are the pillars of ethical leadership.” (R14)*

##### **4.5.2 Diligence in work**

Respondents had made an input that the state of local government in respect of ethical leadership should not ensure that there is diligence in the performance of work. Leaders

should set an example in respect of how the employees should perform their duties. This is determined by the quality of the output coming from the work they do.

*“We need a team of diligent workers that put our people at the centre of service delivery to our people. These people should be led by ethical leaders within our ranks.” (R15)*

#### **4.5.3 Moral fibre as inherent quality of ethical leadership**

According to the respondents that, to reinforce ethical leadership in such a way that it could make a real impact, the moral fibre of our leaders should be beyond reproach. This is since they carry the responsibility of setting standards of behaviour.

*“They moral fibre of our ethical leadership is the only guarantee that levers of power are in the hands of people we trust and believe that they will deliver for our people.” (R4)*

It was felt that the municipality should design an integrity handbook which clearly outlines the concept and demands of ethical leadership: the type of good conduct expected of all the leaders and managers of Matjhabeng Local Municipality should be spelled out.

*“Comrades in leadership of the municipality require an integrity manual that sets out in clear terms all aspects of ethical leadership and its institutional manifestations. We require our own ethical hymn book where leaders will act and talk in concert with the reality” (R1)*

#### **4.5.4 Value System in ethical leadership**

Respondents concluded that there is a set of values that all leadership should display, e.g. selflessness; prudence and discipline. This is a requirement to leaders as they are considered as servants of the community.

*“Leadership to us means values of sacrifice demonstrated by being selfless and putting the interest of the community before any interests; dealing prudently with resources and applying strict discipline on matters of the municipality”. (R10)*

#### **4.5.5 Transcendence in ethical leadership**

The expectation from respondents was that leadership should demonstrate purity in all the work they do. They should not allow themselves to be tainted by scandals.

*“We expect leadership to avoid negative publicity and be immaculate in their work and disposition.” (R8)*

#### **4.5.6 Trust in ethical leadership**

All the respondents believed that leadership was a position of trust and must be handled with care. They further believed that leaders should act in a manner that allows employees and the community to have trust in them.

*“To get trust is to give trust. Our belief is that leaders must present themselves in a manner that makes them to be trusted.” (14)*

#### **4.6 Ethical leadership behaviours**

Respondents believed that ethical leadership and corruption reported cases should be standing items on Council meeting agendas and that periodic reports presented in the same way that the Council receives finance reports.

*“To set a regulatory framework for ethical leadership, it remains pivotal for Council to have ethical leadership as a standard item for discussion in all Council gatherings.” (R10)*

In other words, in the quest to ensure ethical leadership became inherent in the municipality, it was important that mechanisms should be in place to make it sustainable. Ethical leadership should be an auditable item in the Auditor general’s scope. The findings should subsequently be made mainly in instances where there were lapses and improvements.

*“For comrades to sustain ethical leadership, expansive audits should go in that direction; including ambassadors reports which should be submitted to the full*

*sitting of our Council. Council remains the strongest enforcement arm of the municipality on ethical leadership matters.” (R1)*

#### **4.6.1 Treating people with respect**

Respondents showed in their responses that they value the way everyone is treated in the municipality. Ethical leadership is about treating people with respect regardless who they are. This understanding is informed by the social contract that leaders have with the community and by the effort they make to sustain this relationship.

*“They mandate our people gave us impels us to treat them with respect and humility as leaders.” (R1)*

#### **4.6.2 Keeping their word**

Ethical leadership according to the respondents is demonstrated by leaders who constantly keep their promises to the electorates. Leaders in local government derive their mandate from the manifesto of the political party that sends them to council. It is assumed that people vote for parties on the strength of the manifesto. Therefore, this manifesto becomes the promise that is made to citizens.

*“We value promises kept more than life itself. Leaders who keep promises and fulfil them exhibit ethical leadership.” (R14)*

#### **4.6.3 Promotion and enhancement of communication**

Respondents asserted that communication is the hallmark of ethical leadership. They consider communication as a reliable vehicle for providing feedback and keeping the citizens well-informed and knowledgeable.

*“Communication connects us to our leadership and connected leadership is the leadership that is ethical and transparent.” (R12)*

#### **4.6.4 Setting good examples and participatory**

Respondents believed that ethical leaders are exemplary and exhibit a type of behaviour that they want emulated. They do not dictate how employees should conduct themselves, but they live what they say.

*“Ethical leadership is a shining example of how an organization should conduct itself. Leading by example is the only way we respect ethical leadership.” (R6)*

#### **4.6.5 Sense of justice**

Respondents considered another element of ethical leadership as the possession of a sense of justice and objectivity. Ethical leaders are considered to those who do not act arbitrary and who always ensure objectivity in their dealings.

*“Ethical leadership carries with it a sense of justice and avoids self-seeking judgements that have rapacious effects.” (R5)*

#### **4.6.6 Fairness and service oriented**

Respondents offered a definition of ethical leadership that has fairness as a mantra and service orientation as a principle. Ethical leaders in local government always ensure that in their duties and decisions there is fairness and that they act in the interest of service delivery as the mandate of local government.

*“Ethical leadership requires that citizens and inhabitants are treated with fairness and leaders pre-occupy themselves with the service of the people.” (R14)*

#### **4.7 Ethical leadership decision-making**

Respondents stated that what is important in ethical leadership is the way decisions are taken and whether the methodology followed in decision-making is in the best interest of the municipality. Decisions that should be taken should be in the interest of the entire community and they should have been well-thought through.

*“Ethical leadership is about proper judgement and care in decision making with consequences or impact of decisions well determined.” (R10)*

#### **4.7.1 Being decisive and transformational**

Respondents believed that timing and objectives were very crucial for the municipality. Ethical leaders never delay the taking of decisions and are also courageous if the decision is for well-being of the community. Ethical leaders are change agents and are transformational; they always begin with the end in mind. Ethical leadership always have a bigger picture in mind and that is what guides them.

*“Ethical leadership demands visionary leaders who are fixated on decisive character and transformational imperatives of local government. Ethical leaders are change agents.” (R15)*

#### **4.7.2 Demonstrating authority**

Respondents stated that ethical leaders demonstrate authority and are in charge but also understand that authority must be exercised for the common good of the institution. This will enable them to use the power granted to them by electorates prudently.

*“Ethical leadership considers authority to be the legitimate attribute of leadership and that it should be handled with care and prudence. Authority is the right a leader acquires to do good.” (R13)*

#### **4.7.3 Value-based decision making**

Respondents believed that ethical leaders in a municipality should be the embodiment of the values of humility, innovation and humbleness. These values can enable leaders to find resonance with the aspirations of the community.

*“We value leaders who consistently demonstrate humbleness, creativity, innovation and revolutionary simplicity”. (R14)*

#### **4.7.4 Systems thinking and decision-making**

Ethical leaders defined and looked at their own world through using systems thinking, according to respondents. They know that in the systems there are several variables at play which influence each other for the development or demise of the system.

*“Leaders of local government reveal their deeper understanding through systems thinking and practices that enables them to view the municipality as an interconnected whole made up of several agents that are at work.” (R6)*

#### **4.7.5 Adaptive decision-making**

Respondents believed that ethical leaders in a municipality; adapt their decisions according to the situational context. They are never dogmatic or rigid and do not allow themselves to be easily influenced and won over.

*“Ethical leadership is by its nature adaptive because the situation in a municipality is never static or stagnant. A high level of flexibility is required for effective decision making.” (R4)*

#### **4.8 Ethical leadership tools**

Respondents were of the view that for ethical leadership to be sustained and permeate across the municipality, there should be certain tools in place. These tools come into play at stages of recruitment, induction and exit from the municipality. These tools would ensure that people who joined the municipality have a desirable track record and that the orientation stage has infused them with the values of the municipality: and furthermore, when they left the municipality that an exit interview was conducted to receive feedback on their views.

*“We are obliged to bring into our ranks people with impeccable credentials, inculcate in them our values so that they can internalise them and when they exit the municipality, we should receive feedback about what is working and what is not working.” (R1)*

#### **4.8.1 Ethical Incident Register**

Respondents pointed to the best performing municipality, the City of Cape Town, that had an Ethics Committee which checked the ethical maturity of their leadership. The Ethics Committee keeps the Ethical Incident register which records incidences of ethical nature that enhance the image of the municipality and records any unethical incidences wherein a departure from ethical conduct has been experienced. This assists the municipality to assess its ethical standing.

*“The municipality requires the establishment of the Ethics Committee that will keep the Ethical Incidents register which will help us with the picture of ethical standards in the municipality. This will also help in recording and acting on all ethical incidences whether positive or negative.” (R3)*

#### **4.8.2 Fraud and Corruption Register**

Respondents indicated that the best practice is for the municipality to keep the record of all fraud and corruption practices. This will assist the municipality to identify acts that are contrary to ethical leadership and those that enhance it.

*“We need the urgent developing of the Fraud and Corruption register that will be available to the public to name and shame. In this way it will dissuade leaders from committing acts that are unethical.” (R3)*

#### **4.8.3 Apparatus to ensure oversight and accountability**

Procedures for the establishment and strengthening of the oversight structures in the municipality must be undertaken. This should start with the review of those that are in existence and the recommendations for those that should be established.

*“Our oversight mechanisms should be strengthened and be given proper training and role clarification. In this way the fight for ethical leadership will be won. “Your Municipal Public Accounts Committee, Risk Committee and the Ethics Committee are cases in point.” R15)*

#### **4.8.4 Corruption surveys**

Respondents believed that surveys offered a methodology that would help the municipality gauge levels of corruption which constitute instances of unethical conduct. A sample should be drawn to get a sense of the extent of corrupt practices. This would further enable the leadership to install the proper foundations for ethical leadership.

*“The only systematic method to establish the lapses in ethical leadership and the creeping in of corrupt practices is through surveys. We need those surveys to objectively inform us.” (R3)*

#### **4.8.5 Consequence Management Register**

Respondents supported the implementation of consequence management as recommended by the Auditor General. This meant the municipality should take corrective action against those leaders that caused lapses in compliance and deviation from the normal processes as this amounted to ethical conduct.

*“Corrective action is necessary against those that undermine ethical leadership through departure from regulations and procedures should be brought to book. All officials should be held to account for each cent the municipality loses through unethical deals and transgressions. This must be applied consistently and promptly across the municipality.” (R12)*

#### **4.8.6 Auditor General Management letter**

After every annual audit, the Auditor General issues the management letter which highlights areas of deficiency and improvement. With details, all areas of non-compliance are highlighted, and leadership issues receive attention. The respondents believed that the management letter should be used as an instrument that clarifies the state of ethical leadership in the municipality. Council should implement all the recommendations that are outlined in the management letter.

