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An Evaluation of the Practice of Basic Values and Principles of Public Administration in the Zululand District

Faculty of Commerce, Administration, and Law
Department of Public Administration

Candidate: Sifundo Kenneth Mdhluli
Student number: 201629237

Supervisor: Prof. NN Jili
Co-Supervisor: Dr TC Adetiba
Date of submission: February 2022
DECLARATION

I, Sifundo Kenneth Mdhluli (student number: 201629237), declare that:

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ii. This dissertation has not been submitted for any degree or examination at any other university.

iii. The dissertation does not contain other person’s data, pictures, graphs or other information, unless specifically acknowledged as being sourced from those persons.

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Candidate……………………………………

Supervisor……………………………………
DEDICATION

I dedicate this report to my late great-grandmother, Ms Alice Ntombibomvu Dlamini. I hope your beautiful soul continues to rest peacefully.
ACKNOWLEDGEMENTS

To make it through this challenging yet fruitful journey would not have been possible without the influence and support of several individuals and organisations, who played significant roles from day one to finish.

First, I would like to thank God and my ancestors for the opportunity to do this piece of work and finish it. Had it not been for the support, strength, love, wisdom, faith and patience of these supernatural powers, I am sure that it would have been a daunting task to pursue.

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Special thanks to my amazing friends; Zandile Dube, Brumelda Zuma, Sandile Mbuyazi, Pamela Mhlongo, Xoli Mkhize, Malibongwe Ntuli, Sizoh Mangue, Khethelo Phakathi, Nondumiso Mndaba, Tholumusa Shabangu, Sboniso Manqele, Ndumiso Mthethwa, Sakhile Mavuso, Simiso Sithole and Allen Msomi and, for all their tremendous help and support, may God bless you all. I will never forget your remarkable help, guys.
My appreciation to my editor, Ms Elizabeth Marx, representing Academic and Professional Editing Services (APES), for attending to the editing and formatting of my report.
ABSTRACT

The fundamental values and principles of public administration—embodied in the RSA Constitution (1996), stipulate a set of rules governing public administration in all spheres of government. These values and principles apply to each South African and must be implemented by elected representatives and public servants. This study evaluated whether local municipalities in the Zululand District practice the democratic values and principles of public administration. The study examined how practising democratic values and principles of public administration can improve governance and service delivery in Zululand. This study identified practices for fostering democratic values and principles of public administration in the district. The study adopted a qualitative research method. Purposive sampling was employed to select municipal, while simple random sampling selected community members as study participants. Data were collected through virtual and physical interviews with municipal officials and community members from Zululand. A deductive approach was employed to analyse data where research questions grouped the data, identifying similarities and differences. Data were classified into themes generated by the research questions. The study findings revealed how Zululand incorporates the values and principles of public administration with local government objectives. Zululand Municipality emphasises the importance of these values and principles to all its employees, encouraging them to continue using them in executing their daily tasks. The study revealed how fundamental values and principles of public administration produce good governance in Zululand. Conflicting observations exist between municipal officials and community members. Municipal officials contend a clear practice of the fundamental values and principles of public administration within the district, whereas some community members strongly disagree with this claim. This study recommends that municipal officials always know the constitutional values in their daily service to society, based on the research findings. Human rights should be respected and promoted, prioritising the community’s interests. Officials should maintain constitutional authority, upholding the rule of law. Public servants must endorse the Constitution and its values and principles, and citizens should hold officials accountable for their actions. The study recommends more accountability from the municipality and appointing officials with proper skills and education on how to govern
the municipality. Appointing individuals with tertiary qualifications in law or public administration could also be effective, enabling an understanding of the constitutional values.

**Keywords:** Constitution, values, principles, public administration, local government
# LIST OF ABBREVIATIONS AND ACRONYMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>AG</td>
<td>Auditor-General</td>
</tr>
<tr>
<td>AGM</td>
<td>annual general meeting</td>
</tr>
<tr>
<td>AGSA</td>
<td>Auditor-General of South Africa</td>
</tr>
<tr>
<td>APES</td>
<td>Academic and Professional Editing Services</td>
</tr>
<tr>
<td>CCMA</td>
<td>The Commission for Conciliation, Mediation and Arbitration</td>
</tr>
<tr>
<td>DBSA</td>
<td>Development Bank of Southern Africa</td>
</tr>
<tr>
<td>DPGS</td>
<td>Division for Postgraduate Studies</td>
</tr>
<tr>
<td>DPME</td>
<td>Department of Planning, Monitoring and Evaluation</td>
</tr>
<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>KZN</td>
<td>KwaZulu-Natal</td>
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<tr>
<td>LED</td>
<td>local economic development</td>
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<tr>
<td>MFMA</td>
<td>Municipal Finance Management Act</td>
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<td>PA</td>
<td>public administration</td>
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<td>PAJA</td>
<td>Promotion of Just Administrative Action</td>
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<td>PAMA</td>
<td>Public Administration Management Act</td>
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<td>PET</td>
<td>Post-graduate Enrolment and Throughput</td>
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<td>PFMA</td>
<td>Public Finance Management Act</td>
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<td>PSA</td>
<td>Public Service and Administration</td>
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<td>PSC</td>
<td>Public Service Commission</td>
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<td>RDP</td>
<td>Reconstruction and Development Programme</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<td>---------</td>
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<tr>
<td>RSA</td>
<td>Republic of South Africa</td>
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<td>SAI</td>
<td>Supreme Audit Institution</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<tr>
<td>WTPSD</td>
<td><em>the White Paper on the Transformation of the Public Service</em></td>
</tr>
<tr>
<td>ZDM</td>
<td>Zululand district municipality</td>
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CHAPTER 1

ORIENTATION OF THE STUDY

1.1 Introduction

The term 'public administration' has two meanings. Public Administration (upper case) is defined as a study; public administration (lower case) refers to the activities performed by public officials (Ijeoma, Nzewi & Sibanda, 2013). This study focused on the values and principles of public administration as an activity by more than one person or institution, a council, officials, and citizens.

Ijeoma et al. (2013) define public administration as managing and implementing the complete set of government activities on law implementation, regulations and government decisions and management providing public services, finance, health, education, sanitation, housing, and social security. Public administration delivers services using the principal legislation.

According to Coetzee (2012), public administration is a wide-ranging and distinctive area of activity, comprising several public officials operating in public institutions, providing goods and services in the community's interests. These activities or functions can be classified into three groups:

- The generic administrative activities or tasks of policymaking, financing, organising, staffing, determining work procedures and creating control means
- Functional activities peculiar to precise services, including education, nursing, public works, or defence
- The auxiliary functions, such as decision-making, data processing, planning, programming, and communication, are obligatory to simplify or accelerate executing the generic administrative functions and the functional activities (Coetzee, 2012)

Uwizeyamana and Maphunye (2014) define public administration as the administrative science involved—whether on the national or regional level, with the government and its activities. It concerns itself with the executive branch where the government’s work
is conducted. Public administration involves organising the people's actions to collaborate to perform their tasks. It is the part of the government enabling goals and objectives to be achieved.

Yawa (2016) adds that public administration functions in the presence of three clusters of functions, such as judicial, legislative, and executive functions. Such functions entail service delivery, demonstrating the activities conducted in public institutions by officials as a share of executing their obligations in service delivery.

Public administration concerns the ‘what?’ and ‘how?’ of the government. The ‘what?’ is the subject—the technical knowledge of a field allowing the administrator to accomplish their responsibilities. The ‘how?’ is the management method—the values according to which cooperative programmes are supported through to triumph. They assemble the administration combination and are indispensable (Uwizeyamana and Maphunye, 2014).

Patrick (2006) defines public administration (PA) as the compliance or application, as stated by the competent public policy authorities. It discusses the problems and competencies, organisation, and management techniques involved in implementing legislation and policies developed by government policymakers. It is essential to organise government policies and programmes and officials’ actions (rarely elected) officially accountable for their conduct.

In South Africa, PA is based on its government system with three spheres, indicating the national, provincial, and local sphere. Similar to other states, South Africa, has a fundamental body of principles and laws governing the country, such as the Constitution of the Republic of South Africa (RSA) (Brynard, 2015).

Section 195 of the Constitution of RSA (1996) conditions that PA must be governed by a set of democratic values and principles applied to administration in all spheres of government, organs of state, and public enterprises. National legislation must promote these values and principles (RSA Constitution, 1996). The practice of PA is highly action oriented as it brings administrative and political participants to the forefront and tests constitutional values for implementation (Sebola, 2018). This study aimed to
investigate how Zululand district municipality (ZDM) use these principles in their daily operations to improve governance and service delivery.

1.2 Problem statement

The PA activity is intensely action-oriented, significant for governmental and political leaders while assessing fundamental principles for enforcement (Sebola, 2018). PA practice was stagnant in shifting cultural values and political trends; the material needed consistency with these complexities. PA increased in size, structure, and obligations substantially from the former; therefore, PA is a complex environment where values and ethics are maintained with difficulty (Curry, 2014).

It is practising PA where diverse unethical decisions are made, although the theory is learnt in the discipline, in opposition to known decisions. Constitutional principles are broken without reasonable justification in administrative and political terms. The lack of ethics and principles by public authorities has undermined not only politics and administrative issues but also the legal and ethical concerns (Sebola, 2018). Zululand established this since the area had frequent community protests regarding service delivery, governance, and alleged corruption. Rural municipalities, such as in Zululand, still encounter several challenges regarding PA and service delivery.

According to The Citizen (2020), over 10 violent service delivery protests were held in Zululand in five years. These protests occur in various areas within the district, with some directly by the district municipality. These protests occur in multiple locations and at different times, but they have similar traits. Citizens complain about the insufficient service provision, inadequate financial administration and management, alleged corruption, and inadequate governance.

According to The Citizen (2020), ZDMs encounter challenges, such as maladministration, corruption, and service delivery backlogs, leading to service delivery protests mostly violent, encompassing illegal acts of vandalism. Residents accuse the local ZDMs of not following their constitutional obligations regarding governance and service delivery. Reports from news publications, such as The Citizen (2020), Excelsior (2020), and Zululand Observer (2019), remark that Zululand encountered more service delivery protests than any district in the KwaZulu-Natal
(KZN) in the past five years. Citizens claim municipal officials are not following their constitutional obligation by promoting and enforcing the fundamental values and principles of PA.

According to The Citizen (2020) and Excelsior (2020), much corruption, maladministration, and poor governance are present in the district. The 2016 Auditor-General (AG) report also discloses rural-based municipalities’ challenges, such as Zululand, include inadequate skills and inadequate accountability, while local government is observed as the entry-level for self-enrichment. This research attempted to evaluate local ZDM obligations by promoting and enforcing the fundamental values and principles of PA in their daily operations and how they use these values and principles to improve governance and service delivery. The study considered steps to enable the South African public service to enhance ethical compliance between government officials and government agencies, public properties, policies, and resources management at an institutional level.

1.3 Research aim and objectives

The study aimed to evaluate whether ZDM and its local municipalities practice the democratic values and principles of PA as stipulated in the Constitution and how they implement them to improve governance and service delivery.

1.4 Objectives of the study

The study objectives were to:

- Evaluate whether local ZDM practice the democratic values and principles of PA.
- Examine how practising democratic values and principles of PA can improve governance and service delivery in Zululand.
- Determine the dynamics affecting practising democratic values and principles of PA in the district.
- Identify ways of fostering practising democratic values and principles of PA in the district.
1.5 Research questions

- Is the district following its constitutional obligation by promoting and enforcing the democratic values and principles of PA?
- How does the district municipality use the values and principles of PA to improve governance and service delivery?
- What affects practising these values and principles within rural municipalities?
- What is conducted to enforce democratic values and principles of PA within the district?

1.6 Contribution to the literature

The research findings provide valuable information on practising democratic values and principles supported by PA in rural municipalities. This study recommends how practising these values and principles leads to better governance and service delivery. This study established additional facts about the democratic values and principles of PA and also added to the existing literature.

The significance of this study is premised on preliminary reports about the RSA Constitution (1996), specifically Chapter 10, comprising the fundamental values and principles governing PA. Insufficient evidence exists on how officials in public institutions—specifically local municipalities, use these democratic values and principles to improve service delivery, producing a change in municipal governance. This study extends the literature on this aspect, assisting in redefining the service delivery policies besides identifying the divergences in the local governance structures.

1.7 Chapter outline

- Chapter 1
- ORIENTATION OF THE STUDY

This chapter presents the study introduction and orientation, including the problem under investigation, research questions, and the study goals and objectives. The intended contribution to the literature is also articulated in this chapter.
• Chapter 2
• LITERATURE REVIEW

The theoretical foundation that supports the research is outlined in this chapter. This chapter also includes a literature review of studies conducted in both national and international settings. It also focuses on the national and local contexts of applying fundamental values and principles of PA in South Africa.

• Chapter 3
• RESEARCH DESIGN AND METHODOLOGY

This chapter discusses the research design and methods and the data collection instruments used in the study. This chapter explains the sampling procedures applied in the investigation. This chapter also discusses the study's reliability, limits, and ethical and safety concerns.

• Chapter 4
• PRESENTATION AND DISCUSSION OF FINDINGS

This chapter presents all the study findings collected during the interviews with municipal officials and residents of Zululand.

• Chapter 5
• CONCLUSION AND RECOMMENDATIONS

Chapter 5 is the concluding chapter, comprising a discussion of the findings related to the theoretical framework and conclusions about the findings based on the study’s objectives. This chapter also contains recommendations based on the findings and for further research.

1.8 Summary

This study aimed to evaluate whether ZDM and its local municipalities practice the democratic values and principles of PA as stipulated in the Constitution and how they implement these values and principles to improve governance and service delivery. Chapter 1 provides background information on the problem investigated and provides
an orientation of the study, research aims and objectives, research questions, intended contribution to the body of knowledge, and the outline of chapters. The second chapter provides a broad literature review. Chapter 2 reviews literature on practising democratic values and principles of PA globally and in South Africa. In-depth literature from various authors and sources on the defined research problem/topic is being discussed. Chapter 2 further discusses the theoretical framework of the study.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The literature review concerns reviewing academic studies or a body of information that lets the researcher observe if other researchers studied the research topic (Mngomezulu, 2018). Dey (2005), cited in Mngomezulu (2018), identify literature review as a hunt for published articles applicable to the subject to ensure an understanding of what has been studied. This section reviews scholarly work based on fundamental values and principles of PA in promoting good governance and service delivery.

Public administration enables the operations of government institutions. This applies to tasks by elected officials concerning policymaking, organising functions, participation in human problems, establishing job processes, and exercising influence in the public sector (Thornhill, Van Dijk, and Ile, 2017). It includes all procedures, agencies, and persons concerned with implementing laws and other legislative initiatives enacted by the legislature, executive, and judicially interpreted. PA establishes a system and infrastructure enabling government agencies to function.

Public administration is about implementing the rules, laws, and regulations of a country’s government, executing public utilities intended to satisfy the needs of citizens. Governments’ provisions for a nation rely on the formulated and implemented policies and their success (Brynard, 2015). PA concerns government departments’ administrative problems. It emphasises the ’what?’ and particularly the ’how?’ of the
public service, attaining a realistic art (Brynard, 2015). PA is, therefore, required when individuals collaborate to accomplish a common goal.

2.2 The South African Constitution: A historical perspective

According to South African History (2010), the 1994 general elections in South Africa resulted from endorsed negotiations to resolve disagreement and implement a new negotiating mechanism for the final Constitution.

Pillay, Sikhakhane, and West (2012) remark that in this election, South Africans voted to grant two mandates to their newly elected representatives. The first was to rule a modern democracy; the second was the drafting of the final Constitution. The constitutional assembly (a committee with the responsibility of writing a new Constitution) had to function under legislative and political boundaries.

The South African History (2010) certifies that the constitutional assembly established a valid and lasting Constitution. The validity of the Constitution relied on the credibility of the drafting process. The last text had to be approved and available to all to be valid.

According to Pillay, Sikhakhane, and West (2012), drafting a new Constitution was long and overwhelming. Drafting a new supreme law of the land was problematic, but it was a success. The new Constitution of the RSA, was finalised in 1996. Political leaders and members of civil society participated in the finalisation of the Constitution. The Constitutional Court was also involved. The new Constitution had to be evaluated against fundamental standards by the Constitutional Court, which was accomplished (Pillay et al., 2012).