*“The management letter of the Auditor General should be used as a yardstick in respect of ethical leadership. It is through it that the municipality will be able to do*

*introspection on all facets of ethical leadership. The recommendations should be made to be binding and should be implemented without delay or fail.” (R5)*

#### **4.8.7 Ethical leadership controls**

Respondents believed that lapses in ethical leadership were caused by lack of controls. Corporate governance prescripts were not effectively utilised to ensure that controls were in place like the disclosure of interests. The controls should also be checked periodically to ensure adherence.

*“We require ethical leadership controls that are in line with the regulations and are periodically monitored.” (R10)*

#### **4.8.8 Public contract management**

Respondents recommended that the contract management process of the municipality should be made available for public scrutiny. The contract registers should be available for the public to scrutinize and contracting should be a public exercise where members of the public could observe.

*“The public should have a right to scrutinize all the municipal contracts and be allowed to object to certain contracts if there is a conflict of interest or the contract is not above board.” (R14)*

#### **4.8.9 Public procurement**

Matters related to supply chain management or procurement had been a source of unethical decisions according to the respondents. To halt such deviations and to ensure ethical leadership, it was important that the municipality should adopt a transparent public procurement policy where the invitation would be extended to the members of the public.

*“Concealed procurement should be abolished to ensure transparency on all the procurement processes of the municipality.” (R13)*

#### **4.8.10 Compliance management**

Respondents stated that lack of compliance was the root cause of departure from ethical leadership. Leaders got tainted due to non-adherence to regulations and as a result got branded as being unethical. Compliance should be enforced through the appointment of a Compliance Officer.

*“We have to be so determined to enforce compliance to a point of appointing the Compliance Officer who will enforce compliance without fear or favour.” (R8)*

#### **4.8.11 Public representatives’ disclosures**

Respondents also stated that all leaders should declare all their assets and business interests in the public register. This would help to ensure that they and their relatives have no personal business involvements with the municipality.

*“We need a register for leaders to disclose their businesses and their relations to people who are doing businesses with the municipality. This declaration register should be available for public scrutiny.” (R1)*

#### **4.9 Ethical leadership interventions**

Respondents stated that there should be a rubric of guidelines adopted by Council to outline possible levels of intercession (including intervention by the Department of Cooperative Governance and Traditional Affairs) where there is a collapse of ethical leadership.

*“Council should outline when should it intervene, or the government intervene when ethical leadership is in a state of paralysis. This will ensure prompt intervention.” (R2)*

#### **4.9.1 Conduct of lifestyle audits**

The respondents suggested that conducting of lifestyle audits amongst senior leaders of the municipality to ascertain their sources of wealth and to make them account for unexplained riches was the most effective way to curb looting and wastage.

*“We need to vet our leaders to understand any swift gaining of unexplained wealth and make them explain their additional sources of money. The report must be sent to Council and to the provincial department.” (R14)*

#### **4.9.2 Awareness and advocacy**

Awareness raising interventions about the benefits of and the need for ethical leadership should be conducted amongst employees and the community. This would assist the employees to understand the impact of unethical leadership and conduct.

*“Our employees should know that ethical leadership ensures that the financial situation of the municipality will remain healthy and the community should also know that they should not pay for services that they should be getting free and they also should not corrupt our leaders.” (R6)*

#### **4.9.3 Mentoring and shadowing**

Respondents believed workplace entrants and young employees of the municipal system should be mentored around matters of ethical leadership: in addition, they should be allowed to shadow any role model of ethical leadership. In this way they would receive practical guidance and exposure to the intricacies of ethical leadership.

*“The principal method of learning ethical leadership is through mentoring and shadowing wherein our cadets are learning while working about matters of ethical leadership.” (R7)*

#### **4.9.4 Ethical ambassadors**

Respondents agreed that there was a need to identify employees who have distinguished themselves on matters of ethical leadership. These should be recognised as true

ambassadors of ethical leadership. They should have no history of impropriety or of unethical conduct. They should also be rewarded through public acknowledgement or financial incentives or considered favourably for promotions.

*“We need a cadreship of leadership that represents the ethical leadership attributes that we want to spread across the municipality. These are men and women we will be able to recognise; reward and publicly acknowledge”. They will be our ambassadors and we will parade them everywhere.” (R1)*

#### **4.9.5 Random assessments**

Respondents identified random selection assessments as part of a system used to keep leaders alert on matters of ethical leadership. These could be conducted by professional providers who possess the requisite competence to undertake such tasks. The feedback should be shared with municipal leaders during their performance assessment conversations with their seniors.

*“All leaders should be subjected to random and unannounced assessments to ensure that leaders do not drop their guard on matters of ethical leadership. Professional companies should be identified to conduct such, and the results should form part of the overall performance of leaders”. (R10)*

#### **4.10 Ethical leadership value-proposition**

The conviction amongst respondents was that ethical leadership had spin-offs for municipalities and these should be shown to employees. Ethical leadership ensured prudent use of resources and facilities. Accountability was heightened, and all activities show demonstrable value for money.

*“Our people have to know the benefits of ethical leadership and the optimal use of resources is guaranteed”. (R1)*

#### **4.10.1 Ethical leadership advantages**

Ethical leadership held advantages for the municipality according to the respondents. A relationship of trust was more easily established in an environment where ethical leadership exists. Systems, processes and procedures are clearly defined and clarified.

*“The advantage of ethical leadership is that ambiguity in the systems and processes is reduced and roles are clarified with ease.” (R6)*

#### **4.10.2 Ethical leadership disadvantages**

Respondents agreed that in respect of the damage done by instances of unethical leadership. There was no accountability and resources of the municipality were used for the benefit of the individual rather than the community they were meant for.

*“The absence of ethical leadership will leave us with resources that are diverted to individual benefits and the public money will be used for selfish and greedy ends.” (R15)*

#### **4.10.3 Ethical leadership enablers**

Respondents understood that ethical leadership does not arise spontaneously, but an enabling environment should be created by those in charge. The ethical leadership values should be communicated and enforced to enable consistency in the application of ethical leadership.

*“Our employees and communities entrust us with creating an environment where ethical leadership thrives and celebrated. This is an environment where we pronounce on the ethical leadership values and live by its principles.” (R1)*

#### **4.11 Ethical leadership capacity and capability development**

Respondents indicated that for the municipality to sustain ethical leadership, it should build capacity around knowledge of ethical leadership. This should, for example, be through ensuring that leaders of the municipality attend all conferences that address

ethical leadership issues. Ethical leadership knowledge enhancement and best practices should be part of the personal development plans of the municipal leaders.

*“We require the municipality to constantly replenish the ethical leadership capacity through capacity building initiatives available.” (R7)*

Respondents further believed that when the municipality had built capacity it would then continue build its own capability to ensure that its existence outlasts for many years to come. The capability of the municipality depended on the number of ethical leaders it had capacitated.

*“In response to building a capable state as espoused by the National Development Plan; we need to capacitate an army of ethical leaders to take us to next decade”. (R7)*

#### **4.11.1 Ethical leadership training**

According to some respondents the future of the municipality depended entirely on the continuing training of the leaders in ethical leadership requirements. This would expose them to modern practices in that field and assist them to benchmark the best practices across the world.

*“Ethical leadership is built upon the vision of training and development. To multiply ethical leaders, we have to train more as the municipality”. (R7)*

#### **4.11.2 Ethical leadership capability assessment**

Respondents indicated that as a prerequisite for appointment into leadership positions in the municipality, it would be prudent to implement use of a battery of capability tests.

*“We need tested leaders who have gone through the rigorous capability assessment.” (R4)*

#### **4.11.3 Ethical leadership competency dictionary**

The respondents were convinced that for ethical leadership to be entrenched in the municipality, it must create a new competency dictionary. The competency dictionary illustrated concepts that informed and were prevalent in the ecosystem of ethical leadership.

*“In our quest to entrench ethical leadership in our municipality our competency dictionary should encapsulate concepts like adaptability, building community loyalty and building positive working relationships and new work standards.” (R9)*

#### **4.12 Ethical leadership monitoring and entrenchment**

A respondent believed that without monitoring and evaluation; ethical leadership would not deliver desirable results to the municipality. Monitoring and evaluation would help in ensuring the impact of ethical leadership and so perpetuate a tradition of ethical leadership

*“Monitoring and evaluation obligates us to sustain and assess the impact of ethical leadership to ensure it has a permanent mark in the institution. Without monitoring, the performance of the municipality in ethical leadership will not be known and communicated”. (R5)*

#### **4.3 Conclusion**

This section presented the study participants' responses. These results presented in this study are of assistance in exploring the potential effects of ethical leadership in public institutions like Matjhabeng Local Municipality. The results identified key duties of an ethical leader, including transparency, fairness, open communication, keeping one's word, respecting the other people within the organizations, being very honest in one's dealings, setting good examples for the employees and the people one is leading, being of good character etc. Moreover, this chapter has presented and explored the deleterious results on the effects of unethical leadership. These effects include poor service delivery, low motivation of the employees and low commitment of employees. Therefore, unethical

leadership is detrimental for the day to day running of an organization. Furthermore, the results presented indicate that ethical leadership can contribute to the much better overall performance in an organization like Matjhabeng Local Municipality.

## **CHAPTER FIVE: DISCUSSION**

### **5.1 Introduction**

The research findings were outlined in the previous chapter. This chapter provides an interpretation of these results and offers a discussion of the main findings through a detailed focus on key themes, drawing on previous research.

### **5.2 Key findings**

#### **5.2.1 Ethical leadership concepts associated with ethical leadership**

The theme under review here focused on ethical leadership concepts which were looked at via references to the main characteristics of ethical leaders. The interviewees pointed out that ethical leadership entailed several characteristics, which included engaging in behaviours and activities which were morally upright, upholding ethical beliefs and values, treating people with respect and in a dignified manner and making sure that the needs and concerns of the community members were understood and properly addressed. They also pointed out that ethical leadership entailed ensuring that there was honesty and transparency. Moreover, the respondents also indicated that ethical leaders should be very straightforward in all their official workings with the community.

More importantly, the findings of the research also indicated that most of the top managers and leaders at the municipal organization in question had not engaged in ethical behaviours and could hence not be considered as ethical leaders. This had negatively affected service delivery. The findings of the research indicate that several so-called the leaders failed to exhibit some of the main features of ethical leadership which included being transparent and open, ensuring that there was open communication, keeping one's promises and being empathetic. These were the main features of ethical leadership, which ethical leaders ought to demonstrate adherence to. The findings of the research, however, indicated that these supposed leaders had not exhibited in such traits or lived up to the responsibilities of true ethical leadership.