2.3 Service delivery principles

The White Paper on Transforming Public Service Delivery “Batho Pele” (1997) set forth the following standards of service delivery, in support of those specified by Section 195 of the South African Constitution concerning promoting good governance and service delivery:
- Consultation: Citizens should be briefed on the extent and nature of the public services they access, offered a preference of the services provided, whenever possible
- Service standards: To be aware of what to expect, people should be told what type and nature of public services they will get
- Access: All people should have fair access to the services
- Courtesy: treat people with courtesy and concern
- Information: Complete, reliable information should be provided to people about the eligible public service
- Openness and transparency: Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge
- Redress: If the promised service level is not given, then people should be offered a timely and successful solution with an acknowledgement, complete clarification, and, if reports are made, a compassionate and constructive response
- Value for money: People should have the highest value for money in delivering public services

According to Lewin (2014), these principles distinguished the post-apartheid public service from the elite, racist, and aloof apartheid public service. The Constitution supports all government efforts to promote fairness, professionalism, and good governance. The post-apartheid state was tasked with first, changing the public sector into a democratic framework, and second, enhancing the ability of the public sector to play a developmental and transformational role.

These parallel processes of public sector restructuring and democratisation occurred when the future of the new South Africa was still being mapped out by Lewin (2014). Elected authorities must respect these rules to ensure that social standards are recognised; however, these principles are not necessarily quantifiable but are value-related and as crucial as the service itself (The White Paper on Transforming Public Service Delivery, 1997).
2.4 Values and principles of public service and administration in Africa

African Heads of State adopted the African Charter on values and principles of public service and administration in January 2011 for ratification by member states to promote efficient, effective, and professional public service and administration (African Union, 2011). The charter harmonises—at a conceptual level, notions of civil service and public service. It also uses a broader concept of public service than just some parts/spheres/levels of government that manage its policies. In this way, it enables the continent to develop a public service and administration approach that resonates among all member states and attempts to build a professional and effective public service. This is reflected in the crucial values and principles supporting the charter, including access, quality service, efficiency, modernisation, ethical behaviour, equality, freedom of expression, and professionalism.

In summary, the Charter has four central themes:

1. Emphasising the link between an effective public service and promoting human rights and development
2. Promoting a higher standard and quality of service delivery, emphasising the role citizens can play
3. Focuses on promoting ethical practice and behaviour and the fight against corruption
4. Emphasises the importance of sound management of human resources, outlining the rights of public servants and their roles and responsibilities in improving service delivery

The charter remarks concerning people-centred service delivery:

- Public Service and Administration (PSA) shall establish mechanisms to monitor and evaluate the effectiveness of public service delivery periodically
- PSA shall set and respect timeframes for public service delivery
- PSA shall ensure its services are adapted to the evolving needs of users
- PSA shall take steps to create and maintain trust among public service agents and users (African Union 2011)
These values and principles—if implemented with sincere intent, create the conditions under which people’s needs must be met; PSA will be development-oriented, and policy formulation and implementation will be evaluated in ways that include the users of public services (Levin, 2018).

2.5 Values and principles are essential in a democratic state

The RSA’s Constitution (1996) remarks that the Republic is a single, sovereign, democratic state with distinct national, provincial, and local government domains interdependent and interrelated. The RSA Constitution (1996) further specifies that the norms and principles regulate PA in Section 195(1) of the Constitution and government administration in all spheres of government. The Constitution mandates that the Republic’s government be effective, transparent, responsible, and coherent to ensure the people’s well-being and gradual realisation of their fundamental rights (the RSA Constitution, 1996).

In exploring the significance of values and principles in a democratic state, Muller and Cassim (2014) observe them as related ideas. Values and principles of PA are about the real-world application of ethical standards in governance. Zikhali (2005) emphasises that values reflect universal beliefs that a specific norm of action or state of life is superior to an opposing mode of actions or state existence, personally or socially.

Those values and principles involve an aspect of judgement because they hold a person’s opinions on what is true and desirable. The human is the only living being capable of distinguishing between noble and evil or correct and incorrect. The term value, therefore, means the definition of what is appropriate by the human (African Union, 2011).

According to Masango and Mfene (2017), values have substance and sound qualities. The content attribute indicates it is essential to have a code of conduct or end-state life. The attribute of strength determines just how critical it is. Values are a customary practice for organisations in the public and private sectors. Of paramount importance is that institutions follow a set of values and principles in their conduct (Masango & Mfene, 2017). Zikhali (2005) indicates that the values’ presence and importance must
be understood in the public authorities; under varying conditions, each public official behaves differently.

Principles are essential and solid, derived from values and norms (Kooiman & Jentoft, 2009). They are simple human behavioural guidelines shown to have long-standing and standing validity. According to Levin (2018), values and principles support choices and empower persons to consider and make informed decisions about diverse situations. Fox (2010) believes that values need to be part of the product of experience, which often has a historical background. A significant portion of the value relates to an individual’s experiences.

According to the Public Service Commission (PSC) (2020), the democratic values enshrined in the South African Constitution relate to South African history. They were implemented because of the injustices during the apartheid era and the struggle against apartheid. Section 195 of the country’s Constitution outlines South Africa’s democratic values and the principles for PA. The preamble remarks that the Constitution is adopted as the supreme law of the land, designed to ensure that South Africa is a country where all its people are equal before the law, with equal access to services (RSA Constitution, 1996).

Masango and Mfene (2017) further add that the values of the Constitution intend to promote and enhance social cohesion among the individuals and population groups within the society. The PSC (2020) agrees as they mandate that PA as a medium for public goods and services supply has a legislative obligation to act in the spirit and letter of the Constitution.

According to Theletsane (2014), the creation and successful implementation of democratic political structures require the formation of fair and PAs, discouraging political partisanship while respecting the complex beliefs and desires of their societies. Molina and McKeown (2012) agree that to advance democracy in South Africa, the government and public officials need to uphold the principles of the Constitution in their daily tasks and handle people in a dignified, non-racial, and non-sexist manner, demonstrating respect for human rights. South Africa is a constitutional
democracy requiring the rule of law and accountability, responsiveness, and transparency by the government (PSC, 2020).

In conducting its constitutional mandate according to the principles outlined in Chapter 10 of the Constitution (1996), PA should advance democracy by promoting and respecting the values of the Constitution. In the rendering of public services and the administration of the public sector, these democratic values should always prevail. How the services are provided should not be affected by the political affiliation of the service provider or the recipient of the service. Political affiliations should be irrelevant (Theletsane, 2014).

2.6 The practice of fundamental values and principles of public administration in South Africa

According to Matsiliza (2013), an independent, normative (value) structure to which all South Africans must adhere and where all South Africans must live is provided by the principles expressed in Section 195 of the Constitution. Beyond meritocracy, it describes the essence of a South African civil servant who respects ideals and beliefs, executing their daily obligations. Regarding the values and principles of PA, the RSA Constitution (1996) set the basis for fairness, equity, and social justice. The South African public service focuses on creating an effective environment and policy structure to strengthen and discuss inequities and divergences in providing services, especially in historically deprived South African communities (Muller & Cassim, 2014).

A public service that would provide efficient public governance with equal and valued equity, facilitating performance, was universally inclusive, neutral and independently prepared by the Constitution of the RSA (1996). The Government of National Unity had an idea “to continually improve the lives of the people of South Africa through a transformed Public Service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all”. This was understood over “the creation of a people-centred, and people-driven Public Service characterised by equity, equality, timorousness and a strong code of ethics” (Danver, 2013).

Mokhantso (2014) enhances that the work of the PSC on constitutional values and principles contributes importance by, for instance, the White paper on the reform of
the public sector, Batho Pele, the White paper on affirmative action in the public service, to other effort conducted in the dispensation. Mokhantso (2014) further explains that the work of the PSC is a means of consolidating and mainstreaming good practice on public service standards and beliefs, moving South African public service professional practice beyond the simple structural reform of the old order challenges.

The PSC aims to certify that all government divisions have a framework to consistently implant and maintain professional solid values in the public service through this work. The significance of the values and principles in the public service is two-fold: they offer the foundation of the public service’s actuality and advise stakeholders of what they can expect from the government (Public Service Commission, 2015).

According to the RSA Constitution, the PSC exists to;

“to promote the values and principles set out in section 195, throughout the public service; to investigate, monitor and evaluate the organisation and administration, and the personnel practices, of the public service; to propose measures to ensure effective and efficient performance within the public service; to give directions aimed at ensuring that personnel procedures relating to recruitment, transfers, promotions and dismissals comply with the values and principles set out in section 195; to report in respect of its activities and the performance of its functions, including any finding it may make and directions and advice it may give, and to provide an evaluation of the extent to which the values and principles set out in section 195 are complied with; and either of its own accord or on receipt of any complaint- (i) to investigate and evaluate the application of personnel and public administration practices, and to report to the relevant executive authority and legislature; (ii) to investigate grievances of employees in the public service concerning official acts or omissions, and recommend appropriate remedies; (iii) to monitor and investigate adherence to applicable procedures in the public service; and (iv) to advise national and provincial organs of state regarding personnel practices in the public service, including those relating to the recruitment, appointment, transfer, discharge and other aspects of the careers of employees in the public service and to exercise or perform the additional powers or functions prescribed by an Act of Parliament”.

The RSA Constitution (1996) presents a vision of service focus and dedication to providing all South Africans with high-quality services concerning the values and principles of PA. Service provision in South Africa should, therefore, be unbiased. Service provision should be described as a response to the needs of the people and
be compassionate and respectful to the public. The Constitution (1996) specifies that all government workers, regardless of colour, gender, or status, need equal labour standards. Public service is necessary to enhance the service delivery to the South African community in a sustainable (efficient, economical, and fair) way. According to Danver (2013), this is a major departure from the practices and principles followed by the civil sector in South Africa before 1994.

Kgaile and Phakedi (2014) observe the complementary essence and the relationship among concepts as essential to remember. For instance, development-oriented public service cannot be realised without considering the principle of efficient, economical, and effective usage of resources. Value for money must support all efforts to realise development orientation. Similarly, accountability relies on transparency and an appreciation of efficiency, effectiveness, and economy in managing public monies. This occurs through honour to financial responsibility, responding to people’s needs would entail public servants to provide services impartially, fairly, and equitably and without prejudice (Public Service Commission, 2015).

Molina and McKeown (2012) believe that since Section 195 of the Constitution, the South African public service has improved. South Africa is now governed by a public service with aspirations to afford excellent services esteemed by citizens. The public service in South Africa has the vast human and technical capital required to achieve success goals. Public agencies are open to exploring improvements in conventional public sector positions and obligations (Tshandu & Kariuki, 2010). The public service in South Africa is characterised by constitutional facets, such as:

- Representativeness and affirmative action
- Transformation of service delivery to meet elementary needs
- The democratisation of the state
- Human resource expansion
- Enhancement of work environments and labour relations
- Elevation of professional service ethics and information expertise (RSA Constitution, 1996)
Ncholo (2010) salutes the value and principles of PA, especially Section 195 (f), focusing on accountability for laying a foundation for monitoring and evaluation mechanisms and structures. Such values are intended to assess success and, where applicable, to implement disciplinary/corrective measures. Callamard (2010) stresses that practising fundamental values and principles of PA pressures public service programmes, structures, perceptions, and actions and re-orient them in the individual's interest, a strategy that places citizens first. According to Danver (2013), this should not indicate the implementation of further regulations and structured procedures or practices of micro-management of service delivery. Instead, it means developing a public service delivery system that considers people much like clients and encourages them to keep public servants responsible for the service they offer.

2.6.1 A high standard of professional ethics must be promoted and maintained

Ethics are about the appeal, behaviour, and moralities of humans. Ethics differentiate and surpass self-interest between what is good or bad. Public servants are essential drivers of change, and their actions are crucial when fulfilling their roles, communicating with the public, and handling government resources. Professional ethics are often covered by specialised organisations aiming to further this (Public Service Commission, 2015).

2.6.2 Promoting efficient, economical, and effective use of resources

Government units oversee the money of taxpayers to supply services and need to certify that the funds are used explicitly for which they are designated for and inside the prescriptions issued. To eliminate the possibility of diverting tax money from government goals, this principle must be encouraged and sustained, therefore, bargaining on the effect on people's lives (Sofia, 2015).

Efficient and effective use of resources donates towards better service delivery and refining people's lives, such as excellent education, improved health facilities, and refining right to use services. It stresses service delivery of a proper standard of consistency and cost-effectiveness while representing the interests and expectations of people and the broader community (Hooper, 2015).
**Efficiency** means doing more with less. Maximise development, such as human, environmental, or financial capital, and conservation or enhancement of quality. It refers to the charge of a service relative to any service delivery. It is not only a calculation of capital spending but also of what departments achieve on their original targets and priorities. It helps to increase the output to item charge ratio of inputs, which means either reducing input costs but retaining a similar level of operation or product efficiency or achieving added outputs from the similar inputs (Wellington, 2015).

**Effectiveness** discusses how well the department or programme's performance and result goals are accomplished and the degree the outputs deliver the desired outcomes. It relates to crucial public administrative changes aimed at lowering public debt, enhancing policy responsiveness and execution, enhancing service provision, building public interest, and improving the government's reputation as an employer (Damon, 2015).

**Economy** is about buying and using inputs at the proper charge minus wastage. It needs to be understood that these essentials (efficiency, effectiveness, and economy) must be adequately rendered into units that invest in citizens' culture and quality of life (arts and culture, education, social development). Not every input and output are tangible but establish processes to validate the completed change (Public Service Commission, 2015).

### 2.6.3 Public administration must be development-oriented

According to Muller and Cassim (2014), development orientation originates from “better lives for all”. South Africa's government must certify that all people benefit in the same way from its policies for growth and development. In its attempts to decrease socio-economic differences and aspire historically marginalised people, the government dedicated itself to accelerated socio-economic growth by putting poverty alleviation, injustice, and unemployment at the forefront of its development programme.

In PA development orientation, the PSC believes that it applies to trained PA organisations that can maintain an efficient administration design and execute
development programmes. Mobilising social stakeholders behind the sustainability agenda is another essential feature of development orientation. This means collaborations with the private sector and allowing the public to take over the growth to build themselves. This involves the need to foster patriotism and general benevolence among private sector stakeholders and communities (Public Service Commission, 2015).

2.6.4 Services must be provided impartially, fairly, equitably, and without bias

According to Byers (2015), the ideals of human justice, democracy and promoting human rights are supported by public services being provided objectively, equally, fairly and shorn of discrimination. This value includes a variety of suppositions, including aspects of the impartiality of the process used in procurement of services. When services need pre-application, fairness and impartiality must be similar, fairness about the quality of services. Services are expected to meet with class and extent requirements and without unfair handling and prejudice of some type or shape (Mansingh, 2014).

2.6.5 People’s needs must be responded to, and public participation must be encouraged

The primary goal of the government is to offer people enhanced lives. This can be attained by listening and responding to the wishes and needs of people. The interests, wish, and needs of citizens apply to government programmes further defined in Chapter 2 of the RSA Constitution (1996) and should also be observed as rights, not privileges (RSA Constitution, 1996).

Public participation should be observed as an essential aspect of public service delivery. The public service must collaborate proactively with people to safeguard that the opinions of the public are received and considered during service delivery. Not only should people be observed as customers or receivers of government services, but also involve participants in deciding on service provision and how such services should be provided. Preparation arrangements must allow for people’s opinions to transform into public service programmes (Hooper, 2015). Community participation in decision-making encourages them to own the mechanism, provides the requisite
support and reliability, and provides decision-making legality. Wellington (2015) agrees with this aspect.

2.6.6 Accountability

The Constitution (1996), in its tentative comment, conditions the necessity for “a system of democratic government to ensure accountability, responsiveness and openness”. The public sector must be transparent and skilful in offering outstanding excellent services. According to Mokhantso (2014), accountability denotes the responsibility of public servants or public institutions to the reason for their operations or actions:

- Providing information on judgements and acts
- Clarify and excuse judgements
- Exercise discretion
- Take responsibility for them
- Report findings clearly
- Accountable for their actions
- Penalties when responsibilities and promises are not fulfilled

It also requires the duty of financial, human, and physical resources an individual or organisation uses to pursue a specific goal. This encompasses external accountability needing an open, consultative, participatory, and democratic partnership with the public and internal accountability concerning reporting (Public Service Commission, 2015).

Accountability is a responsibility to clarify and defend actions and to reveal them. It includes public feedback on the activities of the public sector to inspire public deliberation and critique. Attempts were made to endorse accountability and transparency in South Africa. The civil service in South Africa should be held accountable and to the public for its conduct against its electorate and supervisors. Parker (2013) agrees with this motion and adds that accountability should be based on observance and achieving laws and ethical values. More accountability mechanisms should be developed in the South African public service for internal use.
Devices upholding accountability can be aimed to offer satisfactory controls, simultaneously permitting for suitably and flexible management (Callamard, 2010).

Evidence exists of practising this value in South Africa, establishing the department of planning, monitoring and evaluation (DPME). The department strives to foster dignity, fairness, and ethical behaviour among public servants. The department focuses on implementation and results. It is disciplined, professional, and is dedicated to the combat corruption and enforces, using Batho Pele principles (DPME, 2020).

2.6.7 Transparency

This value supports a free and open public where democracy is founded on the people's will and where the law treats each person similarly. The core of this concept involves a guarantee that the people of the country have a right to all information kept by the state and information detained by another person for exercising or security of any rights. A governmental body is not simply transparent when it responds efficiently and effectively to governmental requests for information, but where it offers important information without the public demanding that information (Paker, 2013).

2.6.8 Cultivating good human resource management and career-development practices

Several programmes aim to improve human capital, such as teaching, mentoring, and coaching. The South African civil service, over the years, strengthened recruitment and growth to increase its capacity to provide services to society. The latter attempts to encourage equality in the civil sector of South Africa to resolve staff imbalances and inequality (Disoloane, 2010). South Africa holds several organisations (such as trade unions) advocating good human resources management (Public Service Commission, 2016).

Thornhill, Van Dijk, and Ile (2015) call human capital management “the approach to staffing which perceives people as assets whose current value can be measured in terms of productivity and whose future value could be enhanced through investment”. Thornhill et al. (2015) refer to the term 'talent management' as “the process through which an organisation's anticipated talent needs are planned for through acquisition
or development strategies”. Public agencies, such as governments, therefore, need to advance their human resources by meeting their growth needs. There must be a pre-planning phase concerning what the potential human resources requirements of the agency might be to provide for sustainable operational success (Public Service Commission, 2016).

Phillips and Gully (2014) remark that the attributes, understanding, abilities, talents, and competence of people must be reconciled with the organisational objectives to ensure optimum production from individuals and groups of organisations against their targets. This would cause certain individual qualities in the organisation's favour. The PSC (2016) remarks that before any person is employed in the public services, these factors must be considered in performing a task:

- Integrity
- Compassion
- Competitiveness
- Values
- Goals
- Expertise relative to another team member
- Conflict management style
- Teamwork values, communication skills
- Personality related to working effectively with others
- Education
- Job-related proficiencies
- Job knowledge
- Experience
- Personality traits

Leadership would drive efficient public service and personnel, which puts the needs of the people first. To maximise efficiency and meet objectives, public agencies need competent, trained workers with the requisite skills in their professional fields. The maximisation of human resources is a necessary condition for the sustainable efficiency of the public sector needed for its continuing success (Dorasamy, 2010).
Failure of adequate devotion to the problem of the growth of human resources may subject any company to danger (Byers, 2015).

The public sector’s success relies on the ability to sustain sound management, to provide services to residents, and to plan and execute development programmes. In exchange, these abilities depend on the capabilities, efficiency, competence, and motivation of the public service staff corps (Public Service Commission, 2015).

Best practices in staff management, applicable to the South African background, need to be followed, such as recruiting, job management, management of results and continued professional growth. The tenacity of the procedure, but also acquiescence with all workforce management legislation and labour arrangements, are critical factors in determining the efficacy of personnel activities (Public Service Commission, 2016).

An institutional framework should be established that nurtures and manages public servants, allow them to serve the country, to contribute substantially to developing the lives of fellow citizens, to be creative in developing first-hand tactics to PA and other technology, and have a fruitful and satisfying working life (Disoloane, 2010).

2.6.9 A representative public administration

The democratic government aimed to create a stable and legal public service, free from job inequality and inclusive of the world's citizens. This value requires “objectivity, fairness and the need to redress the past imbalances to achieve a broader representation” (Public Service Commission, 2015). According to Matziliza (2013) and Deloitte (2012), an adequately overseen administration will be built on:

- Improving anti-corruption measures
- Enhancing integrity in the public sector
- Nurturing the integrity of businesses
- Improving access to policy guidance
- Enhancing productivity and transparency
- Strengthening public procurement openness
- Ensuring equal engagement in politics and international cooperativeness activities
De Beer (2015) agrees with the two authors and adds that a proper government administration is, therefore, puts into daily use the values of PA set out in the Constitution (1996). De Beer (2015) adds this certifies zero corruption or misuse of influence or authority and that it responds to the necessities of the people. According to Meyer (2015), good governance is accomplished by making elected authorities accountable for using their resources. This also entails appropriate and authorised procurement and delivery programmes to support people, such as health care, education and infrastructure. This builds continuity and inspires assurance in the way taxpayers’ money is disbursed. In specific ways, adopting sound governance principles emerged from the success of an institution through implementing and practising transparency (Public Service Commission, 2015). These principles are pertinent to each sphere of the South African government.

Some scholars, like Franks (2014), are content about practising values and principles of PA in South Africa. Franks (2014) admires the work of the South African rule of law for establishing a legislative framework for PA, such as the PA management bill. This Bill, in consultation since 2007, primarily provided for:

- Instituting a sole public service (national, provincial, and local spheres) with national values and systems
- Launching and controlling requirements and quality assurance in providing service by establishing an office for standards and compliance
- Outspreading the function of the PSC to all spheres of government and making the commission’s orders obligatory on the state
- Prohibition public servants, their families or relatives undertaking business with the government
- Creating an anti-corruption unit
- Imposing all public servants to attend school throughout their careers
- Founding the National School of Government (launched 21 October 2013). To increase the reliability, complexity, and effect of human resource capability creation in organisations through education and training (Franks, 2014)

Thebe (2017) believe that practising fundamental values and principles of PA in South Africa is vague. The political placement without suitable political education and training
cause overpowering noble goals of human resource management, financial administration, and management within the government.

The South African public service focuses on developing a suitable climate and policy framework to improve and redress service delivery imbalances and inequities, especially in disadvantaged communities in South Africa. The fundamental values and principles of PA lay a solid foundation for equality, equity, and social justice in the South African public service (Addison, 2011).

The values and principles of the Constitution of South Africa (1996) provide a vision of service orientation and commitment to providing high-quality services to all South Africans. According to this document, service delivery in South Africa ought to be affected in an unbiased and impartial manner. Gordon (2010) emphasises that service delivery is to be characterised by responsiveness to the needs of the public—one of the nine values and principles of PA.

According to Ijeoma et al. (2013), this applies in the South African context, adding that the government has worked tirelessly since 1994 to respond to the needs of the people. Jameson (2011) enhances that service delivery in South Africa has improved since 1994. This results from a sustainable public service (efficient, effective, economical, and fair). The South African government made tremendous progress by implementing the values and principles of PA in developing the country and providing for its people (Ijeoma et al., 2013).

The Constitution of South Africa (1996) also remarks on the need for fair labour practices for all public servants, despite race, gender, or class. Moth (2014) commends the stunning work of the South African government and its Constitution in ensuring this by establishing support institutions. These support institutions ensure that institutions—especially public institutions, comply with all the constitutional compulsions. These support institutions include the The Commission for Conciliation, Mediation and Arbitration (CCMA), the Human Rights Commission, the commission for gender equality, and the Public Protector. Mokhethi (2017) adds these institutions have a constitutional obligation to protect the people of South Africa from any form of discrimination or unfair practices.
According to Addison (2011), the South African government envisages a goal-and performance-oriented public service. To achieve this, public sector institutions follow the constitutional values, transparently conducting themselves.

With the notion of accountability, public sector institutions have guidelines detailing how important it is for servants in the South African public service, to be honest and accountable. Public sector institutions and their employees are informed about the obligation to expose, explain, and justify actions (Muswede & Thipa, 2017).

According to Raga and Taylor (2011), South African public service has a range of mechanisms developed to ensure accountability. These mechanisms promote responsibility provide adequate controls while allowing for appropriately flexible management. Brynard (2015) adds that, while implementing and promoting accountability, the actions of South African public institutions are publicised to encourage public debate and criticism. South African public service is constantly held accountable for their efforts to the public.

While scholars applaud the South African public service for promoting accountability, Wilson (2014) contends there is no accountability in South Africa. The elevated levels of corruption demonstrate this in the South African government. Cox III (2017) settles that efforts are made to promote accountability and transparency in South Africa.

The South African government contends that public servants in South Africa ought to be guided by an ethos of service delivery. Public servants ought to be committed to promoting service delivery in an unbiased and impartial manner. This is important considering the exclusion policy under the previous government in South Africa (Cox III, 2017).

Nekati (2015) believes that in all three spheres of government, but municipalities, the ideals of administrative justice should be associated with the structure of democratic governance in South Africa regarding community participation. Christopher (2015) continues, “Community participation is an essential component or principle as far as relevant and basic service delivery is concerned”. A responsive, transparent, and accountable municipality avoids service delivery protests. Service quality protests arise when the population of a region express its frustration with the mode and
measure where public services are delivered, remaining in South Africa for an extensive period (The Citizen, 2020). According to Christensen, Goerdel, and Nicholson-Crotty (2011), South African Public services is underperforming. These include:

- Supplying people with fair services
- Consulting on the eligible services
- Exchanging facts on the excellence of the services to be rendered
- Thoughtful and well-mannered consideration of the public
- Openness on how government agencies stay handled
- Responsibility for the procurement of class services
- Duty for operational service provision (Christensen et al., 2011)

### 2.7 The practice of fundamental values and principles of public administration in local government

Binza (2012) remarks that with ratifying the 1996 Constitution, local government in South Africa began a new era. The Constitution established a wall-to-wall local government system for the first time in history, requiring municipalities to be constituted over the entire territory of the Republic (Binza, 2012). The Constitution of RSA (1996) remark that South African local government has these objectives:

- Provide democratic and accountable government for local communities
- Ensure service delivery to people in a sustainable manner
- Encourage social and economic growth
- Encourage a safe and healthy environment
- Promote the participation of the public and their organisations in the matters of local government

According to SALGA (2021), South Africa's local government is divided into eight metropolitan municipalities, representing the country's eight most populated and industrialised areas. Outside of urban regions, the local government mandate is conducted through a two-tier system, with 228 local municipalities divided into 44 district municipalities, sharing the functional competencies outlined in the
Constitution’s Schedules 4B and 5B. The Municipal Structures Act of 1998 establishes a division of responsibility between the district and the local municipality (SALGA, 2021). SALGA (2021) further adds that the Constitution allows municipalities to regulate the local government affairs of their community on their own initiative. This study focused on fundamental values and principles of PA in one district municipality, Zululand. Zululand comprises five local municipalities. Since local government is autonomous, how do we know that, as a public sector institution, they maintain public ethics within their operations?

Brynard (2015) believes that municipalities need to attempt—within their financial and administrative dimensions, to accomplish these objectives. For local government to be effective, they need to meet all these objectives. To meet the above aims, local government and its entities and employees need to adhere to Section 195 of the South African Constitution. Motubatse, Ngwakwe, Sebola (2017) insist that a municipality must aim to attain these goals within its financial and administrative potential. A municipality needs to accomplish all these goals to succeed. Local government and its organisations and workers must adhere to Section 195 of the South African Constitution to accomplish the above goals (Motubatse, Ngwakwe, & Sebola, 2017).

Molina and McKeown (2012) conclude that the values and principles of PA serve as a guide for municipalities. These values and principles promote efficient, effective, and cost-effective resource management while assisting municipalities in determining if service provision is conducted within its scope and the constraints of resources. Services must be provided in a legal and ethically acceptable manner (Molina & McKeown, 2012).

2.8 Using stewardship theory in South African Local Government

To improve practising values and principles of PA in local government, a stewardship theory was adopted. Stewardship is an “obligation to provide services in an effective and efficient manner that meets the needs of the citizens of the South African public service institutions without exception” (Nzimakwe & Mpehle 2012). Good stewardship is better shown by transparency in public resource management. Mazibuko and Fourie (2013) recognise that mayors, municipal managers, councillors and officials acquire
the highest obligation to prove good to stewardship and accountability. Concerning stewardship in local government, a municipality must act with intellectual integrity, assert responsibility in decision-making, be dedicated and brave, and correspondingly show the expertise and abilities needed to operate local government agencies. Governance is crucial in ensuring the successful functioning of the municipalities within the South African municipal setting; this outcome, therefore, satisfies the target.

Accountability is the most critical aspect of good governance (Callamard, 2010). Sadly, in South Africa, 13 municipalities were reported for bad governance by the Parliamentary Monitoring Group in the last 20 years. Their fiscal and administrative governance remained non-existent, and their attempts to provide services were debilitating (Parliamentary Monitoring Group, 2013). These municipalities comprise four in KZN, three in Eastern Cape, two in Mpumalanga, two in North West, and two in the Free State. The information on their inadequate governance skills (Parliamentary Monitoring Group, 2013) comes from their departments of finance and administration; the councillors practice poor governance and council management issues; political infighting within the councils is typical, which undermines the municipalities' managerial skills, and exacerbated by their poor governance skills.

Their continuing financial abnormalities lead to jurisdictions with repetitive negative audit opinions. They refuse to reply to audit reports and have not adopted audit guidelines, and have inadequate fiscal oversight and expenditure procedures, resulting in highly noticeable service delivery shortcomings and protests (Parliamentary Monitoring Group 2013). This proves that Christensen et al. (2011) and Thebe’s (2017) arguments are correct. The practice of fundamental values and principles of PA in South Africa is inadequate.

### 2.9 Mechanism for promoting Section 195 of the Constitution

The fundamental values and principles governing the public administration, according to Molina and McKeown (2012), cannot exist in isolation; they ought to be supported by prominent legislation, such as the Public Administration Management Act (PAMA). PAMA, alluded to in Section 195(1) of the Constitution, aims to promote the fundamental ideals and principles of PA. PAMA also includes provisions for capacity
development and training, the Minister's authority to define minimum norms and standards for public administration and the establishment of the Office of Standards and Conformity to monitor compliance with those standards.

To further strengthen good governance and promote and evaluate the constitutional values and principles set out in Section 195, the RSA Constitution (1996) established public bodies mandated to ensure this, such as the Public Protector. An autonomous body was established in compliance with Section 181 of the Constitution, with a mission to promote and improve Constitution democracy in the RSA. The Public Protector holds power to review reports and redress unethical activity of state relations as a mechanism for reform in the interest of good governance. The Public Protector needs to be available to all people and societies. Anybody can complain to the Public Protector (Public Protector South Africa, 2020).

Another fundamental body is the PSC. The mission of the PSC is to uphold the constitutionally preserved autonomous values and principles all over the public service by:

- Investigating, checking, assessing the government and management, and employee practices
- Recommending methods to warrant the effective and efficient performance
- Dispensing commands through respect to employees’ dealings about the staffing, relocations, advancements, and dismissals
- Guiding on employee practices
- Reporting on its doings

The PSC monitors and investigates obedience to policies and processes to recommend methods ensuring efficient and reliable public sector performance (Public Service Commission, South Africa, 2020).

Another public body that promotes and evaluates the constitutional values and principles of PA in South Africa is the AG. The Supreme Audit Institution (SAI) of South Africa is the AG of South Africa (AGSA). The single agency inspects and studies, by statute, on what means the state uses the money of South African taxpayers. This was the aim of the AGSA since its establishment in 1911. The position and duties of the
organisation were further extended when the RSA Constitution came into effect in 1996 to allow the institution to fulfil its constitutional mandate.

The AGSA, according to RSA Constitution (1996), has a legislative mandate and, as South Africa’s SAI, operates to reinforce the democracy of the country by allowing public sector oversight, accountability and governance by auditing; therefore, building public trust. AGSA publishes audit reports on all branches of government, elected authorities, municipalities, and public institutions annually. The audit results, separate from entity-specific reports, are examined in reports covering all the cycles of the Public Finance Management Act (PFMA) and the Municipal Finance Management Act (MFMA) (The AGSA, 2020).