The findings from the respondents were in line with previous research carried out by other different scholars. For example, apropos the characteristics of ethical leadership. Brown & Trevino (2012) pointed out that ethical leadership referred to a kind of leadership where individuals demonstrated conduct motivated by the common good which was highly appropriate in all areas of their life. Al-sharafi & Rajiani (2013) also pointed out that some of the major elements of ethical leadership included the leaders serving as examples or models to their followers and being aware of the benefits of ethical conduct and open communication.

According to Brown, Treviño & Harrison (2010) ethical leadership generally entailed making sure that the leaders had good relationships based on trust and respect, with their followers. Buble (2012) points out that effective leaders were those who believed that acting with honesty, integrity, equity, fairness, justice, as well as compassion brings about sustainable success. According also to Caldwell, Dixon, Floyd, Chaudoin, Post & Cheokas (2012), the major aspects of ethical leadership included justice, respect, honesty, humanity, and leadership. The findings of these studies were in line with the findings of this research.

#### **5.2.1.1 Ethical leadership as visionary leadership**

The findings revealed that the expectation was that ethical leaders should possess qualities of visionary leadership which meant that ethical leaders could foresee and visualise the future and were able to rally all the followers towards the attainment of the vision. Their goal setting skills were thus very advanced because they were accepted as institutional pathfinders.

Moreover, they should be able to refer to the past setbacks and out of them craft new lessons. Through such actions they were demonstrating elements that were key in giving direction into the future, to enable the municipality to fulfil its mission and vision and achieve its set goals (Kanungo & Mendoca, 1996).

### **5.2.1.2 Corporate governance**

The findings established that respondents did not see the difference between corporate governance and the ethical requirements of leadership responsibilities. This was supported by the United Nations Development Programme (2008) and Vyas-Doorgapersad, Subban & Pillay, (2008) who included the following principles as requisite for effective and ethical local governance:

- Participation of everyone in the affairs of the community to ensure that service delivered reaches all citizens.
- Rule of Law which signified the fact that the municipality in all its engagements and activities should ensure that those were within the ambit of the law and legislation is followed to the letter.
- Transparency to ensure that all municipal decisions are above board; not merely arbitrary and that they are for the benefit of the whole community.
- Equality which signifies the fact that the services are delivered in an equitable manner to all the beneficiaries.
- Responsiveness of the municipality to ensure that all queries are attended to promptly and in a cost-effective manner.
- The vision of the municipality as contained in the Integrated Development Plan should be the guiding point to ensure the municipality is able to attain the goals it has set itself.
- Accountability is a requirement that the leadership of the municipality should always exercise. It is accountable to the Council, the community, and this requirement is legislated.
- The oversight function of Council should always be fulfilled through reports and other instruments placed at the disposal of the municipality. Failure to adhere to the oversight responsibilities of the municipality would render the municipality dysfunctional.
- Efficiency and effectiveness should be what informed the deployment of municipal resources to ensure that the municipality delivered effectively with limited resources to ensure that there is always effective, even with limited resources.

- Professionalism should be what guides the treatment the citizens by the leadership and the officials. Citizens should be treated courteously and with respect and their queries addressed in an effective manner. Feedback is also a cornerstone of professional conduct.

### **5.2.1.3 Fiduciary duty**

The respondents contended that the leadership position brought with it a fiduciary responsibility which enjoined the leadership to be invariably accountable for the resources at their disposal. This postulation found expression in the City of Johannesburg's Code of Conduct (2010) which outlined the following requirements for councillors' behaviour:

- General conduct of councillors should not be questionable or be marred by allegations and actions of corruption and impropriety which impact negatively on the municipality.
- Disclosure of interests is compulsory in that councillors are advised to declare where they might be conflicted. Councillors are expected to disclose their business interests to avoid doing business with the municipality which is outlawed.
- Personal gain is prohibited where councillors consciously participate in decisions or participate in decisions where they have personal interest. In instances like this, they are expected to declare their interests and subsequently recuse themselves from such an item in a meeting.
- Declaration of interests is a requirement expected by council so that the council through the office of the speaker should be aware of the interests the councillors might have.
- Rewards, gifts and favours should be declared openly and subsequently be registered in the gift register which is placed in public for all members of the community to see.

It is therefore through following this adopted guideline that the municipality would be able to ensure that ethical leadership was maintained in the municipality. This should however

not be cast in stone but could be aligned to respond to the current context of the municipality.

#### **5.2.1.4 Reputation management**

The study showed that the reputation of the municipal leaders was the epicentre of ethical leadership: moreover, it indicated what practical steps were required to ensure that a reputation of ethical leadership was cultivated and how values should be shared to ensure awareness of qualities needed for ethical leadership. The leadership of the municipality should be grounded in a set of values and beliefs that should be viewed as ethical. Moreover, the leadership in a municipality should set an example to employees and the community in respect of what constitutes ethical leadership.

Ethical leadership was regarded as a key factor in the management of the municipality's reputation in the external environment and in conjunction with competitors (Blanchard & Peale, 1996). This was very important because of the experiences relating to the collapse in corporate governance and lack of diligence.

#### **5.2.2. Perceptions of ethical leadership**

Perceptions around ethical leadership came in different ways and in different context. The study however demonstrated convergence around an understanding that ethical leaders conduct themselves in a manner that did not attract negative publicity. The study also revealed that leaders were expected to conduct themselves in an open and transparent manner.

A further perception was that ethical leaders needed to be consistent in articulating ethical beliefs and actions as the centrality of their message. The communication from ethical leaders embraced a constant message about the importance of ethical conduct and how employees and communities should emulate ethical leaders.

A further perception about ethical leadership coming from the study concerned the use of resources in the disposal of leaders. Ethical leadership should be encouraging the

protection and diligent use of resources in the custody of employees and the community. An expectation about the prudent use of resources was found in the leadership and across the entire municipality.

The moral duty of ethical leaders, according to the findings was that they were expected to defend the municipality against acts of corruption, looting, fraud and financial impropriety. This should be done through putting in place mechanisms that would make it difficult for people to unduly benefit through acts of corruption and fraud.

Constant accountability according to the study was another way the respondents perceive what constituted ethical leadership. Leaders should always be expected to account to all the employees and community for their actions and their employment of resources. In this way it became easy for the community to get reports in respect of all that was happening in the municipality.

According to Nnablife (2010) an effective leader led an organization transparently and presented in a consistent manner a good example in all facets of an organization.

#### **5.2.2.1 Ethical leadership conception**

The study revealed that the respondents did not very much concern themselves with the origins of ethical leadership, but their understanding was that ethical leadership brought with it certain qualities which related to behavioural disposition, decision making and astuteness. According to respondents, ethical leadership was conceived from concepts like loyalty and faithfulness. Participants expected leaders not to be loyal to organizations or individuals; but rather to the municipality they served. Moreover, they felt that this loyalty was a constitutional imperative as the municipalities and their existence were embedded in the constitution.

Some respondents believed that ethical leadership was conceived around integrity and the respect for rules, with councillors making periodical declarations about business interests and practices and instantly informing the Speaker of the Municipality about any

conflict of interest. Any failure to make these declarations always led to audit queries by the Auditor General.

The way ethical leadership was conceived also embraced lack of favouritism, being courageous and firm in all instances, displaying honesty in advice and sound judgement. The understanding that these traits, if built, would grow across the municipality. This was in line with Brown *et al.*, (2005) who identified three key imperatives of ethical leadership i.e. being an embodiment of ethical leadership providing fair treatment to all and managing morality actively.

#### **5.2.2.2 Ethical leadership effectiveness**

The study had outlined what respondents considered to be the degree of effectiveness of ethical leadership. The effectiveness of ethical leadership was residing in the truthfulness of the leadership. This could ensure that leadership was beyond reproach and never vacillated when it came to providing feedback, including the accuracy of the reports submitted to the municipal council.

For the participants leadership was expected to keep appointments, be punctual and meet all the commitments made to their communities and employees. In a municipality these commitments were outlined in the Integrated Development Plan which outlined the five-year goals of the municipality. If the leadership failed to attain what was contained in the Integrate Development Plan, this amounted to unethical conduct.

Ethical leadership was effective when the brand of the municipality remained untainted because the actions of the municipality were clean and were not self-serving. Moreover, according to Banerji & Krishnan (2000) ethical leaders were effective since they influenced all employees and communities to make ethical choices.

#### **5.2.2.3 Principles of ethical leadership**

The study provided an understanding of the principles associated with ethical leadership. These principles found expression in what Chapman (2000) referred to in his discussion

of the seven principles of public life identified by the Nolan Committee in the United Kingdom: These principles for ethical leadership are as follows:

- The abiding selflessness that enjoined all public servants to take considered decisions that were embedded on the public interest. These decisions should be of no benefit to any of the people related to them; either materially or otherwise.
- The enduring integrity that placed a demand to holders of public office to refrain from placing themselves under any financial or other obligation to anyone in a manner that might be construed as being captured to a point where it clouded their judgement.
- The sharp objectivity that compelled leaders to carry out public responsibilities, including making public awarding of contracts; appointments and other rewards that were considered for merit.
- The constant accountability which compelled all public leaders to be accountable for their decisions and judgements; including actions to the community and should submit themselves to any regulated scrutiny appropriate to the office they were holding.
- The sustained openness that called upon leaders of society to be open about all the decisions and actions that they undertook. They should provide rationale for their decisions and provide information which was of public interest and not restricted by law or privilege.
- The professional honesty which compelled the public leaders to establish a duty to declare all private interests relevant to their responsibilities and ensured that steps were taken to resolve all matters of conflict of interest.
- The ethical leadership style that promoted and supported the principles of clean governance and actions, including being exemplary.

Beauchamp & Bowie (1988) indicated in their business ethics studies that the principles of respect, justice, service, community and honesty were a foundation for the establishment of sound ethical leadership.

### **5.2.3 Characteristics of ethical leadership**

The findings of the research also established that some of the main characteristics of ethical leaders included being empathetic, being open and transparent in their dealings, being honest in their dealings, rewarding ethical behaviours, and keeping their promises. Ethical leaders should also make sure that they respected the other people within the organizations. They should also be able to set good examples for the employees or their followers and to the individuals they led. They should be of good character besides striving to engage in ethical conducts. However, the findings indicated that the managers and leaders at the municipality in question were generally not ethical leaders. They had not been able to perform the kinds of duties which ethical leaders ought to perform and this had resulted in several problems, some of which had led to strikes among the employees and demonstrations by the members of the community owing to poor service delivery by the municipality.

When the respondents were asked how they rated their management's behaviour in terms of ethics, most of them indicated that the behaviours of the leaders and top managers at the organizations were generally not ethical: for example, some were suspected of engaging in corrupt deals. The findings of the research pointed out that the managers and leaders were lacking some of the main features of ethical leadership. Eisenbeiß & Brodbeck (2014) pointed out that ethical leaders should act as the role models of the other people while Giessner & van Quaquebeke (2010) argued that ethical leaders were charged with the responsibility of making sure that their followers complied with stipulated ethical values. Ethical leaders should strive to monitor their employees to make sure that they complied with the set standards. Any kind of violation should be punished, and at the same time, compliance ought to be rewarded.

According to Hassan, Mahsud, Yukl & Prussia (2013), ethical leaders ought to be visionary. As Hsin-Kuang Chun-Hsiung & Dorjgotov (2012) also pointed out, ethical leaders were charged with the role of properly articulating their vision to their followers in an authentic manner, thereby "enlivening" them into action. Moreover, according to Litschka, Suske & Brandtweiner (2011), ethical leaders needed to be virtuous. The

research findings indicated that the leadership in question was failing to live up to these sorts of requirements, as was also the case about the following points in respect of the characteristics of ethical leadership as articulated by Freeman (2006):

- That the ethical leaders possessed the ability to articulate and embrace the purpose and values of the municipality.
- That the ethical leaders were preoccupied by the focus on the municipal success and individual excellence.
- That the ethical leaders searched and found the talented people and supported them to excellence.
- That ethical leadership created profound and living ethical conversations in respect of values, upright morality and leadership ethics which attracted stakeholder value for the community.
- That ethical leadership created mechanisms to accommodate and resolve dissent.
- That ethical leadership displayed a charitable understanding of others' value.
- That ethical leadership made tough calls whilst being largely imaginative.
- That ethical leadership framed actions in and around ethical terms.

#### **5.2.3.1 Ethical leadership qualities**

Ethical leadership was centred around several principles which, when combined, build the qualities inherent in ethical leadership. These were the leader's principles and disposition which signified leadership which operated and revolved around the collective wisdom and efforts. Further than that there was also a "citizenry" principle which demanded respect for colleagues, leaders and communities and built teamwork to share a common destiny and vision. This required the ethical leader to connect with all employees and politicians in the municipality with a clear objective of rallying them for the attainment of the shared vision of the municipality.

The processes' principles enjoined the ethical leadership to ensure that all decisions taken were processed according to the decision tree that was laid down by the municipality so that the benefits were in line with the objectives that had been set. The

context principle was there to assist the ethical leadership to apply sound judgements before taking decisions. This was to ensure that the leaders acted without bias.

### **5.2.3.2 Ethical leadership behaviour traits**

According to the findings of the study in respect of the traits of ethical leadership behaviour traits identified include stable personal characteristics: in other words, individuals conducted themselves in a predictable way across time and situations and onlookers describe the person in those terms. The key traits that were linked to ethical leadership were integrity; trustworthiness and honesty. Integrity was simply defined as the quality of being and acting with honesty and possessing strong moral principles. Trustworthiness referred to the attribute of being relied upon and wholly truthful.

Virtues of ethical leadership as espoused by Plato (cited in Scott Richert 2018) were in line with the respondents' views as relevant to ethical leadership traits: e.g.

- Ethical leadership involved prudence as a trait.
- Ethical leadership dispensed justice.
- Ethical leadership demonstrated fortitude, i.e. the courage to take risks for a worthwhile idea. A courageous leader would face difficult situations and strive to act positively to overcome obstacles to do what was morally upright.
- Ethical leadership exhibited temperance, i.e. the ability to distinguishing between what is reasonable and necessary and what was merely self-indulgence.

### **5.2.3.3 Ethical leadership mindset**

The respondents viewed ethical leadership as a matter of mental outlook: this meant that their contention was that ethical leadership could only be exercised if the leader is psychologically responsive. This was in line with Linda Kaser and Judy Halbert (2009) who identified six distinct mind-sets that characterised the way successful learning orientated leaders operated and made sense of their professional world: These leaders were: motivated by intense moral purpose, they were knowledgeable about current models of learning, they were consistently inquiry-oriented, they could build trust relationships, they were evidence-informed and able to act wisely.

#### **5.2.4 Ethical leadership personalities and attributes**

According to the respondent's ethical leadership depended on unique personalities and outstanding attributes. These were interchangeably referred to as key dimensions of ethical leadership.

Katja *et al.*, (2010) had outlined five dimensions of ethical leadership that even enhanced an ethical culture in their organizations. These dimensions were relevant in the municipal environment, they revealed that ethical leaders were agreeable and prepared to embrace righteousness. Furthermore, they were altruistic and trusting, they were also seen as being selfless and kind-hearted. They prioritised the good of mankind and were not individualistic. They demonstrated openness in their dealings, were imaginative in their thoughts and plans, displayed inquisitiveness in their analysis of matters and were extremely insightful in their exploration of issues.

Extraversion was another personality trait that was exhibited by ethical leaders. This trait was derived from the Big Five Personality theory of Goldberg (2017) which described them as being very active in doing their work, assertive and articulate, particularly as they were visionary, and they were also sociable being with and keen to participate in activities that build teams. Finally, ethical leaders were conscientiousness, meticulous and scrupulous. These traits gave them the ability to be team members and dependable. Their work ethic was high, and they were dutiful and determined in all the assignments given to them.

##### **5.2.4.1 Honesty and transparency**

The finding in this sub-theme was that an understanding amongst the respondents was that ethical leadership grew out of the actions and habits the individual leaders chose to live by until they became integral to their lifestyles. These leaders always acted with due consideration and care in terms of all factors and consequences likely to arise. The habits that ethical leaders build up included respecting the office they held, together with the responsibilities attached to that office.

The respondents advocated formal training in ethical leadership to augment all other trainings offered by the National Treasury. This training should comprehensively address matters of ethical leadership and its manifestation across the municipality.

According to Mafunisa (2001) this training would create ethical leadership that was professional and with knowledge and acquisition of relevant technical skills enhanced through formal experience. This was the only investment the Matjhabeng Local Municipality can make in ethical leadership.

#### **5.2.4.2 Diligence in work**

The respondents found it difficult to separate ethical leadership from diligence. Their understanding was that although diligence was a governance requirement it was also a competency requirement.

According to Matovu (cited in du Plessis, 2003) there were certain considerations when the municipality addressed the matter of diligence, e.g.

- Unethical attitudes of local government leadership which if unchecked will permeate across the municipality.
- Constant and increased dialogue and conversations between communities and the authorities.
- Recruiting; retention and up skilling of professionals to local government.
- Establishing integrity within and outside local government.

#### **5.2.4.3 Moral fibre as an inherent quality**

The findings in respect of this sub-theme emphasized that ethical leadership should not only be sustained but it should be reinforced to ensure that the ethical culture was deepened in the municipality. For example, institutional terminology should be altered to remove ambiguity and ensure clarity in the ethical leadership activities. All the leaders of the municipality should be informed so that they knew and understand what ethical leadership was. This might be via workshops to educate the leaders to stay away from corrupt; fraudulent and devious intentions and actions. The level of incorrigibility amongst

the leaders in the municipality should be mitigated to a point of being expunged completely.

To ensure that moral fibre in the municipality be strengthened another step could be to develop an Integrity Manual to serve as a handbook providing immediate guidance to all leaders on matters of ethical leadership. The respondents also believed that the manual must be supported by the policies and regulations that are adopted by Council to guide leaders of the municipality.

According to Hood (2003) there was a relationship between the leadership disposition and ethical practices. Therefore, the ethical leader conducted the business of organizational leadership in a manner consistent with the ethical principles and values set.

#### **5.2.4.4 Value system in ethical leadership**

The study revealed that some of the respondents had certain values that they related to ethical leadership, e.g. humility, rational thinking, an evaluative approach to matters and inclusivity. Respondents expected all ethical leaders to have humility because they dealt with various groups in the municipality who all expected mostly free service from the municipality. Rational thinking was important because in providing solutions to challenges facing the municipality, ethical leaders needed to apply their minds in an objective manner. Objectivity was required because it enabled the leader to look at all aspects from different sides to get a better view. Lateral thinking was important because it enabled the ethical leader to avoid the more traditional linear approach.

Challenges in the municipality were diverse and therefore required leaders to think out of the box. Routine approaches to challenges did not assist in many instances. A more evaluative approach enabled the leader to evaluate all matters as presented to determine cost benefits or returns on investment. Inclusivity was necessary because there were different players and interest groups in the municipality. Ethical leadership enabled the

consideration of all groups and ensured that everyone was on board in matters concerning the municipality.

The findings were in line with Hind et al (2009) who highlighted the following values as integral part of ethical leadership, integrity, care, communication, open mindedness and responsibility. These values had been important by employees and leaders in the municipality.

#### **5.2.4.5 Transcendence in ethical leadership**

The finding was that ethical leadership was viewed as synonymous with transcendent leadership since they both had the quality of strategic thinking and could look at the Municipality in the long term. Ethical leadership and transcendence required foresight and planning.

Transcendence was a strategic leadership style wherein the leader led within levels of self, others and organization. It had the characteristics of emotional intelligence which emphasizes awareness of self, others and the Municipality.

Crossan et al (1999) defined transcendence as leading within and across all levels. This could also be termed as strategic leadership which espoused an emphasis of the Municipal vision and strategic direction.

#### **5.2.4.6 Trust in ethical leadership**

Another finding was that ethical leaders-built trust across the municipality through giving trust. This, it was felt would ensure that their actions and statements made it easy for employees and communities to have trust in them.

This belief was in line with what Argyris (1970) who saw trust as an important component of successful working relationships between leaders and employees and community thereby fostering cooperation, managing of differences, encouraging information sharing and ensuring increased openness and mutual acceptance. Moreover, if leaders wanted to build trust in the municipality, they might have to start trusting first.

### **5.2.5 Ethical leadership behaviour**

The respondents believed that most ethical leaders demonstrated a healthy pride, but not vanity, in preserving a dividing line between them and the corrupt leadership that had infested all echelons of power in government. These ethical leaders were driven by the patience and tolerance to achieve the desired results.

When confronted by moments of decision-making, ethical leadership exercised sound and proper judgement and prudence. In these moments of decision-making, all relevant facts and information were considered, and the applied intelligence was brought into play to ensure good decisions.

It was felt that ethical leaders would strive for the attainment of goals and continuing to take all the necessary steps to achieve them even if this involved sacrifice and personal risk. Furthermore, this study defined ethical leadership as the capacity to perceive and discern all matters in a rational and scientific manner.

According to Schwartz (2013) there should be no conflict between the executives' desire to conduct themselves in a way that fulfilled their ethical obligations and what their personal desires honestly demanded.

#### **5.2.5.1 Treating people with respect**

Ethical leaders showed concern for the employees as demonstrated by their actions. They treated people in a humane way and with dignity regardless of their standing in the municipality. Similarly, according to Kouzes & Posner (1992) ethical leadership could be viewed in terms of healing and energising powers of love with recognition that leadership required a reciprocal relation with followers. The ethical leader's mission was to serve and support and his passion for leading came from compassion.