2.10 Promoting good governance within the public sector

According to Marume (2016), other than visible indicators of good governance, elevated levels of service delivery and community satisfaction, a local or district municipality in compliance with Section 195 of the Constitution can, can be identified by:

- Development goals are attained
- Compliance with Promotion of Just Administrative Action (PAJA)
- Systems and procedures intended to involve the public (including committees) facilitatively
- Guidelines and rules on public participation established
- A suitable tool for public participation (public hearings community forum, community development workers) has been used
- Public participation comprises a comprehensive range of public benefits
- Civic engagement material includes strategies, plans and models of service delivery (plus application, value, and level of services)
- Procedures to inspire the public to participate vigorously are operative
- All workers are responsible for individual performance audits
- Wrong output is appropriately handled
- An appropriate unit-level performance improvement framework
• A monitoring and appraisal framework is in place to determine the success of departmental services

• Responsibility, jurisdiction and transparency position

• Citizens' processes to keep elected authorities accountable at the level at which services are delivered are in place and are successful

• An annual report to citizens is made available

• Disciplinary cases treated in 60 days

• New employees trained in professional ethics

• Officials participate in ethics awareness programmes/workshops

• An adequate capacity for prosecuting cases of corruption is available

• No tolerance for intimidation/victimisation of whistle-blowers

Tshandu and Kariuki (2010) remark that public institutions, government departments, and municipalities use these values and principles to meet their objectives, ensuring good governance. Subhan and Vyas-Doorgapersad (2018) believe this enables them to:

• Empower residents and consumers of public services to engage fully and efficiently in PA systems

• Promote the fundamental principles intrinsic in public service employees' practices to ensure transparency in the delivery of public services

• Enhance the ability to improve public service

• Facilitate the harmonisation of policies and procedures

• Improves the working settings of public service agents and safeguards the protection of their rights (Subhan & Vyas-Doorgapersad, 2018)

2.11 Aspects of governance in service delivery

According to Sindane and Nambalirwa (2012), good governance is founded on fundamental values such as equal rights, legal duties, the rule of law, and intergovernmental affairs, vertical and horizontal, among others. Political, social, and economic principles comprise direct and representative participation by citizens, accountability and accountability of political representatives, uncluttered governance systems style, strong national ethos, public pride, civic obligation and civic conformity,
and economic liberty and deregulation. All these relate to public management principles plus those set down in South Africa’s Constitution (1996).

Good governance can be achieved by making a decent life for everyone by providing the conditions for citizens to lead a satisfactory quality of life (Sindane & Nambalirwa, 2012). The ubuntu way of life in South Africa emphasises good governance as it underlines sharing, unity, concern, joint union, and shared ethics (Sindane & Nambalirwa, 2012).

According to Richardson (2008), these features describe good governance:

- Participation focused on freedom of speech and the capability to participate constructively
- Fair and impartially the applied rule of law
- Transparency erected on the unrestricted movement of precise information
- Responsiveness, where organisations and structures attempt to serve all stakeholders
- Consensus alignment, which mediates various desires and goals
- Equity that helps all parties to improve and sustain their well-being
- Efficiency and effectiveness in discussing actual needs by making the optimum use of resources available where essential needs are met by making the best use of resources
- Accountability, which accounts to elected authorities and institutions in civil society
- Strategic outlook for a long-term focus on global policy for all stakeholders

Good governance is, therefore, linked with the values and principles of PA and is paramount for service delivery. The delivery of services to the society by public officials formally constitutes good governance (African Union, 2011).

2.12 Theoretical framework

A theory is used to describe how something works. Theories, according to Swanson, 2013, cited in Ncube, 2016, explain, predict, and understand occurrences. A theoretical framework may be thought of as a structure that holds or supports the study theory (Maxwell, 2013, cited in Ncube, 2016). A theoretical framework may be defined
as the introduction and explanation of the theory that explains why the research topic under investigation occurs. It serves as a research guide, determining the variables and their statistical correlations (Maxwell, 2013, cited in Ncube, 2016).

A theory is used to describe, explain, predict, or control a situation. It can produce hypotheses that can be tested through research. Research findings may challenge an assumption, leading to its dismissal or revision (Van der Waldt, 2017). According to De Vos, Strydom, Fouche and Delport (2005), a theory is a set of narrative propositions used to explain a phenomenon. It is a system of assumptions, principles, and relationships posited to describe a specified set of phenomena.

Theories are formulated to explain, predict, and understand phenomena and, often, to challenge and extend knowledge within the limits of critical bounding assumptions. The theoretical framework introduces and describes the theory that explains why the research problem under study exists (De Vos et al., 2005).

### 2.12.1 Social rule system theory

According to Bayat and Meyer (1994), the social rule system theory attempts to formally approach various kinds of social rule systems in a unified manner. Social rules systems include institutions, such as norms, values, laws, regulations, and various related concepts important in social sciences and humanities. The social rule system theory is an institutional approach to the social sciences, placing primacy on institutions and using sets of rules to define concepts in social theory (Bayat and Meyer, 1994). Social rule system theory notes that most human social activity is organised and regulated by socially produced and reproduced rules systems. These rules are tangible in societies—in language, customs and codes of conduct, norms and laws, and in social institutions, such as family, community, market, business enterprises, and government agencies. This theory posits that the making, interpretation, and implementation of social rules are universal in human society—the same goes for their reformulation and transformation.

Human agents (individuals, groups, organisations, communities, and other collectivises) produce, carry, and reform these social rules systems, which frequently occurs in ways they neither intend nor expect (Bayat and Meyer, 1994). This theory
relates to this study in that human agents and public officials implement the values and principles of PA in various institutions. The social rule system theory entails a set of rules, norms, and laws. All these are the same as the values enshrined in the Constitution.

2.12.2 Deontology theory

According to Bayat and Meyer (1994), in moral philosophy, deontology is the normative ethical theory that the morality of an action should be based on whether that action itself is right or wrong under rules, rather than based on the consequences. It is sometimes described as duty, obligation, or rule-based ethics. Deontology is commonly contrasted to consequentialism or virtue ethics and pragmatic ethics. In deontology theory, action is more important than the consequences. It may arise from an external or internal source, such as a set of rules determined by an organisation or government or private cooperation. The theory further remarks that to act morally right, people must act from duty. The theory contends that the consequences of actions do not make them right or wrong but the motives of the person who conducts the activity (Bayat and Meyer, 1994).

This theory relates to this study, as the deontology theory concerns right or wrong. The values and principles of PA determine or focus on what is wrong and what is right in public institutions.

Public administration mainly works with people; therefore, a requirement exists for public authorities to understand principles and an entrenched sense of right and wrong. To deliver facilities impartially, equally, equitably, and without prejudice, qualities are demanded from those engaged in PA. Administrators should judge and assess acceptable courses of action. These courses of action should be based on constitutional values and principles. The values and principles attain the PA that South Africans attempt to have, as supported in the Constitution. It is innovative, and aims to inspire public institutions, whether at a national or local level, to adhere to the values and principles into their everyday work.

The work will produce reports, pushing public institutions to structural enforcement and productivity and effect drove by meaning. The constitutional values and principles
determine—outside meritocracy, the essence of a South African civil servant who, in the fulfilment of their duties, will not only accept the values and principles but behave according to them. The public’s responsibility is to guarantee that any public official stays conscious of the relation amid their behaviour, actions, and the necessity to hold the values and principles in their everyday activities expressed in the Constitution.

2.13 Summary

This chapter discussed the literature concerning the study's goals. The objectives and theoretical framework supporting the study led to the literature review. The literature laid the foundation of the South African Constitution and the importance of values and principles in a democratic state. Information on practising fundamental values and principles of PA in South Africa was obtained from literature, law, policy documents, journal articles, books, conference papers, newspaper articles, the Internet, and government reports. This chapter critically observes practising fundamental values and principles of PA in the South African public sector.

The literature also inspected practising fundamental values and principles of PA in South Africa, specifically referencing the local government. This reference evaluated whether local municipalities practice the democratic values and principles of PA. The literature also demonstrates how practising democratic values and principles of PA could improve governance and service delivery. Factors that affect practising democratic values and principles of PA were reviewed. Means of fostering practising democratic values and principles of PA are outlined. The following chapter provides the research design and methodology employed in this study.
CHAPTER 3
RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction
The preceding chapters present the foundation for the research instrument based on similar studies. This chapter describes the research methodology adopted for the study. This chapter presents the steps involved in a qualitative research sample. The methods and procedures used to obtain data are the motivation. It clearly represents the research design, the research paradigm, the target population, and the sampling methods. It outlines research instruments, data collection processes, data interpretation, and ethical considerations. Finally, trustworthiness is discussed identified by factors such as integrity, transferability, reliability, and conformability, to clarify how these parameters were considered and applied in this study.

3.2 Research design
The research design provides a framework for data collection and analysis. It reveals decisions about the priority provided to a range of dimensions of the research process (Tight, 2017). Pandey and Pandey (2015) elaborate that research design is a plan for completing a research project, a blueprint for data collection, measurement, and analysis. The purpose of research design is “to minimize the expenditure, to facilitate the smooth scaling, to collect the relevant data and technique, to provide blueprint for plans, to provide a direction and to provide an overview to other experts” (Pandey & Pandey, 2015).

The three types of research design include qualitative, quantitative, and a combination of qualitative and quantitative research (triangulation) approaches. This study employed a qualitative approach research design.

3.2.1 Qualitative approach
According to Creswell (2014), qualitative research comprises the use and assembly of various empirical devices. These methods include studies of events, subjective experiences; introspections; life stories; interviews; objects; cultural texts and works;
empirical; historical; interactional; visual texts which depict daily and difficult moments and significations in people's life. A qualitative approach is an interpretive, naturalistic approach to the world. It involves direct interaction with the individuals or objects studied. Data are collected using in-depth interviews and the analysis of documents, enabling the study to generate rich and detailed data (Creswell, 2014). An advantage of a qualitative approach is capturing words, opinions, and perceptions.

The qualitative research method was employed in this study to gain a thorough awareness of applying values and principles of PA in Zululand. This study and its findings are descriptive, comprising the participants' verbal expressions about practising democratic values and principles of PA in Zululand. The data were qualitatively analysed by narrating the respondents' observations, opinions, and perceptions.

Antwi and Hamza (2015) and Peterson (2019) affirmed that, unlike the more rigid quantitative research approach, limiting a study to specify alternatives, the qualitative method provides more freedom to explore the unknown. Peterson (2019) further suggests that a qualitative method is exploratory, attempting to explain ‘how?’ and ‘why?’ an event, or programme, performs in a specific setting. This study directs ‘how?’ questions, adapting the qualitative approach as suitable.

3.3 Research paradigm

The study employed an interpretivism research paradigm guided by qualitative design to investigate the research problem. According to Kivunja and Kuyini (2017), the primary task of the interpretative paradigm is to understand the human experience of subjective reality. This technique strives to “get in the minds of the subjects that have been researched” to understand what the topic contemplates or what the setting means. Efforts are attempted to understand the subject's perspective being observed instead of the observations. The emphasis is on the individual's knowledge and interpretation of the world around them. The fundamental principle of the interpretative paradigm is, therefore, the social construction of reality (Kivunja & Kuyini, 2017).

According to Hammersley (2013), numerous interpretations are generated within the human interaction; therefore, interpretivist scholars attempt to understand the means
of observing and experiencing the world through diverse settings and cultures. Such an approach respects the importance of the research participants' unique world perspectives and social lifestyles, accepting subjectivity in creating reality (Aspers & Corte, 2019).

According to Al-Riyami (2015), an interpretive paradigm is sometimes called a constructive paradigm because it is anchored on those socially produced realities of the world. In the interpretivist paradigm, individuals are treated as study participants rather than objects; the main aim is to capture diverse perspectives and examine the phenomena from various belvederes. Crewell (2014) adds that research questions need to be broad and universal in a study—supported by an interpretivism paradigm, for participants to build observations about the issue under investigation.

Pham (2018) remarks that the benefit of interpretivism is that interpretivist scholars can describe not only things, persons, or events but can understand them fully in the social context with diversified perspectives to observe phenomena. Researchers study and observe while assessing the beliefs, values, biases, insights, emotions, and perspectives of interviewees (Pham, 2018).

Through the set objectives, this study pursued to evaluate whether Zululand practices the democratic values and principles of PA while examining these values and principles to improve governance and service delivery in Zululand. The factors could be identified, affecting practising the democratic values and principles of PA in the district while recognising ways of fostering these procedures. To meet these objectives, the study observed the diverse thoughts, perceptions, observations, emotions, and perspectives of the participants. Participants included municipal officials and ordinary community members.

Engagement in this study involved active interaction with the participants to solicit and uncover meanings. Well-articulated arguments were presented during the interviews. No single interpretation was favoured, but the equal weight was provided to all perspectives, acknowledging that diversity would benefit the study. The purpose was not to expose a single acceptable truth but to understand the perspectives through which individuals regarded reality.
3.4 Research methodology

Research methodology refers to the steps, procedures, and strategies for collecting and analysing the data in research investigation. It is a detailed plan for how a study is conducted. This strategy offers the framework according to data collected (Bryman, 2012). Neuman (2011) defines research methodology as a set of specific techniques for selecting cases, measuring, and observing aspects of social life, collecting and refining data, analysing the data, and reporting the results.

3.4.1 Study site

The targeted location for this study was Zululand. Zululand comprises five local municipalities, indicating eDumbe, Bhekuzulu, Ulundi, Nongoma, and uPhongolo. ZDM is in the north-eastern part of KZN. It is one of 11 district municipalities of KZN—primarily a rural district. According to KZN Online (2019), half the area falls under the jurisdiction of traditional authorities, whereas the rest is privately owned commercial farms or protected areas.

Vryheid and Ulundi are two urban centres in the district, respectively serving as a regional service and a regional and provincial administrative centre. The town of Vryheid is a commercial and business hub, while Ulundi town is an administrative centre and the headquarters of ZDM. Its population is 803,575 with 54/km² density. The majority of its 803,575 people speak IsiZulu. The district code is DC26. It is part of a larger historical area, known as Zululand (KZN Online, 2019). The main economic sectors are:

- General government (22%)
- Transport
- Storage and communication (16%)
- Wholesale and retail trade
- Catering and accommodation (15%)
- Finance
- Insurance
- Real estate and business services (11%)
- Agriculture, forestry, and fishing (10%)
- Manufacturing (10%)
- Community, social, and business services (6%)
- Mining and quarrying (5%)
- Construction (3%)
- Electricity, gas, and water (2%) (KZN Online, 2019)

The motivation for choosing ZDM and its municipalities is constant citizen protests about service delivery and governance in the last ten years in KZN (The Citizen, 2020). This provided fertile ground for data collection, illuminating the essence of this study.

![Map of Zululand](image)

**Figure 0.1: Map of Zululand**

Source: Municipalities (2020)

### 3.4.2 Target population

Neuman (2011) remarks that the population or target population refers to the people or individuals that the study focuses on. This study initially targeted a mayor and a municipal manager of each of the five local municipalities within Zululand, heads of departments from ZDM (corporate services, finance, technical services, planning,
human resource management, community services and planning), and five random community members from each of the five local municipalities.

The study targeted various participants to accumulate diverse observations and perspectives. The targeted participants hold a significant function in Zululand and, therefore, is important in the study and its findings. All the targeted participants could not be interviewed owing to the unavailability of some municipal officials and the refusal by other officials to participate.

The study initially targeted 42 participants, and only 35 were interviewed. In the motivation behind targeting mayors and municipal managers as study participants in a municipality, the mayor oversees the municipal council's work and supervises the municipal managers and department heads. The municipal manager and other officials lead the municipal administration, in charge of the municipality's work. The municipal manager hires and supervises employees in conducting all council-approved programmes.

3.4.3 Sampling methods

Sampling is the act of selecting a small group of respondents from a larger target population, expecting the findings from the small group will allow for conclusions about the larger group (Du Plooy-Cilliers & Bezuidenhout, 2014). According to Jensen and Laurie (2016), a sample is a population segment selected for research. The primary purpose of sampling is to achieve representativeness. The sample should be assembled to represent the population from which it was obtained. Jensen and Laurie (2016) emphasise the significance of effective sampling, affirming that proper sampling may save time, effort, and money while producing valuable, trustworthy, and accurate data.