#### **5.2.5.2 Keeping their word**

According to the study on the sub-theme in respect of keeping promises, some of the respondents believed that ethical leadership manifested itself through leaders making

promises that they always should strive to fulfil. True ethical leaders kept their word on every matter and further provided feedback when there was a delay, or the circumstances had changed to the extent that an undertaking could not be fulfilled.

Local government was about promises that emanated from the manifesto of the political party that was governing. According to respondents, ethical leadership was about delivery of all priorities contained in the manifesto on whose basis voters chose to vote.

Mayer *et al.*, (2012) accentuated this point by stating that ethical leadership was manifested through the actions of leaders that were fair and truthful and which extended to keeping of promises.

#### **5.2.5.3 Promotion and enhancement of communication**

According to the study ethical leaders were change agents in the municipality and their anchor rested in communication through which ethical leaders strove to keep the stakeholders informed. It was an imperative that the community was kept informed about all the developments in the municipality. This should be through meetings, leaflets, media and word of mouth delivered by agents of the municipality.

Respondents believed that communication was connected the leadership and the employees, with employees transmitting this information to the citizens. This was to avoid mixed messages being taken to the community. Ethical leadership streamlined communication through appointing communication agents, developing communication policies and strategies and receiving feedbacks through surveys about the effectiveness of their communication strategies.

According to Neubert *et al.*, (2009) ethical leadership was manifested in the style of leadership, wherein managers displayed appropriate behaviour that was in concert with personal activities and relationships promoted through communication and decision making. Ethical leadership communicated transversally throughout the Matjhabeng Local Municipality and strove to enhance relationships with all stakeholders.

#### **5.2.5.4 Setting good examples and participatory leadership**

All respondents held the view that ethical leaders should be exemplary and should exhibit qualities that represented an untainted reputation and dignity. The leadership should live their lives within the values that should be emulated by their employees or their communities. They provided an example as to how employees should conduct themselves so that they should not put the image of the municipality into disrepute. They were aware that they represented the municipality they work for. As the ethical leaders lived and worked, they demonstrated through their actions and decisions the kind of municipality they wanted to construct.

The study revealed that ethical leaders would attempt to ensure that all important players in the municipality were given a chance to make an input in the transformation of the institution. Every stakeholder and interest group would be deemed important because when the leadership marginalised other players in local government, this would cause divisions and anarchy.

This finding is in line with Othman & Rahman (2014) who indicated that ethical leaders should lead by example to ensure that their conduct resonates across the Municipality. The way leaders conduct themselves led to the way the Municipal culture is shaped.

#### **5.2.5.5 Sense of justice**

It was felt that ethical leaders were concerned about issues of fairness and justice. They made it a top priority to treat all their subordinates in an equal manner. Justice demanded that leaders placed issues of fairness at the centre of their decision making.

According to Rawls (1997) a concern with issues of fairness was necessary for all people who cooperated to promote their common interests. The Municipality was expected to apply discipline in a manner that was consistent and fair. Lack of fairness led to lack of trust in the leadership. When trust was lacking in the organization, the values of the organisation were eroded and lost, leading to lawlessness.

### **5.2.5.6 Fairness and service oriented**

The study revealed that the leadership members were aware that ethical leadership was fair and that they needed to prioritise service delivery to the communities. Moreover, that these services were supposed to be delivered in an equal manner for all communities. Mafunisa (2001) in line with this finding asserted that fundamental value and principle amongst others required the provision of service in a fairly; equitable and impartial manner.

### **5.2.6 Ethical decision-making**

The respondents considered the decision-making process to be crucial for ethical leadership. Leaders rose and fall because of the decisions they take. The decisions they took determined whether they stay in power. These beliefs were in line with Terry Cooper's (1998) model for public service decision-making which proposed three steps that any ethical leader must be able to apply:

- The descriptive task referred to a stage when a problem came to an ethical leader's attention who then gathers more business intelligence on the matter.
- The stage of defining the ethical issue and then articulating the applicable values and the principles at stake.
- The process of then identifying alternative courses of action.

#### **5.2.6.1 Being decisive and transformational**

According to the respondents, transformational leadership should be based on the following key elements: inspirational motivation, being intellectually stimulating, and idealised influence.

Messick and Bazerman (1996) indicated that ethical leaders improve ethical decision-making through always basing their decisions on the available data rather than on instincts. In uncertain situations, the best guide came from close attention to the real world. The decision making should also be based on breadth, i.e. an assessment of the

full range of consequences that policies may entail. An ethical audit of a decision must consider the outcomes for all stakeholders.

#### **5.2.6.2 Demonstrating authority**

The respondents believed that authority was the legitimate power derived from the senior position that a leader had. They further concluded that the exercise of that authority was also very important because it then distinguished whether there were elements of ethical leadership. The conclusion was that ethical leaders are those who exercise authority for the benefit of the people they serviced not for themselves or their cronies.

Unethical leaders on the other hand, exercise authority selfishly and to advance patronage networks. Consequently, communities received no service at all or receive substandard service. The authority was also used to perpetuate corrupt practices and to satisfy rogue elements in the municipality.

Therefore, the respondents indicated that authority was a legitimate attribute of ethical leadership and it was important that ethical leaders handle authority with care. These responses were in line with Trevino *et al.*, (2000) who pointed out that ethical leaders had acquired the authority legitimately placed upon them to reign over the municipality and that the reciprocal expectation was that they were to exercise it with skill and care- and selflessly.

#### **5.2.6.3 Value based decision-making**

In their execution of their responsibilities true ethical leadership subscribed to a solid set of ethical values and principles. They endeavoured to be objective and fair. They displayed concerns about the broader society and community. Ethical leadership relied on upon several ethical decision-making rules such as the golden rule and the “New York Times Test” which involved the ethical leaders asking themselves whether they would like to see the action they were contemplating on tomorrow’s morning’s front pages.

According to Trevino et al (2000) ethical leaders felt free to share their values with people they interacted with, as these values are based on a consistent reputation for integrity and for boosting and encouraging people when they did well.

#### **5.2.6.4 Systems thinking decision-making**

The study revealed also that respondents believed that ethical leadership involved the ability to navigate the system in the municipality. They believed that the municipality was made up of different agents and variables and that these were connected and influenced each other. These variables worked in concert to either ensure the maturity of the municipality or to signal the decline of the municipality. Ethical leadership took this into account and ensured that these systems were managed in such a way that they benefitted the municipality.

System thinking in this regard was important because if it was marshalled properly it also helped enrich the cybernetics which ensures controls in the municipality. Linear thinking was believed not to be a solution in the municipality because the municipality was a dynamic entity and should be attended to from that perspective. This approach was in line with Stroh (2015) who indicated that ethical leaders in a systems environment typically made considered decisions and cultivated character strengths.

#### **5.2.6.5 Adaptive decision-making**

The study revealed that the respondents' belief was that ethical leadership in a municipality was informed by advanced analytical abilities and cognitive skills. These enabled them to adapt their thinking and decision-making to the instant demands of the communities. They also allowed them to be highly flexible and adaptable thereby giving them a high level of resilience. Resilience empowered them to stay the course under difficult and adverse situations. The engagements at the municipality frequently got highly confrontational: such situations required mediation and conflict management abilities.

These views were in line with Senge's (1990) argument that adaptive decision-making in ethical leadership required complex leadership from leaders who thought systematically and who were committed to organizational learning.

### **5.2.7 Ethical leadership tools**

Respondents believed that the municipality should develop tools that would ensure that ethical leadership was the chosen culture in the municipality. These checklists were used in other countries to ensure that the reporting on ethical leadership was streamlined and targeted.

The Urban Corruption Surveys (2015) used in Kenya and Brazil should be undertaken twice a year and used as a barometer to establish the extent of ethical leadership in the municipality. Ethical leadership in the municipality would be known and understood through the eyes of the ordinary citizens and ratepayers.

The Participatory Corruption Appraisal as outlined by Mirugi-Mukundi (2006) had been used in Indonesia where municipal leaders were assessed in respect of their ethical standards and maturity. This process helped the user municipality and council to ensure that there was a measuring tool on matters of ethical leadership.

Report Cards as espoused by Trevino *et al.*, (2003) and used in India, the Philippines and in Bangladesh were also examples that should be considered. These report cards were filled, and the leaders underwent interviews in respect of what ethical matters they were been busy with.

Awareness was raised in respect of the importance of the annual reports for assessing the performance of the municipality at all levels. This also encapsulated the measurement of leadership in the performance standards and the achievement of the targets set. The Matjhabeng Local Municipality should also design the ethical leadership scorecard for all the leaders in the organization.

### **5.2.7.1 Ethical Incident register**

The study under review demonstrated that the respondents indicated that the municipality should keep a register that records all the incidences of an ethical nature. This would record all categories of ethically significant instances. The Ethics Committee should update this register and subsequently report to Council about the ethical trends in the municipality. The municipality put in place mechanisms to control the ethical dispensation in the municipality as is done in the City of Cape Town which operates such a system.

Ethics Committees as contained in King Four by Institute of Directors (2016) enjoined the municipality to establish this committee to reinforce ethical leadership in a municipality. The Municipality was subsequently compelled to act on the recommendations of this committee.

### **5.2.7.2 Fraud and corruption register**

The study highlighted that the respondents' belief that the instruments that combat unethical conduct were not enough. For example, there was no for fraud and corruption register. The Auditor General required such a register to be kept and updated for council and the public to have access to information about corruption. This register could also be used as a barometer to measure the extent of these practices. The register would also highlight any corrective measures that had been undertaken to combat these unethical actions.

SALGA (2015) referred to the Local Government Municipal Finance Management Act (2003) which enjoined municipalities to keep a record and register of all cases impropriety for reporting to council. Council must investigate and remedy all such acts.

### **5.2.7.3 Apparatus to ensure oversight and accountability**

The study concluded that apparatus and instruments existed that should ensure oversight and accountability were properly catered for by the municipality. Councils were required by legislation to take charge of overall oversight via the reports that they received from

the Committees they had set up and the Mayor. These reports should include the finance and performance reports that should have been compiled by the municipal administration.

The committees of council were also required to report to council to ensure that council performed its oversight function. The Municipal Public Accounts Committee was mandated by Council to investigate matters of financial misconduct and irregular and fruitless expenditures and recommend remedial action. Council was required to endorse and implement all these reports and recommendations. The Risk Management Committee was mandated to assess and mitigate the risks the municipality might be exposed to. This committee looked at the municipality's risk exposure to ensure that problems were detected before damage is done.

The Ethics Committee must monitor the ethics trends in the municipality and identify the red flags so that the municipality could take corrective actions. There was also the Audit Committee established by council with members who possessed knowledge and expertise on financial matters and how the resources of the municipality were best utilised.