Probability and non-probability sampling procedures are the two types of sampling techniques. In probability sampling, all elements have an equal chance of being chosen as subjects. In contrast, non-probability sampling means that no elements have a known or predetermined chance of being selected as subjects. The sample strategies implemented in each sampling scheme are dissimilar (Babbie, 2013).
This study employed non-probability sampling (members of the population do not have equal chances of being included in the study) and probability sampling (each member of the population has an equal opportunity of being included in the study). The study had the purpose of collecting data from the mayors, the municipal managers, and heads of departments in Zululand; therefore, purposive, non-probability sampling was used to select municipal officials. The study acquired the perspectives of community members since they are involved in protests, supposed to benefit public services from the municipality. A probability simple random sampling was applied in selecting community members.

### 3.4.3.1 Purposive sampling

According to Jensen and Laurie (2016), the purposive sampling technique is in the category of the non-probability sampling method, based on the researcher's judgement. Purposive sampling is applied when a sample is chosen for a specific reason to provide insight into a field of interest, determined by the research topic (Jensen & Laurie, 2016). In this study, the participants with information on how the values and principles of PA are upheld in the district were identified through municipal websites involving primary office bearers/management of the municipality. This includes the mayors, the municipal managers, and heads of departments (HODs) in ZDM.

### 3.4.3.2 Simple random sampling

In a simple random sampling, each member of the population has an equal chance of being selected in the sample. Simple random is best used where the population is homogenous (Alvi, 2016). Community members were also included in the study to enable sufficient data on the values and principles of PA in the district. Diverse perspectives from the municipal officials and the community members could, therefore, be captured.

The study initially targeted 42 participants, and only 35 were interviewed. Some interviews were conducted in person, whereas others were interviewed virtually (telephonic or Zoom) due to COVID-19. The interview schedule or questions were
formulated from the research objectives. The sampling procedures disregarded gender; no conclusions were drawn from the individuals' gender disparities.

3.4.4 Data collection instruments

According to Brynard, Hanekom and Brynard (2014), data collection involves data analysed and interpreted for the study through various instruments. In this study, primary data were collected through structured interviews with the mayors, the municipal managers, HODs, and community members. Community members were interviewed in February 2021. Interviews were conducted in person and virtually. Structured interviews with community members were conducted physically, while interviews with municipal officials were conducted physically and virtually from February 2021 till August 2021. Interviews with municipal officials were more time-consuming because of unavailability and busy schedules.

Structured interviews were implemented as data collection instruments because of the following reasons:

- Interviews allow rich and detailed data
- The respondents' own words are recorded
- The researcher can observe the body language of the respondent and can identify whether the truth was conveyed (impossible where virtual or telephonic interviews were conducted)
- They allow more detailed questions while misunderstandings are clarified immediately
- Easy follow-up for incomplete answers
- The respondent and the researcher are both present to explain unclear information
- Adding human dimension to impersonal data

Interviews were employed as a qualitative method, comprising open-ended questions that offered qualitative data and were, therefore, relevant to this investigation. During the interviews, cell phone recordings and handwritten notes were made. Participants have directed questions, and their answers were probed further to explain indistinct aspects. Participants could, therefore, express a variety of perspectives under qualitative research guidelines. Interviews functioned as two-way conversations where
questions were directed on a specific subject to obtaining answers/data from selected participants’ beliefs, observations, experience, knowledge, attitudes, motivations, emotions, and reasoning about practising fundamental values and principles of PA in Zululand.

3.4.5 Data analysis and interpretation

Shane (2011) defines data analysis as transforming data to extract useful information and simplify conclusions. Analysis means the categorising, ordering, manipulating, and summarising data to obtain responses to research questions. Data analysis concerns reducing data into an intelligible and interpretable form, enabling studying the relations of research problems while assessing and conclusions drawn. Analysis transforms data into findings. According to Mpofu (2013), to have a meaningful analysis of obtained data, the research process necessitates the application of a particular technique of analysis. Data are worthless unless analysed methodically and rationally.

The Open University (2013) adds that qualitative data analysis aims to distil and make sense of substantial amounts of data, frequently from disparate sources, to uncover impressions, providing insight on a research subject. It is a method of using descriptive data and explaining or interpreting. Interview transcripts, documents, blogs, polls, images, and videos can be included in the data (The Open University, 2013).

Elliot (2018) posits that the impressions and interpretations of prominent researchers are usually central to qualitative data analysis. Since qualitative analysis is based on researchers’ opinions, it is critical that the process is systematic and that researchers report their findings in an organised and transparent manner. Elliot (2018) further explains this is important, provided the widespread belief that qualitative research is less trustworthy and sound than quantitative research.

According to Sunday (2015), qualitative data analysis is the range of processes and procedures moving from the qualitative data collected into explanation, understanding, or interpretation of the people and situations investigated. It is usually based on an interpretative philosophy. The idea is to examine the meaningful and symbolic content of qualitative data. Sunday (2015) further recommends that the best way to analyse
data is through content data analysis. Content data analysis, as explained by Sunday (2015), is the procedure of categorising verbal or behavioural data for classification, summarisation, and tabulation. Content analysis can be conducted on two levels, indicating descriptive—what is the data? Interpretative—what was meant by the data?

Data were collected using open and closed-ended questions. The goal of conducting a study is to produce results; therefore, data must be analysed to convert data into findings. In data analysis, a qualitative content analysis was employed where research questions were used to group the data while observing similarities and differences. According to Krueger and Casey (2015), qualitative data analysis is making meaning of study participants' ideas and opinions about events, corresponding patterns, topics, categories, and recurring similarities. Qualitative data analysis transforms collected qualitative data into a transparent, intelligible, insightful, trustworthy, and original analysis using analytic processes (Krueger & Casey, 2015).

Qualitative content analysis assisted in understanding data and its meaning, leading to establishing or developing themes. Data were classified into themes generated from the research questions. According to Mpofu (2013), the goal of theme analysis is to produce research knowledge and understanding. In qualitative research, data analysis is most prevalent. It is the method through which a researcher identifies, investigates, and documents patterns or themes arising from a dataset. According to Braun and Clarke (2013), it is detecting, analysing, and reporting data themes. This technique is excellent for analysing and understanding substantial amounts of content.

This technique was chosen for this study because it is versatile, allowing a researcher to provide a comprehensive and complete data description while still being simple to implement. The themes that emerged throughout the data analysis produced a data interpretation. The themes discovered throughout the interpretation process aided in constructing a qualitative instrument for this study's qualitative phase. Data were divided into two parts—part one, containing the perspectives of municipal officials. Part two comprises the perspectives of community members, expressed perceptions, observations, while opinions of respondents were analysed. Data were presented qualitatively. The semi-structured interview material was transcribed and organised
into functional analytical units or topics. The interview findings formed conclusions, triangulated with the information established in the literature study.

3.5 Trustworthiness

According to Nxumalo (2013), trustworthiness is an overarching notion used in qualitative research to express the techniques researchers follow to assure a study’s quality, rigour, and credibility. In this study, data were collected from various stakeholders, each with their interpretation of the phenomenon. Individual interviews were conducted. The interviewees, therefore, expressed themselves without fear of judgement. This was undertaken to increase interview reliability and validity, eliminating misunderstandings or biases in interpreting the research questions. In qualitative research, the four variables used to determine trustworthiness are:

- Credibility,
- Transferability,
- Dependability,
- Conformability (Kumar, 2019).

3.5.1 Credibility

According to Kumar (2019), the term ‘credibility’ relates to sincerity and correctness outcomes. This sign of trustworthiness determined whether the study findings are credible—emphasising quality over quantity. Credibility follows the richness of the data obtained rather than the amount of data collected, determines believability. To establish credibility in a qualitative study, the researcher must analyse the participants' experiences, beliefs, perceptions, and understanding. According to Ncube (2016), credibility is the primary goal of qualitative research, relating to the confidence in data accuracy and interpretations. This answers whether it is true. Credibility holds two components—ensuring that the study is conducted, enabling credible findings, and using metrics to demonstrate credibility to readers. Various approaches, such as persistent observation, triangulation, and member checks, can determine credibility.
To ensure the legitimacy of the findings, the researcher collected data through in-depth interviews. Participants were the actual performers presenting natural persons who could best appraise the accuracy of the study findings, verifying the study’s legitimacy.

3.5.2 Transferability

The term ‘transferability’ relates to how generalisable the data are. It refers to how the findings may apply to diverse situations or circumstances. According to Babbie (2013), in qualitative research, the researcher is not concerned with generalisations. In contrast, in quantitative research, the researcher should guarantee that the findings can apply to the total population. Transferability is the obligation of individuals who attempt to use qualitative research to a different situation. Kumar (2019) defines transferability as the amount to which outcomes can be transferred to new contexts.

This study’s transferability was attained through tactics, such as dense description and purposive sampling. External readers can assess the data’s relevance to various situations with adequate descriptive data. To make this study more transferable, extensive explanations are presented, emphasising the appropriate methods and phases.

3.5.3 Dependability

Dependability relates to the data’s consistency and dependability in diverse contexts. According to Babbie (2013), dependability refers to a study providing proof that if it were repeated with the same individuals and in an analogous situation, the results would be consistent. The same holds for credibility and dependability because validity lacks without dependability. A proper demonstration of trustworthiness is required to prove dependability (Babbie, 2013). According to Kumar (2019), this indication ensures consistent and repeatable research findings. Dependability refers to the likelihood that comparable results would be reached if a similar study was conducted at a different location and time with the same participants (Kumar, 2019).

To ensure the study’s dependability, each technique is described so external researchers can replicate it and obtain the same or comparable results. External
examiners can then assess the reliability of the employed techniques, followed by completing the study.

### 3.5.4 Conformability

According to Babbie (2013), conformability refers to if the study findings represent the voice—the conditions of the inquiry, rather than the researcher's intentions, viewpoints, and prejudices, are called conformability. Kumar (2019) added to this definition, stating that conformability relates to what extent results are free of bias, allowing other researchers to duplicate the findings.

To eliminate bias from research techniques and research conclusions, this study stayed neutral throughout the data analysis. The study conclusions result from the participants' observations, beliefs, experiences, and understanding from the entire data collection process, rather than the researcher's.

### 3.6 Study limitations

- The results cannot be generalisable with other locations such as Urban based district municipalities and metropolitan municipalities.
- Rural-based municipalities and urban based district municipalities and metropolitan municipalities are dissimilar, encountering various concerns. Reasons behind protests in urban and metros cannot resemble those of rural municipalities, such as Zululand.
- Only the opinions and perspectives of Zululand district residents and municipal officials were used to recommend solutions to the problem.
- Participants refused to respond to some interview questions. Participants complained about the difficulty of these questions; therefore, fewer responses were received.
- External variables may have affected the study, such as participants' commitment and desire to engage in semi-structured interviews.
- A lack of scholarly publications was established, such as textbooks and journal articles that involved practising the South African values and principles of PA.
• Some municipal officials refused to participate in the study, advising non-participation in voluntary academic investigations because students/scholars never report or share their work with the municipality after study completion.
• Some municipal officials refused to participate in the study, claiming that previous studies on their municipalities were inaccurate. The officials who declined to participate also claimed that researchers had tarnished the municipality's reputation and the officials were concerned with erroneous reporting. Even after being informed about the study’s ethical standards, they still refused to participate.

3.7 Ethical and safety issues

Leedy and Ormrod (2010) explain how the following categories cover most ethical concerns about research:

• Protection from harm: Physical safety should be ensured for all respondents
• Informed consent: The study purpose should be clarified to all respondents
• Voluntary participation: Respondents must participate voluntarily
• Right to privacy: Respondents must be assured that responses provided will be treated with confidentiality

While embarking on this study, the university's research ethics policy and procedures, and its policies and procedures, were studied and understood to manage and combat plagiarism. All respondents' rights were protected. Participants were informed about the study and its goals. All participants were informed about maintaining anonymity, including the study's purpose, provided the option to decline or withdraw from it. Participants were enlightened about the research and chose to volunteer or remain anonymous. The names and positions of respondents are kept anonymous. The study conclusions are correctly represented. An elevated level of ethical conduct was maintained throughout the research.

The research ethics of the University of Zululand or the university's research policy influenced this investigation. During this research, ethical considerations were, therefore, considered. The university's policy and procedures on research ethics and policy were perused and understood, including procedures for managing and
preventing plagiarism. The importance of informing all participants of the study was acknowledged.

The individuals' voluntary engagement, anonymity, and harm avoidance were adhered to. The study began in a setting conducive to the researcher and participants' well-being. In conducting the study, the researcher was open, honest, and professional. An informed permission form explaining the procedure was provided to respondents. Their privacy and anonymity were respected. No harmful or dangerous materials were used.

3.8 Summary

This chapter outlined the research methodology and research design used in this study. A qualitative research approach and the interpretative paradigm employed in this study were discussed in this chapter. The chapter also detailed the targeted population, study site, and sampling methods. The data collection instruments were also reviewed, with their benefits. In-depth interviews were employed to evaluate fundamental values and principles practices of PA in Zululand. An explanation of how data were analysed and interpreted were provided in this chapter. Study limitations were also discussed in this chapter. To improve the study's quality, trustworthiness indicators, such as credibility, transferability, dependability, and conformability, were emphasised. Finally, the ethical and safety concerns were presented. The empirical study findings are reported in Chapter 4 under the study's aims and objectives.
CHAPTER 4

PRESENTATION AND DISCUSSION OF FINDINGS

4.1 Introduction

The previous chapter presents the research design and methodology employed in this study. This included the research paradigm, ethical and safety considerations, trustworthiness, and procedures for data collection employed. This chapter analyses presents and interprets data collected through structured interviews with certain municipal officials and Zululand community members.

Evaluating fundamental values of principles of PA implemented in Zululand depended on the experiences, observations, and perceptions of the stakeholders within the district; therefore, this study employed the qualitative content analysis through interviewing participants (municipal officials and community members), obtaining data from the five local municipalities within Zululand, indicating Ulundi; Nongoma; uPhongolo; eDumbe; and AbaQulusi. Literature sustained and maintained the participants' responses, presenting a sound justification of the findings from the literature and the theoretical framework used in this study.

Data analysis and study findings are presented in two parts, including the perspectives of municipal officials and the perspectives of community members. A qualitative approach discussed the following research objectives of the study:

- Evaluate whether local ZDM practice the democratic values and principles of PA,
- Examen how practising democratic values and principles of PA can improve governance and service delivery in Zululand,
- Determine the dynamics affecting practising democratic values and principles of PA in the district,
- Identify a way of fostering practising democratic values and principles of PA in the district.

Table 0.1 below reflects the themes generated from the research questions.

Table 0.1: Themes aligned to research questions
<table>
<thead>
<tr>
<th>Research Question 1</th>
<th>Is the district following its constitutional obligation by promoting and enforcing the democratic values and principles of PA?</th>
</tr>
</thead>
</table>
| **Themes**          | - Understanding of PA.  
                         - Understanding of the South African Constitution.  
                         - Understanding Section 195 of the South African Constitution.  
                         - The promotion and enforcement of the democratic values and principles of PA by the municipality. |
| Research Question 2 | How does the district municipality use the values and principles of PA to improve governance and service delivery? |
| **Themes**          | - The use of the values and principles of PA to improve governance and service delivery.  
                         - Development-oriented activities by the municipality.  
                         - The enforcement and encouragement of public participation by the municipality.  
                         - Impartial, fair, and fair provision of services within the district.  
                         - Transparency and accountability within the municipality.  
                         - Good human resource management and career-development practices within the municipality. |
<p>| Research Question 3 | What affects the practice of these values and principles within rural municipalities? |
| <strong>Theme</strong>           | - The factors affecting the practice of fundamental values and principles of PA within rural municipalities. |
| Research Question 4 | What can be conducted to enforce democratic values and principles of PA within the district? |</p>
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  • The role of municipal officials/community members in ensuring good governance and service delivery within the municipality.  |

4.2 Presentation and discussion of findings from municipal officials

After conducting structured interviews with municipal officials, the responses were independently sorted through the analysis of the results. When sorting the answers, the statements projecting similar ideas were grouped according to the following questions and findings:

4.2.1 Question 1: Is the district following its constitutional obligation by promoting and enforcing the democratic values and principles of public administration?

• Understanding public administration

A question on understanding PA was directed, and the participants from various local municipalities within the Zululand district responded:

“It is the management of state resources for the benefit of the society. It is about ensuring that service delivery is at the best interest of the public through proper utilisation of public funds”.

Coetzee (2012) supports this statement, defining PA as a wide-ranging and distinctive area of activity comprising public officials operating in public institutions and providing goods and services in the community's interests.

A municipal official from Zululand added:
“Public administration is a platform for them to serve their communities the best way they know-how. It requires them to be aware of society and look after it, prioritizing individuals and their communities’ progress and well-being, integrity, sensitivity, empathy and foresight”.

- **Understanding the South African Constitution**

The participants we questioned about their understanding of the RSA Constitution. A municipal official responded:

“The Constitution is a system of laws and regulations that establish government powers and obligations and ensure certain rights for the people. It contain significant rules and laws of political system, it protect the rights of all citizens regardless of their gender, race, age or political affiliation. It stipulates that in South Africa nobody is above the law; everyone is equal before the law. Every citizen is required to respect the rules of the Constitution. South African Constitution is recognized as the supreme law that every citizen, regardless of their position in society, should respect”.

A further response:

“The Constitution is a set of laws governing the Republic of South Africa. It governs all persons living within the borders of this country and all actions that contravene with these laws are regarded as unlawfully and they are duly prosecuted”.

This was a standard answer given by all municipal officials who were interviewed. The researcher discovered all participants had the same understanding of what a Constitution is and what it entails.

- **Understanding Section 195 of the South African Constitution**

Section 195 of the RSA Constitution provides values and principles supporting PA in South Africa. According to Levin (2018), values and principles support choices, empowering individuals to consider and make informed decisions about diverse situations and act to advance democracy. In the rendering of public services and the administration of the public sector, these democratic values should always prevail.
The same sentiments are shared by the participants when questioned about their understanding of Section 195 of the RSA Constitution. Participants observed this section of the Constitution as a set of public sector guidelines.

“These are guidelines that are intended for public officials, and they regulate how public officials should conduct themselves in the performance of their duties within public institutions. All public servants, whether in local, provincial or national government, should follow and duly comply with these guidelines”, one participant mentioned.

“Section 195 of the RSA Constitution, beyond meritocracy, describes the essence of a South African civil servant who not only respects ideals and beliefs but also executes his/her everyday obligations consequently. The values and principles of public administration set basis for fairness, equity and social justice”, another participant added.

Participants understood Section 195 of the RSA Constitution. The responses correspond with Matsiliza (2013), indicating that an independent, normative (value) structure that South Africans need to adhere to and where all South Africans must live is provided by the principles expressed in Section 195 of the Constitution.

- Promoting and enforcing the democratic values and principles of public administration by the municipality

The PAMA (2014) emphasises the importance of promoting and enforcing the values and principles enshrined in Section 195 of the Constitution. The RSA Constitution (1996) Section 195, Sub-section 2 remarks that the values and principles embodied in Section 195, Sub-Section 1 apply to administration in every sphere of government; organs of state; and public enterprises. As local government administrations, the local municipalities within Zululand, according to participants, follow their constitutional obligations of promoting and enforcing the democratic values and principles of PA.

Participants responded:

“The Zululand district promotes and maintains high standard of professional ethics, promotes efficient, economic and effective use of resources. Municipal services, both at local and at district level are provided impartially, fairly, equitably and without bias. When I say ‘local’ I’m referring to all five local municipalities within the district”.

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“In this municipality, the needs of the residents are well responded to and public participation is highly encouraged for the improvement of service delivery”.

“Zululand has mechanism for ensuring transparency and accountability, both at local levels and at district level. Our audit reports can vouch for us. Chief, I can assure you that our district is indeed guided Section 195 of the RSA Constitution in its operation”.

“As a municipality we have risk management and auditing, as well as fraud prevention and anti-corruption measures to ensure that a high standard of professional ethics in our municipality is promoted and maintained”.

“In my professional capacity as an accounting officer of this municipality, I ensure that this municipality promotes and maintains a high standard of professional ethics by reporting corruption, investigating financial misconduct, staff screening and financial interest declaration, having staff restrictions on conducting business with the municipality, and getting authorisation for remunerated activities, of staff, outside of their contractual obligations”.

“As public servants, we are guided by the Constitution in the execution of our municipal duties. We adhere to the values and principles given in section 195 of the Constitution and we continuously strive towards the improvement in the practices of these values on a daily basis in variety of ways”.

This was a compelling argument that the municipality promotes and enforces the democratic values and principles of PA. These claims are supported by the literature, where Ijeoma et al. (2013) remark how South Africa progressed by implementing the values and principles of PA in developing the country and providing for its people.

4.2.2 Question 2: How does the district municipality employ the values and principles of public administration to improve governance and service delivery?

- Employing the values and principles of public administration to improve governance and service delivery

The participants were questioned on how local ZDM and the district municipality employ the values and principles of PA to improve governance and service delivery. Participant response:
“As a municipality we promote liberty, non-racialism, and democracy in order to build communities. We, as a municipality strive at developing a democratic culture in which tolerance, openness, and free expression flourish. We have the legitimacy, accountability, and credibility, in which municipal officials become true servants of the people they serve”.

“Our municipality promotes equity in society by creating and sustaining an atmosphere that promotes economic growth and development, restores law and order and instilling respect for security, public law, and order in order to combat violence, crime, and corruption within our territory”.

“As an accounting officer of this municipality, I ensure that resources are allocated to programs that provide the most value for money and are implemented in accordance with local government objectives. I also make sure that the municipality is getting inputs at suitable prices through proper Supply Chain Management practices”.

“All operations of this municipal are guided by the provisions of the Constitution, national legislation, provincial legislation, and by-laws, which provide the basis for effective governance”.

“The ZDM uses or implements the values and principles of public administration in conjunction with relevant legislations such as the MFMA, municipal structures act and, more in particular, the Local Government Municipal Systems Act”.

According to study participants, The Local Government Municipal Systems Act intends:

“To establish the basic concepts, procedures and processes necessary to allow municipalities to develop towards local community social and economic elevation, and to provide universal access to affordable vital services”.

“To provide for the exercise and performance of municipal authorities and functions”.

“To provide for public participation”.

“Providing a foundation for local public administration and development of human resources”.

“Develop the support, monitoring and standard-setting framework for other government spheres so that local governments progressively establish themselves
as an efficient, forward-load development agency able to integrate all levels of government's activities in order to enhance social and economic overall communities in harmony with its natural local environment”.

A municipal official commented:

“What guide our service standard is our knowledge and well implementation of legislations relevant to the public service. Legislation such as the Public Service Act of 1994, the White Paper on the Transformation of the Public Service (WTPSD) of 1995, the White Paper on the Transformation of Public Service Delivery (WTPSD) of 1997 (the Batho Pele principles), the Public Service Regulations of 1999, the Public Finance Management Act (PFMA) of 1999 and the Promotion of Administrative Justice Act of 2000”.

This latter is maintained by Damon (2015) who avowed that: “Post-apartheid, South African municipalities have transformed their ethical infrastructure and integrity system to promote good behaviour through legal framework. This includes the Public Finance Management Act of 1999, the Public Administration Management Act of 2014, the Prevention and Combating of Corrupt Activities Act of 2004, the Promotion of Administrative Justice Act of 2000, and the Promotion of Access to Information Act of 2000”.

Municipal officials asserted these are their daily guidelines towards ensuring service delivery in the district.

- **Development-oriented activities by the municipality**

When inquiring about how they ensure that activities of their respective municipalities are development-oriented, participants responded as follows:

“Zululand District consists of local municipality such as UPhongolo, Nongoma, uLundi, Abaqulusi and Dumbe. These local municipalities are supported financially by the district. The Zululand district municipality ensures the redistribution of resources to all its local municipalities timeously, also assist these local municipalities to provide services to the people and sustain the provision of services in their areas”.

“We develop and support sustainable local economic development, with a focus on tourism development and involving the youth and the vulnerable”.

“In ensuring that activities within the district are development orientated, the Zululand district municipality has a local economic development (LED) office. All
local municipalities within the district also have their own LED offices. The existence of these LED offices is to develop the local economies through the implementation of proper economic development initiatives”.

“As officials, we constantly update citizens about the services available within the municipality. The Zululand district municipality also provide support to local municipalities through cooperation with local municipalities; also assist local municipalities to promote social and economic development”.

“Since we came into office in 2016, we have been responsible for basic services that support human well-being and economic progress. We have redefined the importance of promoting economic and social development. Each financial year, a big chunk of the budget goes towards economic and social development initiatives. Our main budget priorities include infrastructure development, LED programmes, water supply, education, health, sanitation, and agriculture”.

“As a municipality, in ensuring that our activities are development-oriented, we are guided by the Integrated Development Planning (IDP). The IDP is a five-year strategic plan for future social and economic development of the municipality. It is a mechanism that involves both the municipality and the citizens in finding a solution in achieving the long-term objectives. Since IDP looks at social and economic development therefore ZDM uses IDP to create jobs for local citizens, provision of infrastructure and service delivery”.

A participant added:

“We further the development of our municipality by forming collaborations with local businesses and non-profit organisations that can help accomplish developmental goals, enhancing community development capacities and public engagement capacity”.

A statement sustained by Addison (2011) maintains that the mobilisation of all society stakeholders behind the development goal is another crucial aspect of development orientation. This involves forming partnerships with the business sector and putting development in the hands of communities so they may take charge of their progress. It involves encouraging patriotism and general goodwill among the private sector and community stakeholders (Addison, 2011).

- Enforcing and encouraging municipal public participation
When probed about the enforcement of public participation, the participants responded:

“Public participation is a crucial aspect in municipal service delivery. In our municipality, public participation is stimulated through the design of flexible programs that involve citizens more in service design, delivery, evaluation, and governance of projects/service delivery”.

“We enforce public participation by enhancing and redesigning the municipality’s authority frameworks, processes, rules, and culture to make it more responsive and by empowering municipal officials to be change agents in their communities by creating an organisational culture that ensures officials are in tune with their communities”.

“As municipal officials we frequently organise community meetings and Imbizos for the people to voice their opinions in matters of public interest”.

“Since we now live in a digitalised world, as a municipality we have taken advantage of media and digital communication and use it to facilitate and promote public participation. We make use of modern communication methods such as social media and internet surveys to promote public participation”.

A participant added:

“As a municipality, we use ward committees to facilitate and encourage public participation. Our municipality also has Community Development Workers who work with the ward committees to carefully provide vital information that community and governmental organizations should gain”.

This was a standard answer provided by over ten participants interviewed. This is regarded as the most effective way to ensure public participation in the district. The literature supporting these findings include the PSC (2008) report, mentioning that ward committees and community development workers are great facilitators of public participation in each municipality.

- **Impartial and fair service provision within the district**

When enquiring about the impartial and fair provision of services, some participants responded:
“As municipal officials, provision of services, in a fair and equitable manner, is our core mandate. In ensuring this, we conduct proper research surveys and feasibility studies of the area as well as the type of services that are needed and then draft a proper budget allocation that will assist in fulfilling this duty”.

“The needs of the people are met through targeting of services and eligibility criteria to see if they’re equitable. This municipality ensures impartial, fair and equitable resource allocation to various groups and geographic areas. To further ensure impartiality, fairness and equitability, our municipality makes necessary changes to policy, budgets, and administrative procedures. Administrative decision-making procedures are laid-out and compared to PAJA and other pertinent legislation”.

“As a municipality, we are conscious of the people’s needs and strive to reflect our communities’ aspirations. We are dedicated to taking responsible and accountable actions, promoting racial harmony through tolerance and care; and protecting our citizens. As a municipality, we provide infrastructure and municipal services to all, with a focus on rural communities, in a sustainable and fair manner”.

“Municipal officials constantly engage with community members and ward councillors to identify services that are needed in the community and then work towards the provision of those services”.

Municipal officials from various municipalities across Zululand asserted that with service provision, people are treated equally and with respect, regardless of their gender, race, age, or political affiliation.

- **Transparency and accountability within the district**

During the interviews, municipal officials mentioned various ways to ensure transparency and accountability within Zululand. Participants responded:

“The district municipality and its local municipalities have a variety of ways of ensuring transparency and accountability. This includes regular communication with stakeholders and the people, publicising memos, cases, minutes of meetings and outcomes”.

“This municipality ensures transparency by sharing relevant information with the citizens. The municipality has a multitude of ways (both online and offline) for community members to obtain information. These include municipal website and information boards. Holding an annual general meeting (AGM), which offers different stakeholders the opportunity to assemble, learn about previous year's
municipal operations and finances and to raise questions is another method that we use to ensure transparency and accountability”.

“In order to ensure transparency and accountability and to put people’s minds at easy about any corruption allegations, forensic investigations have been implemented in our municipality. When we took over this municipality in 2016, we realised that there was a lot of corruption going on. We knew we had to work hard to bring about change in this place, till this day we continue to hard for our people”.

“As a municipality we regularly host workshops and trainings for our employees on the importance of transparency and accountability”.

“Officials of this are always asked and are always expected to account for their actions or actions within their respective departments and they do, as it is reflected in our audit reports. Officials do provide information about decisions and actions, explain and justify decisions and actions, exercise discretion, accept responsibility for these, disclose the results in a transparent manner, and, most importantly, understand that failure to meet duties and commitments has consequences”.

“I know when people talk about transparency, they always focus on financials matters. To show transparency in our financial activities as a municipality we always publicise our overall budget and publicise how financial resources are being spent”.

“We guarantee transparency and accountability by reporting on the regularity and effectiveness of the use, including own activities and actions, of public monies. We always welcome audits and publicly publish audit findings and recommendations, unless specific laws and regulations render them private. Additionally, we report on the follow up actions taken with respect to audit recommendations”.

- **Good human resource management and career-development practices within the municipality**

With good human resource management and career-development practices, the participants remarked:

“Our human-resource management and career-development practices, as a municipality, are guided by relevant South African legislations such as the basic conditions of employment act, the employment equity act, the labour relations act, the skills development act and many others”.
“The Zululand district municipality, like any other public institution, is guided by relevant legislations such as the Basic Conditions of employment Act and Labour Relations Act”.

“The Zululand district municipality regularly organises Career workshops for its employees. The purpose of these workshops is to enable officials to identify and analyse problems in public administration, develop solutions to those and act professionally. These workshops help employees to be able to interpret and apply the principles underlying administrative justice, for example fairness, real estate, and so on, and to provide information about norms and values that promote democratic public administrative management”.

“As a municipality we ensure good career-development practices by providing subsidies to employees who want to further their studies and providing rewards and performance management bonuses. We also ensure good human-resource management practices by ensuring that the selection processes are fair, transparent and within the bounds of the law. All the nepotism allegations that people always make against our municipality are not true”.

“The municipality enhances employee capacities by professionalizing essential jobs and implementing a coordinated career development plan. Analytical capabilities are being built into institutional capacities. The municipality require excellent analytical talents to establish policies, devise programs, and plan execution (financial modelling, policy analysis, evaluation, strategic planning, organisational development, process design)”.

“I think it is also important to mention that as a municipality we strive for human resource capacity development through education and training of municipal personnel to a level that allows the municipality to perform its tasks in an efficient, quality, collaborative, and accountable way”.

“As a municipality, we do not strive only strive for good human-resource management within the municipality, but we also provide career-development opportunities to the people that we serve, the community. We provide learner ships and internships for youth, give youth an opportunity to do computer studies, provide students with academic fees for registration in higher institution after completing their matric”.

“In South Africa, as the law states, a public servant is motivated by a set of values and a responsibility to serve his/her fellow citizens, the municipality renders no exception. Upon joining the municipality, a candidate is expected to be prepared for
a long-term career and participate in a structured training and development programs. The municipality has a career system that is designed to systematically create pools of skills and to promote candidates preferentially from a pool of people who possess functional as well as generic management competencies to enhance performance”.

“Municipal employees are encouraged to develop their own career capacities by taking up postgraduate studies and to also register for online courses at the National School of Government to expand their knowledge of the public service”.

The PAMA (2014) also outlines the function of the National School of Governance in ensuring that the values and principles are gradually realised in the quality, scope, and effect of human resource capacity development in institutions through education and training.

These responses confirm that local ZDM cultivates good human resource management and career-development practices to maximise human capital. Local municipalities and the district municipality are constantly developing staff skills, maximising employees, and increasing staff productivity.