The respondents however demonstrated reservations about the effectiveness of these committees and further recommended that the Municipality's ability to hold people accountable had to be strengthened. They demonstrated concern about the prevalence of serious transgressions and apparent impunity with which these could be committed.

This was all in line with SALGA's (2015) references to Section 166 of the Local Government: Municipal Finance Management Act (2003) which required that all municipalities have Audit and Risk Committees in place to establish checks and to mitigate against fraud and corruption.

#### **5.2.7.4 Corruption surveys**

The study revealed that the municipality did not conduct surveys to test the view of the stakeholders about ethics and leadership: hence there was no strategy for establishing

the extent of the ethical challenges (e.g. incidences of fraud and corruption) the municipality was facing. The respondents recommended that such surveys should be conducted by independent professionals twice a year and the results shared with council.

The United Nations Office on Drugs and Crime (2018) had established a manual on corruption surveys to ensure that periodically a survey could be undertaken to establish the extent of corruption in the municipality.

#### **5.2.7.5 Consequence management register**

The respondents reported that for three consecutive years the Auditor General had highlighted the lack of consequence management as a weakness in the municipality's compliance system. The Auditor General had instructed the municipality to investigate all actions of impropriety and take corrective actions against all officials that were responsible. This included recovering the money that might have been lost due to improper actions by employees or service providers. Respondents believed that to entrench ethical leadership, it was imperative that council should implement consequence management to compel employees and leaders to act with diligence in all instances.

The Auditor General (2015) referred to the Public Audit Amendment Act (2018) that had been established to strengthen consequence management and ensured that accounting officers were held responsible for acting on matters of impropriety and irregular expenditure.

#### **5.2.7.6 Auditor General Management Letter**

The respondents suggested that the Auditor General's management letter which highlighted lapses in leadership was not given sufficient attention. The Auditor General had compiled this report after doing an audit to indicate what he had found as strengths and deficiencies in the controls and compliance actions of the municipality. In this letter the Auditor General started by assessing the leadership competencies and the leadership composition. This was taken further to indicate whether leadership provided sufficient assurance in respect of the responsibilities attached to all categories of leadership.

The Auditor General urged the municipality to use the management letter as a yardstick to gauge their abilities and competency levels. The respondents felt that the recommendations of the Auditor General should be implemented fully to ensure responsive and ethical accountability in the municipality. Furthermore, according to the Auditor General's report (2017), the purpose of the management letter was to provide feedback on the findings of the audit which comprised of information from the financial statements and the compliance and performance assessments as conducted in a year.

#### **5.2.7.7 Ethical leadership controls**

The findings were that the lapses in ethical leadership could be attributed mainly to the absence and lack of controls. The essential critical controls were not in place and those that were in place were inadequate. The corporate governance prescripts had not been effectively utilised, and this could be discovered through lack of training programmes in corporate governance as prescribed by the Institute of Directors (2016) in the King Four report.

#### **5.2.7.8 Public contract management**

The lack of transparency in how the municipality did business was emphasized by all the respondents hence protests and complaints about corruption in the contract management processes were highlighted. It was then agreed that the process of contracting should be open to the public and the information and contracts that the municipality entered should be freely available for scrutiny. A quarterly register of contracts that the municipality entered into should be reported to council for noting as this function resided with the Accounting Officer. The periodical assessment of the performance of all contracts should be done by the leadership of the municipality to ensure that the municipality serviced the contracts that were active and responsible for delivering services.

According to the South African Local Government Association National Conference (2011) a special effort was essential to ensure that municipal, contracting arrangements were as transparent as possible to eliminate corrupt practices.

#### **5.2.7.9 Public procurement**

The findings revealed that all complaints about the unethical conduct of the leadership emanated from supply chain management matters. The correct procurement procedures had not been followed in the procuring of goods and services thereby leading to irregular expenditure. The other concern had been that the procurement deviation levels were high and hence a cause for concern. This situation was exacerbated by lack of procurement plans by the municipality thereby leading to random purchasing that subsequently led to unplanned expenditure.

To address this challenge, procurement processes were to be opened to the public with objection mechanisms put in place for any procurement process that might not have been conducted in a fair manner.

The research findings were in line with SALGA (2015) in terms of the Municipal Supply Chain Management Regulations (2005) which enjoined the municipality to ensure that supply chain practices and policies reflect fairness, transparency, and competitiveness, together with the proper cost effectiveness elements.

#### **5.2.7.10 Compliance Management**

Most respondents believed that local government was an over regulated sector. However, the reason for this overregulation was the vulnerability and susceptibility of the municipal system to corrupt activities and looting. Nevertheless, despite all the regulations, leaders had been found to be unethical through not complying with all the prescripts.

The establishment of a compliance office and the appointment of the compliance officer reporting directly to council on matters of compliance was an attempt to find a solution to these problems. Compliance management was an important tool in ensuring that there were internal controls in the Municipality.

SALGA (2015) referring to Section 128 (c) of the Local Government: Municipal Finance Management Act (2003) directed the promptly reporting of any non-compliance by the

municipality to Council, Auditor General and Treasury, accompanied by a detailed motivation.

#### **5.2.7.11 Public representatives' disclosures**

The Auditor General in all findings for the past three years had found evidence of officials and leaders' relatives doing business with the municipality. This situation was untenable as it involved a conflict of interests. The respondents believed that disclosures should be made and updated to ensure that all people who were doing business with the municipality had the proper business credentials. The respondents further requested that the municipality should establish a register for leaders to disclose their business interests and that this register should be made available for public scrutiny.

In line with this finding, SALGA (2015) had referred to Section 124 (1) of the Local Government: Municipal Finance Management Act (2003) with the recommendation that disclosures be made by councillors and managers in the financial statements regarding all relevant finances and assets.

#### **5.2.8 Ethical leadership interventions**

Respondents suggested that there should be a procedure and process manual to outline the process of intervention whereby ethical leaders should be guided. This document should indicate at what stage different levels of authority needed to intervene when any situation got out of control. The level of intervention should include both the Department of Cooperative and Traditional Affairs and the national department.

The National Anti-Corruption Summit of South African Local Government Association (2013) supported this view by tackling the issue of enhancing leadership integrity through standard operations manuals and increasing levels of accountability through constructing effective governance and resilient systems at municipal level. These systems are expected to be spread across all municipalities in the country and Matjhabeng Local Municipality is no exception.

### **5.2.8.1 Conduct of lifestyle audits**

The study revealed a need for lifestyle audits that should be undertaken to assess if the leaders lived within their means and to check on any unexplained wealth gained by the leaders. It was important that the Municipality should check the lifestyle of all leaders to ensure that where there were signs of leaders living beyond their means, there must be scrutiny and investigations in respect of the sources of additional income. This was an audit that should be conducted by the South African Revenue Service as they were legally permitted to do so. Whether the leadership had other bank accounts should also be investigated.

Minister Gordhan (2018) in a written reply to the Democratic Alliance MP, Alf Lees indicated that the lifestyle audits would be paid attention to as a first phase to supply chain management; past and present employees in the public sector and auditors to minimise the risk exposure and prevent abuse of office.

### **5.2.8.2 Awareness and advocacy**

The study thus indicated that there was lack of awareness about the importance of ethical leadership. There had been insufficient information on the importance of ethical leadership for both the municipality and the society at large. Hence there was a need for a formal programme to communicate the potential effects and the essence of ethical leadership. This awareness should be provided via workshops and summits conducted by the experts in this field.

SALGA (2015) in its risk management framework prescribed methods for communicating pertinent information to timeously empower leaders and employees to respond to ethical risks and impropriety. This was in line with the findings of the study.

### **5.2.8.3 Mentoring and shadowing**

Respondents had an expectation that ethical leaders should be emulated and served as mentors and models so that employees and community members could learn from their example. Social learning theory suggested that individuals were influenced by observing

role models and learning about appropriate behaviour vicariously through witnessing what was rewarded and what was punished, or which actions attracted attention, and which did not.

According to Bandura (1986) for the person to be a role model, credibility and attractiveness were important considerations. This is further accentuated by the Section 76 of the Companies Act (2008) which enjoined directors to act with the requisite degree of care, skill and diligence that a person of that calibre was expected to display.

#### **5.2.8.4 Ethical ambassadors**

The respondents indicated that the municipality should have dedicated champions viewed as the agents promoting the value of ethical leadership. Employees and members of the community who were able to be looked upon as the embodiments of ethical leadership needed to be identified. They should have a history of being highly ethical and should have taken decisions that made them appear as symbols of clean government. They would report to Council in respect of the progress they were making in inculcating values of ethical leadership.

SALGA (2015) further made provision for ethical and risk champions whose main function was to intervene in situations wherein ethical management efforts were being undermined and hampered. These champions provided guidance and support in problematic ethical instances.

#### **5.2.8.5 Random assessment**

Respondents believed that ethical leadership assessment or information gathering did not have to be formal and structured. Random surveys and quizzes would also give a picture of the municipality's ethical barometer. It was felt that when these enquiries are done informally that real answers could come out. These enquiries should be done twice a year and the results be published.

It should be noted that the Institute of Directors (2016) in municipal supplements in Principle Five (5) demanded that council should ensure a scientific assessment of the ethical maturity level of the municipality.

### **5.2.9 Ethical leadership value proposition**

The findings pointed to the fact that respondents believed that ethical leadership could provide significant benefits for the municipality and would enhance the reputation of the municipality in the eyes of the citizens.

Kar (2014) highlighted the following potential benefits that accrue from ethical leadership in the municipality:

- Improved public image of the municipality thereby ensuring that the citizens developed trust and hence pay their rates and taxes, thereby enabling the municipality to generate enough revenue.
- Enhancement of investor confidence.
- Prevention and reduction of criminal penalties.
- Prevention of lawsuits.
- Improved employee retention.
- Market leadership through community satisfaction.

#### **5.2.9.1 Ethical advantages**

The findings also pointed to the fact that the respondents believed that ethical leadership adherence held advantages for the municipality in respect of investor confidence and growth. They further contended that the other advantages included the creation of jobs and consistent payment of rates and taxes by the communities.

According to Ashammari *et al.*, (2015) ethical leadership was advantageous to the public sector because it emphasized the involvement of the state through corporate social responsibility. Embracing a wide range of activities ranging from security to urban

planning and administration, ethical leadership became imperative because it would enhance the delivery of services in terms of equity and fairness.

According to Rehman (201) ethical leadership reinforced appropriate behaviour that can optimize concepts of efficiency and business excellence. This would be the case if the municipality had been managed in an ethical manner that fostered transparency and reduces corruption.