4.2.3 Question 3: What affects practising these values and principles within rural municipalities?

When asked about the factors that affect practising PA values and principles, the participants presented varied observations. In most local municipalities, participants asserted a lack of factors hindering practising these values. Participants responded:

“Factors that affect the practice of values and principles of public administration in our municipality include capacity issues, not just in terms of delivering and maintaining high-quality services, but also in terms of spending”.

“I think its political instability; top-heavy political parallel structures that undermine municipal administration; the focus on finding quick solutions and achieving compliance with minimum requirements of governance and service delivery, rather than the development of long-term, sustainable solution with appropriate budgetary provisions”.

“As a municipality, we recognise that the politicisation of public administration, as well as the ongoing reforms following each election cycle, have been and continue
to be a serious impediment to its transformation into a stable, competent, and efficient administration based on values and merits, serving the needs of citizens. There is only one option to decrease or heal this situation: the execution of current reforms and the regulation of the legal framework. Both will provide complete openness in the actions of the public administration, as well as competency in managing work, fair treatment of citizens under the law, and, most importantly, ethics in public relations”.

“The significance of the political context that provides the framework for public services and conditions their conduct is a fundamental issue that influences our understanding of the ethics of public service. The political climate, particularly in emerging democracies like South Africa’s, cannot be labelled as a decisive factor, but rather as a major element. Despite the numerous efforts made over the years to improve the work in this area, there is still more to be done. Public administration is not only not self-contained in its function, but it is also linked to politics in a pyramidal structure. It undoubtedly has an impact on good governance in this municipality”.

Some participants asserted no factors are hindering practising these values:

“The district municipality always provides support to local municipalities and assist them with any challenges”.

“The Zululand District municipality provides guidelines on proper municipal management. There are monitoring and evaluation methods in place. Local municipalities have to submit reports to the district on quarterly basis. So everything is okay on our side”.

“There are no challenges that we face as a municipality regarding the constitutional values. The continued practical support, by the district municipality ensures this. There are existing system and capacity building programs concentrating on key issues, such as integrated development planning, LEDs, financial management, service provision and public participation”.

“The Zululand District municipality coordinates and supports the formulation of policies, execute the strategy of our local municipality and monitor and support the supply of services”.
4.2.4 Question 4: What can be conducted to enforce democratic values and principles of public administration within the district?

The participants asserted that:

“There is clear promotion and enforcement of the values and principles of public administration within the Zululand district. This is braced by service delivery improvements, development-oriented activities by the municipality, the enforcement and encouragement of public participation by the municipality, impartial, fair and equitable provision of services within the district, the visibility of transparency and accountability within the municipality as well as good human-resource management and career-development practices within the municipality”.

“People need to their behaviour and attitudes. People need to attend community meetings, vote in elections, report corruption and come forward to their municipalities with whatever issues that affect them. People also need to utilize the suggestion boxes in municipalities to voice out their complains rather than to tarnish the image of the municipality by writing negative things on social media”.

The municipal officials also emphasised their use of Batho Pele principles with their official duties, asserting that legislations and the municipal IDP guide their activities. The municipal officials avowed that they play a considerable role in the governance and development of the municipality. A participant added:

“All official decisions taken by our municipality and its officials are always in the best interest of the community”.

4.3 Presentation and discussion of findings from community members

After interviewing community members from across Zululand, the responses were independently sorted through the analysis of the results. The statements projecting similar ideas were grouped with the following findings:

4.3.1 Question 1: Is the district following its constitutional obligation by promoting and enforcing the democratic values and principles of public administration?

- Understanding public administration
When asked about their understanding of PA, interviewed community members responded:

“Public administration is a specialised field of political science whereby elected leaders serve their communities to advance the common good and affect positive change”.

Thornhill, Van Dijk and Ile (2017) support this notion, observing PA as operating government institutions through specific tasks by elected officials in the public sector. Community members from Zululand understand PA as:

“An implementation of government policies and also an academic discipline that studies the implementation of government policies and prepares civil employees for working the public services”.

“Public administration is an implementation government policy, with an objective of delivering and providing constituencies with better standard of living”.

This concept presents verity, as Brynard (2015) defines PA as implementing the rules, laws, and regulations of the country’s government. PA concerns executing public utilities intended to satisfy the needs of citizens (Brynard, 2015).

The study determined that participants understood PA, though most of the targeted participants disclosed a lack of understanding of PA.

- **Understanding the South African Constitution**

When questioned about their understanding of the RSA Constitution, the interviewed community members from various local Zululand municipalities responded:

“The South African Constitution is a set of laws which governs the country”.

“The Constitution is the highest form of authority that that all citizens, regardless of their public status, should abide to. Especially individuals who occupy any public office such as the municipality”.

“The South African Constitution is a supreme law that provides legal foundation for the existence of the republic. It protects all South Africans and their rights”.
“The Constitution is a system of laws and regulations that establish government powers and obligations and ensure certain rights for the people. It contain significant rules and laws of political system, it protect the rights of all citizens regardless of their gender, race, age or political affiliation”.

The RSA Constitution (1996) acknowledges that in South Africa, nobody is above the law—everyone is equal before the law. Each citizen must respect the rules of the Constitution. The South African Constitution is recognised as the supreme law that each citizen, regardless of their position in society, should respect (the RSA Constitution, 1996).

These were common responses provided by the interviewed participants. The study determined that participants understood what a Constitution is and what it necessitates. The researcher noticed a significant similarity in understanding the RSA Constitution between the community members and the municipal officials from various local municipalities within Zululand.

- **Understanding Section 195 of the South African Constitution**

When the participants were questioned about their understanding of Section 195 of the South African Constitution, only limited participants agreed. Some participants did not know of this section of the Constitution—a cause for concern because all citizens should discern the whole Constitution. Participants who understood Section 195 of the South African Constitution described it as:

"It's a section of the Constitution that serves a tool, a tool that enables citizens to constantly watch the actions of those persons occupying public offices, like the municipality, and hold them accountable for all the official actions and decisions they take".

"Section 195 of the South African Constitution is a stipulation of how public administration must be governed and that it must be adhered to accordingly”.

According to Addison (2011), the fundamental values and principles of PA provide a solid foundation for equality, equity, and social justice in the South African public service.
• Promoting and enforcing the democratic values and principles of public administration by the municipality

When probed about promoting and enforcing the democratic values and principles of PA by their respective municipalities, the participants responded:

“The promotion and enforcement of the democratic values and principles of public administration is non-existent in this place. I doubt our municipal leaders even know what that is”.

“I don’t know what that is and I’m sure the people who work for the municipality also don’t know what that is. They are just occupying public offices for their own benefits”.

Community members from eDumbe, Nongoma, Ulundi, uPhongolo and AbaQulusi, criticised the lack of accountability at the district at a local level. Participants mentioned:

“There is no enforcement of the democratic values and principles of public administration in this place. There is no accountability or transparency. As citizens we are never informed about anything that is happening in our municipality, both local and district municipality”.

During the data collection process, it was established that most participants alleged that citizens/community members are never informed about proceedings in their municipalities. A participant commented:

“There is no enforcement of the democratic values and principles of public administration in our municipality. There is no accountability or transparency in our municipality. For example, during community meetings, when we pose questions as community members regarding service delivery or any other pressing matters of the community, we never get accurate or clear answers from municipal officials”.

According to other participants:

“The Zululand District municipality as well our own local municipality here do not follow the Constitution obligation of promoting and enforcing the democratic values and principles of public administration. There is not transparency and accountability. The whole district is infested with poor service delivery and the elected leaders are to be blamed for this”.

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“No, they don’t follow their constitutional obligation when it comes to the democratic values and principles. They do not provide information to the community, if they do it will be late. I’m sure some of our municipal authorities don’t even know what a Constitution is”.

4.3.2 Question 2: How does the district municipality use the values and principles of public administration to improve governance and service delivery?

- Using the values and principles of public administration to improve governance and service delivery

Despite the municipal officials contending they are guided by these values when acting or deciding within their respective municipalities, community members—the lawful beneficiaries of public services, disagree. The participants stated:

“Our municipality still needs to enforce the use of values and principles of public administration on their day-to-day operations because right now it is non-existent”.

“There is no use of any public administration values in this place. Our municipality is filled with lazy officials who have no clue of what they are doing. They are just collecting pay cheques”.

“There is no application of values and principles in some municipalities within the Zululand district. If there were, poor service delivery wouldn’t be at the heart of all protests that place. The majority of people in rural areas like these receive inferior services that are delivered in an unjust, inequitable, and prejudiced way, while the minority is given far more than they require”.

- Development-oriented activities by the municipality

The participants were questioned about development levels in their respective municipalities; participants expressed conflicting observations:

“The activities of our municipality are development orientated but I feel as if the pace of service delivery and development is slow”.

“There is no development in the Zululand district, maybe in other districts perhaps. The whole district is infested with poor service delivery and the elected leaders are to be blamed for this”.

“There is no development in our area, there are no development driven activities and the sad part is that we always vote in elections, but we do not see any development in our area, it is very disappointing”.

“I think our local area is developing quite impressively. Residents, business owners, developers, and other stakeholders contribute to the development of communities, each with their own set of wants and objectives”.

“Municipal officials help and connect stakeholders, allowing them to focus on the niceties that make a community better (economics, housing, social and medical services). Municipal officials play a huge role in implementing programs that promote economic mobility and provide government services to communities. Municipal officials have the discretion, motivations, and accountability to do their jobs well and respond to the needs of their communities”.

**Enforcing and encouraging municipal public participation**

When directed regarding public participation, the participants conveyed the availability of public participation mechanisms within local municipalities and the ZDM:

“Our municipality does have public participation mechanism such as community meetings but the problem is the lack of action, from the municipal side, when it comes to the implementation of resolutions or outcomes of community meetings”.

“Our local municipality facilitate war rooms on monthly basis where community members get a chance to engage with different municipal officials such as the mayor, LED officers and social outreach officers”.

“The municipalities within the Zululand district organize community meetings for the people to voice their opinions in matters of public interest”.

“Our local municipality use modern communication methods such as social media, websites and internet surveys to reach out to people”.

Participants shared the sentiments of residents in various municipalities within the district. This indicated a clear trend across the district. The claims by municipal officials regarding ZDMs holding a wide variety of public participation devices were accurate.

**Impartial and fair service provision within the district**
When questioned about how services are provided, community members confirmed unfairness in service provision within the district:

“There is a lot of unfairness in the provision of municipal services. People who are related to individuals who work for the municipality are the ones who get first preference when it comes to municipal services. Services that should be fairly provided to all citizens”.

“There is a lot of unfairness in the provision of services and there is a lot of nepotism within the municipality. I have even given up on voting because things never change, the unfairness and cold treatment we get from our municipality never change, so what’s the point”.

“There are a lot of imbalances in the provision of municipal services. Only friends and relatives of municipal officials benefit from the municipality. Look at the tenders for examples, tenders are given to people who are close with the municipal official. Where is the fairness in that? What about sincere entrepreneurs and ordinary people who have no connection in the municipality? How are they supposed to benefit? There’s a lot of unfairness in our municipality. “

“There’s no fairness or equality. All people are equal but some people are more equal than others. For example, our mayor, he doesn’t treat people equally. The only place that receives service delivery and infrastructure development is ward 4 where the mayor resides while other wards are left behind. It is one municipality but wards are not treated equally. The sad part is that our own ward councillor is not doing anything about but he sits in the municipal council. I honestly can’t wait for elections so that things can change. We need to put an end to this unfairness and inequality”.

“I think the law says that services should be provided in an impartial, fair and equitable manner but that doesn’t happen in our area. Services are provided on basis of political affiliation. If you affiliated with political party ‘A’, you get all the perks but if you are known that you are affiliated with political party ‘B’, you are treated differently and unfairly. This is wrong because municipal officials are legally mandated to provide services to all people fairly, and impartially”.

“Honestly, there’s no fairness, as citizens we get harsh and unfair treatment from our municipal authorities when we enquire about the provision of services. It is heart-breaking because we are the ones who vote for these people”.


These opinions were shared by over 15 participants from various local municipalities across Zululand. Discrepancies, therefore, exist in how services are provided to people across the district. The impartiality and fairness in service provision within the district remain questionable.

Despite most participants asserting no fairness in service provision within the district, two participants disagreed. The South African Constitution (1996) commands that local governments must be honest and responsive stewards of their public service responsibilities for devolution to empower the people they serve. To support this legislative provision, two participants claimed:

“The district municipality assists the local municipality in ensuring the maintenance of ethical standards. The local municipality provides services to the people in an honest and fair way; that does not discriminate any member of society. The district municipality oversees the maintenance of ethical standards in the local municipality”.

“The municipality provides services that people rely on every day to move forward in life, such as schools for their children, public health care, access to clean drinking water, and public infrastructure (roads, bridges, community halls). Beyond meeting fundamental human needs, the municipality also assist people reach their full economic potential by improving their skills and linking them with economic empowerment opportunities. As a result, improving the efficiency and equity of service delivery is one of the most direct methods to boost economic growth and alleviate poverty”.

- **Transparency and accountability within the municipality**

When asked about transparency and accountability, participants expressed diverse opinions:

“There is transparency and accountability in the district but there is also room for improvement. Officials, both at district and local level try their best to ensure transparency and accountability by improving communication with the citizens and sharing relevant information”.

“The levels of transparency and accountability are not satisfactory. As citizens we are hardly informed about important matters like municipal budgets. I think our
municipality needs to work on this and I really hope things are going to change after the upcoming local government elections”.

Some participants declared:

“Honestly, there’s no transparency and accountability in our municipality. The councillors don’t even communicate with the people to keep them up-to-date on important matters like the budget and the municipality’s future development plans. They don’t even inform the community about things that are discussed in municipal council meetings”.

“There is no transparency and accountability in this municipality. There is a lot of corruption and nepotism, which could be prevented if officials are held responsible for their actions and decisions. The municipality just operates in a non-transparent system which is a clear obstruction the fundamental values and principles of public administration embodied in the Constitution”.

These same observations link to the 2016 AG report, maintaining that challenges in rural-based municipalities, such as Zululand, include inadequate skills and insufficient accountability:

“There is no transparency or accountability, and municipal officials are not the only ones to be blamed for this, community members are also to be blamed. Community members do not hold municipal officials accountable for their actions. All they do is sit and complain to each other and never take actions to hold their municipality accountable”.

“There is no transparency or accountability in this place. We live in a rural municipality, in fact all municipalities within the Zululand district are rural municipalities where people lack basic knowledge of their constitutional rights and municipal officials take advantage of this by doing what they like and not taking responsibility for their actions”.

“No, there is no transparency or accountability. For an example there was a project of building Reconstruction and Development Programme (RDP) houses at here at uPhongolo local municipality. The people who were hired to work on this project were not local residents. The criterion that was used to allocate houses to the people was not clear and when local residents made inquiries, no valid reasons were given. Things always get shoved under the carpet in this place”.
Good human resource management and career-development practices within the municipality

The participants were questioned about human resource management and career-development practices within their respective municipalities; the participants responded:

“There is a lot of favouritism in rural municipalities like ours. If there are vacancies in the municipality, first preference is given to friends and relatives of municipal officials who are in senior or executive positions”.

“Career opportunities are handed over to individuals who are associated with certain political parties. If you are not a member of a certain political party, you get excluded”.

These were observations shared by most participants in various local municipalities across Zululand. This confirms discrepancies in human resource management and career-development practices within the district. Not all participants were discouraged about human resource management and career-development practices within the district. Some participants applauded the human resource management and career-development opportunities provided to citizens by their local municipalities:

“I think our municipality is doing quite well when it comes to human-resource management and career-development practices. They offer vacancies, both professional posts and general work, vacancies that everyone can apply for”.

“Our municipality offer vacancies to candidates who are actually qualified and meet the set requirements which I think is a good human resource management practice”.

“Our municipality plays a very important role in the career-development of citizens, especially unemployed young people. The municipality allows young people to volunteer in different programs like the literacy projects, community outreach programs and volunteering in the municipal offices. By volunteering, young people gain experience that will help them in the future”.

“The municipality ensures good human-resource management and career-development practices by providing learnerships and internships to young people. These learnerships and internships equip young people with the necessary skills, knowledge and experience that helps to develop their careers”.
“The municipality ensures good human-resource management and career-development practices by providing young people with opportunities to do short courses like computer studies, culinary studies and fashion design. The municipality also provide financial support to students who need financial assistance to register in colleges and universities after completing their matric”.