#### **5.2.9.2 Ethical leadership enablers**

The study concluded that the introducing, internalising and sustaining ethical leadership required certain dependent factors which included the environment within which the municipality operated and the calibre of leaders the municipality had attracted. On the other hand, if the municipality had attracted rogue characters this might prevent the municipality from having ethical leadership. The policy universe in the municipality should be modelled so that it advanced ethical leadership. The willingness of the leadership to embrace ethical leadership practices will thus enable the permeating of an ethical leadership ethos.

These findings were in line with SALGA (2015) which in its risk management framework outlined the apportioning of responsibility to the Accounting Officer to ensure the creation of an environment and organizational structure conducive to ethical leadership. This included the ethical leadership objectives, ethical leadership policy, ethical leadership strategies, human resources capacity, tools and technology and funding for fostering ethical leadership actions.

#### **5.2.10 Ethical leadership capacity and capability development**

The respondents believed that for the municipality to ensure the building of its ethical leadership capacity, there should be certain programmes undertaken. First, would be with the recruitment of managers and leaders who possessed the requisite skills and qualifications. The municipality should ensure that all leaders and managers possessed a university qualification supplemented by considerable experience. For example, such

recruits might have managed or led credible institutions and succeeded in turning them around. Where these new leaders did not have these attributes, the municipality must enrol them in capacity-building trainings to adequately equip them.

The National Development Plan (2030) espoused the building of a capable state characterised by leaders who possessed relevant qualifications and attributes. This could only be done by investing in its human resources through targeted training and learning. For example, a workplace skill plan that addresses skills gaps should be designed.

#### **5.2.10.1 Ethical leadership training**

The respondents believed that the investment made in training should also be allocated to training leaders and aspirant leaders to address training in leadership training. This would start by training leaders in matters of corporate governance, compliance management, oversight, strategic leadership training and the finance management skills. In line with these findings Bolboli & Reiche (2013) outlined the importance of training as one of the factors ensuring progress in ethical leadership development.

#### **5.2.10.2 Ethical leadership capability assessment**

Respondents contended that before municipal leaders could ascend to positions of leadership, their ethical capability should be assessed. Given the fact that executive in the municipality were subjected to competency assessment, councillors should also be subjected to such. Ethical capability was defined as an organization's ability to identify and respond effectively to ethical issues in a global context. Ethical capability involved specific knowledge and skills to understand ethical frameworks and be able to respond effectively to cross cultural ethical situations.

Hitt's (1990) arguments were in line with these findings. For example, he pointed out that ethical conduct was relative to ethical capability. Ethical leaders were assessed through how effectively they conduct themselves when in positions of authority. This included how the leaders exercised the power that was bestowed to them.

### **5.2.10.3 Ethical leadership competency dictionary**

The study revealed that the municipality must make a concerted effort to change the type of competency language used. The study revealed that the dominant language of the municipal environment was the language that expressed admiration for unethical activities. The respondents rarely used the language that condemned corrupt activities. Corruption was seemingly accepted as a phenomenon that was in the culture of the municipality. Leaders did not frown upon reports of rampant corruption and looting. The municipality was enjoined to rewrite its competency dictionary and to start introducing in the municipal lexicon concepts that glorified ethical leadership and scorned self-serving leadership.

According to Hind *et al.*, (2009) leadership competences were determined mainly by the ethical content of the leaders' language and this subsequently guarantees the sustainability of institutions. The research findings were thus in line with this conclusion.

### **5.2.10.4 Ethical leadership monitoring and entrenchment**

The study revealed that the monitoring systems for ethical leadership were non-existent and there were also no checks and balances. The council did not receive reports on the implementation of ethical leadership in the municipality. On the contrary, respondents believed that ethical leadership should be part of the organizational culture that should be entrenched from induction to exit level. The community should be made aware of ethical actions and non-ethical actions and informed how it could play the watchdog role to ensure adherence to ethical leadership principles by management and councillors.

According to Schwartz (2013) the organization should first entrench an ethical culture through infusing a determined set of ethical values across the municipality. It should design and implement ethical programmes through training and ensure the continuous presence of ethical leadership. These training should be included in the municipal calendar and should therefore be observed throughout the year. This will ensure that the ethical values were entrenched in the municipal system.

### **5.3 Conclusion**

This chapter had focused on a discussion around the study findings in terms of research questions and the literature review. The gaps in ethical leadership in local government generally and Matjhabeng Local Municipality in particular, were highlighted. SALGA in partnership with Cogta and the Department of Public Service and Administration (DPSA) in the Public sector survey of 2015, identified the indicators in respect of ethical leadership i.e political interference, incompetence/unqualified people being appointed and abuse of cadre deployment. Further than that the study findings revealed that for ethical leadership to be promoted in the municipality, there are certain imperatives that should be given urgent attention.

## **CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS**

### **6.1 INTRODUCTION**

This area provides interesting and condensed conclusions and recommendations of the study based on the key findings and in line with the objectives of the study. Ethical leadership was introduced in local government following the negatives financial and service delivery reports that came from municipalities. Ethical leadership is possible through the introduction and implementation of approved governance practices across local government institutions i.e. Cogta Local Government Anti-Corruption Strategy (2015), MFMA Consequence Management Handbook of the Auditor General and the Salga National Anti-Corruption Summit of 2013 and the implementation requirements following audit processes in the Matjhabeng Local Municipality.

The study was deemed necessary to understand the status of ethical leadership, the factors that could ensure successful implementation, the still prevalent challenges and the interventions available in ensuring the carrying out of ethical leadership. The study aimed at determining the importance of ethical leadership for the Matjhabeng Local Municipality, it also attempted to identify the factors that were preventing the Matjhabeng Local Municipality from practicing ethical leadership. An overall aim was to determine the role of leadership in promoting and modelling ethical leadership in the Matjhabeng Local Municipality and to establish how best ethical leadership could be enhanced in the Matjhabeng Local Municipality.

To achieve the objectives of the study, a qualitative research approach was used with a literature review ranging from different sources focusing on ethical leadership, relevant legislation, national and international articles and books. The study looked at the literature focusing on ethical leadership, ethical leadership theories, legislated accountability frameworks, findings from institutional reviews and codes of good practices. The study generated data via fifteen in-depth, semi-structured interviews. Participants expressed their views on the significance of ethical leadership. Purposive sampling with thematic

analysis was used to analyse data for the presentation of results thereby enabling the drawing of conclusions and subsequent recommendations.

## **6.2 The objectives of the study**

The objectives of the study were to:

- Determine the importance of ethical leadership for the Matjhabeng Local Municipality.
- Identify the factors that were preventing the Matjhabeng Local Municipality from achieving ethical leadership.
- Determine the role of leadership in promoting and modelling ethical leadership in the Matjhabeng Local Municipality.
- Identify how ethical leadership could be enhanced in the Matjhabeng Local Municipality.

## **6.3 Conclusions**

The research study highlighted a perception by respondents that ethical leadership in the municipality was at a low level and thereby incurring a risk to the service delivery imperatives of the municipality. The study revealed the following findings:

### **6.3.1 Determine the importance of ethical leadership for the Matjhabeng Local Municipality.**

The findings of the research as indicated by respondents highlighted that ethical leadership appeared not to be demonstrated by the leaders and managers at Matjhabeng Local Municipality. The behaviour of the leaders was found by respondents not to be in line with the key traits that ethical leaders needed to demonstrate. The findings of the research showed a perception by participants that lack of ethical leadership had contributed to the poor service delivery at Matjhabeng Local Municipality. Participants also opined that there may be a link between lack of ethical leadership and numerous protest demonstrations by people living within the Matjhabeng Local Municipality.

### **6.3.2 Identify the factors that were preventing Matjhabeng Local Municipality from achieving ethical leadership.**

Based on the findings of the research, it was found that there was a perception that corruption was happening at the Matjhabeng Local Municipality. Respondents believe such could be attributed to the lack of ethical leadership skills by the top leaders working at Matjhabeng Local Municipality. This called for various kinds of measures to be put in place to ensure that the ethical leadership actions were being practised by the leaders at the Matjhabeng Local Municipality. It was argued that these would significantly reduce the levels of corruption within the Matjhabeng Local Municipality and as a result an enhanced service delivery within the municipality could then be realised.

### **6.3.3 Determine the role of leadership in promoting and modelling ethical leadership in the Matjhabeng Local Municipality.**

The findings of the research found that the expectation was that the leadership should play a pioneering role in ensuring that ethical leadership is established in the Matjhabeng Local Municipality. This could be done through putting in place mechanisms that would ensure improved accountability, mitigation and reporting that is coupled with compliance.

The leadership is expected to set the tone for ethical leadership through ensuring that there was an ethical environment set up in the municipality. As such, much emphasis ought to be placed on ethical leadership through defining leadership roles in a handbook. This would play a huge role in ensuring that the leaders behaved ethically while executing their functions.

### **6.3.4 To identify how ethical leadership could be enhanced in the Matjhabeng Local Municipality.**

Based on the findings of the research, it could be opined that there are certain characteristics, which are common among ethical leaders. Some of the main ones included engaging in morally upright behaviours and activities, upholding ethical beliefs and values, treating people with respect and in a dignified manner and making sure that the needs and concerns of their followers are understood and properly addressed. At the

same time, based on the findings of this research, it could be found that ethical leadership entails ensuring that there is honesty and transparency. The findings also indicate that ethical leaders should be very straightforward in all their major dealings.

Regarding the difficulties, which were faced at Matjhabeng Local Municipality it could be perceived that the major factor included lack of orientation in ethical leadership. This had led to ignorance about ethical leadership and its benefits amongst most of the leaders. This had also led to a lack of awareness of what they ought to be doing to be called truly ethical leaders.

## **6.4 Recommendations**

There are several measures, which can be adopted to promote ethical leadership. Some of the main measures, which can be embraced, include the following:

### **6.4.1 Creation of an ethical framework**

The Matjhabeng Local Municipality should put in place an ethical framework, which should guide the ethical behaviours of their employees, right from the top leadership of the organization to the employees at the lower levels of the organization. An ethical framework generally refers to a set of codes, which guides the behaviour of individuals. Ethics are key to individuals distinguishing what is right from what is wrong. Having in place an ethical framework will guide the behaviour of the top managers at the municipality. Besides, it will play a huge role in creating a climate in which there is integrity, as well as excellence.

These are some of the main aspects of ethical leadership. Having in place an ethical framework will also play a role in minimizing subjective and inconsistent management standards. It will explicitly spell out the rights, as well as the responsibilities of the top leaders within the municipality. This will guard against capricious, as well as preferential treatment of the staff.

#### **6.4.2 Ethical Leadership Charter**

It is recommended that the Matjhabeng Local Municipality should develop and adopt the ethical leadership charter to ensure that all the leaders commit to an adherence to ethical leadership. This will serve as a code of good practice for all leaders of the municipality and the community.

#### **6.4.3 Implementing the Integrity management framework in the Matjhabeng Local Municipality**

The implementation of the integrity management framework that has been designed by the Department of Cooperative Governance and Traditional Affairs establishing a policy of no tolerance for unethical conduct by the Matjhabeng Local Municipality should be done without delay. This will ensure that the integrity climate is strengthened to enhance compliance in the institution and provide consistency in the application of the framework.

#### **6.4.4 Ethical Leadership Legislation**

The enforcement of all legislative prescripts dealing with corruption and all other unethical conducts should be fast-tracked and a monitoring mechanism should be put in place. Council should monitor the implementation of the new legislation. This should be conducted on a regular quarterly basis and should be reported via the Audit Committee of the Matjhabeng Local Municipality.

#### **6.4.5 Policy Universe**

The municipality should design and put in place the policies that promote and sustain ethical leadership, with council approving those policies. This will ensure that these policies translate into municipal regulations that should be adhered to. The policies will be effective only if council takes corrective measures against those violating the policy.

#### **6.4.6 Leadership vetting and clearance**

All leaders in the municipality should undergo security vetting to ensure their suitability to senior positions. Screening the professional history and backgrounds of all municipal leaders will ensure that the Matjhabeng Local Municipality will develop profiles for all its

leaders. These should also include assessments of the personalities, integrity, emotional intelligence and competence of the leaders.

#### **6.4.7 Leadership Lifestyle Audit**

The municipality should conduct the lifestyle audits for all its officials to assess their assets portfolio and monetary affairs and further establish whether they have any other sources of income that have not been declared to the Municipality. This will help to ensure that the integrity of the leaders is validated. There should also be checks to ensure there are not leaders living beyond their means or ones with questionable and unexplained wealth even though some of their sources of income have not been declared in the Matjhabeng Local Municipality.

#### **6.4.8 Professional registration of municipal leaders**

All municipal officials should be registered with the relevant professional body to ensure adherence to the laid down code of conduct and ethical behaviour. This should assist the municipality to monitor the degree adherence to the relevant code of ethics. It is a fact that all categories of professional employees have a professional body they could belong to; but some deliberately choose not to belong in order to avoid being censured.

#### **6.4.9 Governance Structures reconfiguration**

The municipality should establish an additional ethics committee reporting to council on matters of ethical leadership and ethics in general. The council should then assess these reports and recommendations ensure their adoption and implementation. The committee should be comprised of independent members that are drawn from diverse fields with different knowledge streams.

#### **6.4.10 Training and awareness on ethical leadership**

Training on ethical leadership is another major initiative, which ought to be undertaken to encourage ethical leadership within the organization. Leadership training can be highly beneficial as it helps in implementing the most appropriate leadership style for organizations. It is worth pointing out that there are several leadership styles, all with their

own advantages and disadvantages. Effective leadership training can help individual leaders within the municipality to develop their own personal ethical leadership style.

Ethical leadership training will help the top managers and the other employees within the municipality to learn more about ethical leadership, the characteristics of ethical leaders, and the benefits, associated with ethical leadership. The main traits which the ethical leader should be able to learn and acquire about this leadership dimension include openness and transparency, open communication, honesty and being truthful in their dealings.

#### **6.4.11 Municipal Ethical Leadership Dialogue**

The municipality should convene the ethical summits once a year to gather inputs from different sections and stakeholders in the municipality. The summits could also make recommendations to council. When council had adopted these recommendations and declarations, the implementation plan should be developed, adopted and monitored.

#### **6.4.12 Municipal Ombudsman**

Matjhabeng Local Municipality should adopt the international trend of establishing a municipal ombudsman. This will be the body with a qualified and independent person who will investigate all allegations of wrongdoing and impropriety by the Matjhabeng Local Municipality and its officials. The ombudsman will make recommendations to council in respect of corrective actions that should be undertaken to deal with all complaints. The remedial actions laid down by the Municipal Ombudsman should be binding and it should be an offence not to implement them.

#### **6.4.13 Municipal Hotline**

The municipality should establish a hotline wherein people are able to anonymously report all instances of unethical conduct against anyone. This hotline will be managed by an independent person who is not attached to the municipality and who will protect the identity of all persons. This will ensure effective reporting of wrongdoing.

#### **6.4.14 Reporting**

The provision of reports to council on ethical conduct should be mandatory to council and council should discuss them. The reports should indicate the trends and the threats the municipality is facing due to unethical conduct. These reports should be submitted to the provincial Treasury department for support and possible intervention. Ethical leadership conditions should also be in the performance agreement of all managers and leaders of the municipality with consequence management actions outlined.

#### **6.5 Recommendations for future research study**

The need for undertaking this study was critical to explore the challenges of ethical leadership shortcomings in the local government sector and the Matjhabeng Local Municipality in particular. As the findings of the case study have indicated, the Matjhabeng Local Municipality is rated low on ethical leadership. However, the study has indicated that there are interventions and efforts that can be done to ensure a more acceptable level of ethical leadership.

Issues and outcomes related to the degree of ethical leadership at Matjhabeng Local Municipality and its impact on the service delivery model of government can be further explored; because there is a need to link the conduct of the leadership and the strategic imperatives of the municipality. This could further improve the identification of suitable criteria for selecting municipal leaders.

#### **6.6 Conclusion**

Ethical leadership in local government has become a fundamental strategic imperative for the transformation and turnaround of the sector. The bad publicity in respect of incidences of impropriety in local government calls upon a need for reform and a new breed of leadership. The introduction of corporate governance in local government has brought about specific reference to municipal challenges and the need to attract and retain relevant skills. The amendment to the powers of the Auditor General deals with criminalisation of all acts of unacceptable decision-making and poor judgement.

Ethical leadership has thus become a necessity to combat rampant acts of corruption and looting in local government institutions and averting their total collapse. For example, there is an urgent need to reclaim the Matjhabeng Local Municipality for the advancement of its service delivery imperatives as set out in the political manifesto of the ruling party that was presented during the local government elections of 2016.

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## **APPENDIX 1: INFORMED CONSENT**

### **UNIVERSITY OF KWAZULU-NATAL GRADUATE SCHOOL OF BUSINESS AND LEADERSHIP**

#### **MCLS Research Project**

**Researcher: Fezile Flip Wetes (0716078170)**

**Supervisor: Dr Cecile Gerwel Proches (0312608318)**

**Research Office: Ms P Ximba (0312603587)**

Dear Respondent,

I, Fezile Flip Wetes, am a Master of Commerce in Leadership Studies student, at the Graduate School of Business and Leadership, of the University of KwaZulu-Natal. You are invited to participate in a research project entitled: *“Exploring Ethical Leadership in Local Government: A Case Study of Matjhabeng Local Municipality”*.

The aim of this study is to determine the impact of ethical leadership in the performance of the Municipality.

Through your participation I hope to understand the perception around ethical leadership and its impact on the overall performance of the institution. The results of the interview are intended to contribute to the elevation of ethical leadership within the strategic imperatives of the Municipality.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this interview. Confidentiality and anonymity of records identifying you as a participant will be maintained by the Graduate School of Business and Leadership, UKZN.

If you have any questions or concerns about participating in the interview or about participating in this study, you may contact me or my supervisor at the numbers listed above.

The interview should take about 45 minutes to an hour. I hope you will take the time to participate.

Sincerely

Investigator's signature \_\_\_\_\_

Date \_\_\_\_\_

**UNIVERSITY OF KWAZULU-NATAL  
GRADUATE SCHOOL OF BUSINESS AND LEADERSHIP**

**MCLS: Research Project**

**Researcher: Fezile Flip Wetes (0716078170)**

**Supervisor: Dr Cecile Gerwel Proches (0312608318)**

**Research Office: Ms P Ximba (0312603587)**

**CONSENT**

I..... (Full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

I hereby consent/do not consent to record the interview.

.....  
**SIGNATURE OF PARTICIPANT**

.....  
**DATE**

## **APPENDIX 2: INTERVIEW QUESTIONS**

**UNIVERSITY OF KWAZULU-NATAL  
GRADUATE SCHOOL OF BUSINESS AND LEADERSHIP  
MCLS Research Project**

**Researcher: Fezile Flip Wetes (0716078170)  
Supervisor: Dr Cecile Gerwel Proches (0312608318)  
Research Office: Ms P Ximba (0312603587)**

### **Exploring Ethical Leadership in Local Government: A Case Study of Matjhabeng Local Municipality**

#### **Interview Questions**

1. What is your understanding of ethical leadership?
2. To what extent do you think ethical leadership is important in the Matjhabeng Local Municipality?
3. What are the benefits of ethical leadership?
4. Do you think that the Matjhabeng Local Municipality bears features of ethical leadership? Please elaborate.
5. Is there a link between ethical leadership and service delivery? Please elaborate.
6. How do the different levels of government (local, provincial and national) impact on the attainment of ethical leadership in the Matjhabeng Local Municipality?
7. What is your perception of management's role in terms of promoting and modelling ethical leadership in the Matjhabeng Local Municipality?
8. What are the factors that are preventing the Matjhabeng Local Municipality from achieving ethical leadership?
9. How do you think ethical leadership could be practiced in the Matjhabeng Local Municipality?

10. Who do you consider to be key stakeholders in promoting ethical leadership in the Matjhabeng Local Municipality?
11. What recommendations can you suggest towards ensuring ethical leadership in the Matjhabeng Local Municipality?

# APPENDIX 3: CLEARANCE LETTER



11 May 2018

Mr Fezile Filip Wetes (213572756)  
Graduate School of Business & Leadership  
Westville Campus

Dear Mr Wetes,

Protocol reference number: HSS/0414/018M  
Project Title: Exploring Ethical Leadership in Local Government: A case study of Matjhabeng Local Municipality

### Approval Notification – Expedited Application

In response to your application received 10 May 2018, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number.

**PLEASE NOTE:** Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully



Dr Shamila Naidoo (Deputy Chair)

/ms

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100 YEARS OF ACADEMIC EXCELLENCE

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# APPENDIX 4: TURN-IT-IN REPORT

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## **APPENDIX 5: EDITOR'S LETTER**

### **TO WHOM IT MAY CONCERN**

This is to certify that I have edited and proofread the Dissertation,  
**EXPLORING ETHICAL LEADERSHIP IN LOCAL GOVERNMENT: A CASE STUDY OF  
MATJHABENG LOCAL MUNICIPALITY** by **FEZILE FLIP WETES (213572756)** to be  
submitted in partial fulfilment of the requirements for the degree of **Master of  
Commerce in Leadership Studies** in the **Graduate School of Business &  
Leadership, College of Law and Management Studies, University of KwaZulu-Natal.**

A. N. Lemmer

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21 December 2018