4.3.3 Question 3: What affects practising these values and principles within rural municipalities?

When asked about factors affecting fundamental values and principles of PA in Zululand practices, participants responded:

“I think having municipal officials who are not committed to their jobs, who have no knowledge of ethical values, is the problem. I don’t think municipal officials here understand the basic values and principles of public administration”.

This is demonstrated in the South African Social Attitudes Survey Report by the (HSRC) on community responses to ethics within the public sector citizens, expressing a significant level of dissatisfaction with public officials' application and commitment to ethical values (Hemson & Roberts, 2008).

Participants added:

“Corruption. There is too much corruption in this place. I know that is cliché but the Zululand district is one municipality that is infested with corruption and sadly there is nothing we can do as citizens because we do not have any tangible proof of corruption but looking at how things are done in this place, even a 10 a year old can tell that there is something fishy”.

“The presence of corruption and financial mismanagement in some municipalities within the district, which is connected to unequal service delivery and poor public service performance. The selection and employment of contractors, the allocation of contracts, the awarding of tenders, nepotism, cronyism, clientelism, and other related incidents of misuse of public resources. The purposeful exploitation of public resources for personal benefit”.

“The municipality is filled with corrupt officials, that’s all I can say”.

“Most municipal officials just focus on playing a game of politics more than governance, more than fulfilling their constitutional mandate of being agents of
change for their communities. More time and energy is spent pushing the agenda of their respective political party rather than working for the community”.

“I think its large service delivery backlogs, poor communication and accountability between municipal officials and communities, issues with the political/administrative interface, corruption and fraud, poor financial management and insufficient municipal capacity due to a scarcity of skills”.

“I think it’s the lack of moral education and moral intelligence. Officials at municipal levels are not applying the necessary skills and attitudes to ensure justice and fairness in the delivery of services. Municipal leaders are failing to take use of the chances available to create a more equitable society”.

“I think the problem is that the municipality has officials who lack knowledge of basic legislations, such as the Constitution. One cannot implement something that they do not understand. How do you expect someone who doesn’t even know the rule of law to do good things for the community? It’s all a big joke”.

**4.3.4 Question 4: What can be conducted to enforce democratic values and principles of public administration within the district?**

In enforcing practising democratic values and principles of PA within Zululand, the interviewed community members had multiple suggestions:

“Our municipality needs an effective legislation that will force municipal employees to justify their official actions and management techniques that encourage municipal officials, especially those in executive positions to deal constructively with corruption and unethical behaviour when they come across it”.

“The district should have ethics audits to identify risks to the integrity of the most important processes (for example, financial management, tendering, recruitment and promotion, dismissal and discipline). Such audits should happen both at district and local levels”.

“I honestly think local municipalities with the Zululand district require new human resource management strategies, training and development in the substance and reasoning of ethics’ codes, an application of ethical management principles, the right use of official power, the standards of professional accountability, and effective audit systems”.
“Rural communities, such as ours, require strict scrutiny to ensure that ethics are maintained and properly adhered to. Strict scrutiny can also guarantee that citizens benefit from public services in a fair and equitable manner, and that municipal finances are used in the most efficient manner possible”.

“I think there should be proper cooperation between the municipality and local residents. If these two can work together, our communities can grow and develop”.

“People need to take charge. Vote, practice their constitutional rights and hold their municipalities accountable for their actions and not just sit and complain. People need to wake up and take action to bring effective change in their municipalities. People must attend meetings and Imbizos, utilize the suggestion boxes in municipalities, complain about issues that affect them, participate in activities that will bring change in their communities. We have suffered for too long”.

“People need to hold their municipal officials accountable and also educate each other about the Constitution and how to exercise their constitutional rights because if they don’t do it themselves, no one else will. That is the only way we can change things”.

“Personally, I do, and I’m not afraid to, hold municipal officials accountable for their actions. I always go to the municipality and ask questions about matters of service delivery. People need to exercise their rights and hold their municipal officials accountable for their actions and decisions. I even use the whistle-blower hotline to report any suspicious or fraudulent or criminal activity and I’m not afraid. People need to stop being afraid”.

“People need to attend meetings and other gatherings that are organised by their municipalities. Personally, I always encourage people that I know to attend all public meetings and encourage the youth to attend as well, especially those who are unemployed”.

“As citizens we show patriotism by participating in elections and vote for individuals who are worthy and suitable to occupy the municipal offices but, in the end, we get disappointed. Maybe protesting is the only way. Anyway, it does give us the attention we need, and things change”.

It was observed during data collection that some participants lack an understanding of the Constitution and the fundamental values and principles of PA. These respondents include community members and municipal officials. Some municipal officials and public servants lack knowledge of the fundamental values and principles of PA. Some
officials complained about the ‘difficulty’ of the interview questions and refused to participate in the study.

Conflicting observations existed between municipal officials and community members regarding the collected data. Municipal officials assert evidence that they are guided by Section 195 of the RSA Constitution in their daily operations and that their service delivery initiatives are increasing. Community members observed the contrary. During data collection and analyses, community members’ varied opinions were observed. Some community members agree on evidence that the municipality implements and enforces the values and principles embodied in Section 195 of the RSA Constitution.

Limited community members agreed that ZDM’s service delivery initiatives are rising. Most community members believe that the ZDM does not enforce Section 195 of the RSA Constitution. Transparency and accountability lack—else the municipality would not be overwhelmed with protests and service delivery concerns. Community members expressed unease about certain officials occupying municipal offices, though lacking knowledge of government legislation. Community members perceive that municipal officials lack knowledge of the Constitution, especially Section 195. These discrepancies and poor service delivery are the main aspects distressing civilians, leading to protests. The study participants with a minimum tertiary qualification indicated awareness of the Constitution. Participants without tertiary qualifications lacked an understanding of the Constitution.

4.4 Summary

This chapter presented and analysed the data collection. Findings from the participants on practising fundamental values and principles of PA in Zululand are discussed. The study aimed to evaluate whether local ZDMs practice the democratic values and principles of PA; examine how practising democratic values and principles of PA can improve governance and service delivery in Zululand; determine the dynamics affecting practising democratic values and principles of PA in the district; and identify a way of fostering practising democratic values and principles of PA in the district.
The study findings are presented in themes generated from the research objectives. Data were collected from 35 participants, including municipal officials and ordinary civilians in various areas within Zululand (Ulundi; Nongoma; uPhongolo; and AbaQulusi). The literature sustained and maintained the respondents' answers.

The findings revealed that ZDM follows its constitutional obligation of promoting and enforcing fundamental values and principles of PA. The findings demonstrated how these values and principles could improve governance and service delivery. The findings also revealed factors affecting practising democratic values and principles of PA in the district. These aspects include corruption and appointing municipal officials lacking an understanding of local government legislation. The chapter also reveals a need for community members to exercise their constitutional rights by holding their municipalities accountable for all actions and decisions. The following chapter provides concluding remarks and recommendations based on the study findings. Chapter 5 emphasises areas for future research.
CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

According to Section 2 of the RSA Constitution (1996), the Constitution is the supreme law of the Republic; any contradicting law or activity is unconstitutional, and all responsibilities imposed by it must be met. The values of the Constitution provide a strong bond towards social cohesion in a democracy marked by diversity such as South Africa. The democratic values enshrined in the Constitution oblige each person in South Africa, including the country's public and private sector institutions. The Constitution mandates adherence to and following constitutional ideals and principles. Elected representatives and public workers in democracies must implement values and principles to democratise PA, aligning with the state and society's democratic values and norms (RSA Constitution, 1996). This chapter presents concluding remarks and recommendations in using fundamental values and principles of PA in Zululand. These recommendations were provided by the research participants, indicating the municipal officials and the community members.

5.2 Discussion of the findings concerning the theoretical framework

As discussed in Chapter 2, the social rule system theory and the deontology theory were adopted in this study. Adopting these theories helped in understanding the crucial study findings. The study established that proper implementation of values and principles of PA benefits good governance and service delivery in Zululand.

The social rule system theory attempts to approach social rule systems in a unified manner formally. Social rules systems include norms, values, laws, regulations, and various related concepts. The social rule system theory is an institutional approach to the social sciences in its placing primacy on institutions and its use of sets of rules. The social rule system theory notes that socially produced and reproduced systems of rules organise and regulate most human social activities.
This study focused on Section 195 of the RSA Constitution, stipulating a set of rules governing PA and how Zululand uses this to improve governance and service delivery. The study findings maintain how Zululand incorporate these values and principles of PA with local government objectives. ZDM emphasises the importance of these values and principles to all its employees, encouraging them to continue using them in executing their daily tasks.

The deontology theory was the second theory employed in this study. The deontology theory is the normative ethical theory, focusing on the morality of an action. It observes if effort is authentic under rules. It is sometimes described as duty, obligation, or rule-based ethics.

The adoption of the deontology theory also helped in accomplishing the main aim of the study, which was to evaluate whether ZDM and its local municipalities practice the democratic values and principles of PA as stipulated in the Constitution. Through the deontology theory, the study discovered that Zululand adheres to all constitutional values and principles of PA in the daily execution of their tasks. As public institutions, municipalities are guided by ethics and failure to follow these may have legal consequences—officials from Zululand understand this position.

5.3 Conclusions

The study aimed to evaluate if ZDM and its Category B municipalities practice the democratic values and principles of PA as stipulated in the Constitution and how such municipalities implement them to improve governance and service delivery. This study provided vivacity to some principles enshrined in the Constitution. This study presents facts on how applying fundamental values and principles of PA produces good governance in Zululand.

The public sector significantly applies the code of ethics, the values, and the principles of PA. Conversely, applying the values and principles of PA in Zululand is at a low level, according to the participants.

Evidence was presented on how the district municipality provides its utmost support to its local municipalities in ensuring good governance and improved service delivery.
The study revealed how fundamental values and principles of PA produce good governance in Zululand.

For a municipality to thrive, it must be supported by values contributing to creating an environment conducive to its consolidation. Such values should not merely remain on paper, not affecting how people live or how government institutions conduct their mandates. The government, at all levels, should constantly encourage public officials to share democratic values and provide services to society. In a municipality, a wide range of political party affiliations and interest groups is beneficial because it allows for a more thorough examination of the decisions and policies of the administration; however, in a constitutional democracy, all manifestations of variety must be submissive to the Constitution.

5.4 Recommendations

Recommendations are based on the research. Chapter 1 explains the intention for this study. The study aimed to evaluate practising fundamental values and principles of PA in Zululand. These recommendations are as follows:

- Municipal officials should always know the constitutional values in their daily service to society. They should ensure that human rights are respected and promoted, prioritising the community’s interests. Officials should maintain constitutional authority, uphold the rule of law and ensure that everyone is held accountable and that everything is transparent. Public servants (municipal officials in this context) must uphold the Constitution and its values and principles in all their actions. For service delivery, they should follow the Batho Pele values, which emphasise putting people first.

- Establish the PA Ethics, Integrity and Disciplinary Technical Assistance Unit within municipalities. In ethics and integrity management, the unit should provide technical support. The unit would also develop the municipality's integrity, ethics, behaviour, and discipline norms and standards. The unit will strengthen local government oversight of ethics, integrity, and discipline and intervene where necessary if systemic flaws are discovered. Within the municipality, the unit should promote and enhance excellent ethics and integrity.
• Ensure that municipal officials are responsive and accountable to the communities they serve by monitoring ethical guidelines implementation and observing spending to ensure that services are provided to the people.
• Legal actions should be taken against any individual behaving inconsistent with the spirit and letter of the democratic values stipulated in the Constitution.
• More accountability from the municipality. Appointment of officials with proper skills and education on governing the municipality. People need to exercise their rights by holding municipalities and their officials accountable for actions and decisions.
• Any maladministration in public institutions, notably local municipalities, should be dealt with (investigated) by the government. The government should establish investigative organisations in local municipalities to monitor how constitutional values are used and communicate the results with findings.
• All persons deployed in the municipality (political and non-political) should have a tertiary qualification in law or PA. This will enable them to understand the Constitution and its values.
• The district municipality must organise workshops or facilitate training where all municipal officials will be taught about the importance of fundamental values and principles of PA. Such training and workshops should also focus on educating officials on how to incorporate or use these values in their daily tasks.
• The ZDM should urge its local municipalities to improve practising implementing PA’s fundamental values and principles as the work tradition.
• The fundamental values and principles of PA should be used as guidelines for service delivery. In this way, Zululand will be proactive and public-oriented.
• Transparency, accountability, and public participation, which most community members complain about, should be strengthened.
• The ZDM should enforce practising the fundamental values and principles of PA and develop mechanisms for identifying impediments that might avert access to its services.
• Establish and communicate to community members the guidelines regarding the processes when applying or enquiring for a service. These guidelines should be clear. Such guidelines should be provided to all habitants within Zululand, regardless of their local municipality.
• To guarantee the appropriate administration of the municipality, use assertive communication skills for transparency and accountability objectives.
• To ensure accountability, use the competence of public financial management under relevant legislation and regulations.
• To accomplish municipal objectives, apply PA duties, skills, and procedures.

5.5 Areas for further research

The study recommends future research to focus on investigating implementing values and principles of PA, not only at the local government level. Using these values and principles at the provincial and national government levels should be studied. The study also recommends future studies to increase the sample of participants, enabling more generalisable findings compared to this study.

5.6 Summary

This chapter summarises and concludes the research findings; it presents the recommendations for practising democratic values and principles of PA in Zululand. An objective of the study was to identify an approach for fostering practising democratic values and principles of PA in the district. The recommendations by municipal officials and community members met this aim. This chapter discusses the study findings concerning the social rule system theory and deontology theoretical framework. This chapter emphasises areas for future research.
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APPENDICES

APPENDIX A(1): INFORMED CONSENT DECLARATION

UNIVERSITY OF ZULULAND

Researcher: Mr Sifundo K Mdhluli       Supervisor: Dr Nokuhanya N Jili
Research Dean/Officer: Prof Irrshad Kaseeram

INFORMED CONSENT

Dear Sir/Madam

You are kindly requested to complete the questionnaire schedule for academic purposes, as I am doing my master’s in public administration. I am undertaking a study titled “An Evaluation of the Practice of Basic Values and Principles of Public Administration in the Zululand District”. You will not be required to give your name or your contact details, therefore, your response will remain anonymous. This study does not intend to cause any harm now or in the future, your privacy and confidentiality will remain. You may refuse or withdraw to participate from the project at any time you want.

Your Participation in this study will be of great importance, should you have any queries you should feel free to contact myself (researcher) or my supervisor using the following contact details.

Sifundo K Mdhluli (Researcher)       Dr NN Jili (Supervisor)
SfundoM11@gmail.com       JiliN@unizulu.ac.za
Cell Number: 0715341396       Office Number: 035 902 6615
APPENDIX A(2): INCWADI EVEZA IGUNYA LOKUBAMBA IQHAZA

UNIVERSITY OF ZULULAND

Umcwaningi: Mr Sifundo K Mdhluli
Umhloli: Dr Nokukhanya N Jili

Research Dean/Officer: Prof Irrshad Kaseeram

Othandekayo Nks/Mnu


Ukubamba iqhaza kulolućwaningo kungaletha impumelelo nokubaluleka okukhulu uma kukhona lapho ongazwisisi khona ungakhululeka uxhumane nomcwanningi uSifundo Kenneth Mdhluli.

Mr Sifundo K Mdhluli (Umcwaningi)  Dr NN Jili (Umhloli)

SfundoM11@gmail.com  JiliN@unizulu.ac.za
0715341396  035 902 6615
INFORMED CONSENT DECLARATION

(Participant)

Project Title: An Evaluation of the Practice of Basic Values and Principles of Public Administration in Zululand

Sifundo Kenneth Mdhluli from the Department of Public Administration, University of Zululand has requested my permission to participate in the above-mentioned research project.

The nature and the purpose of the research project and of this informed consent declaration have been explained to me in a language that I understand.

I am aware that:

1. The purpose of the research project is to fulfil the requirements for Master in Public Administration
2. The University of Zululand has given ethical clearance to this research project and I have seen/ may request to see the clearance certificate
3. By participating in this research project I will be contributing towards understanding the Practice of Basic Values and Principles of Public Administration
4. I will participate in the project by responding to research questions and assisting with relevant documents needed for the study
5. My participation is entirely voluntary and should I at any stage wish to withdraw from participating further, I may do so with no negative consequences
6. I will not be compensated for participating in the research, but my out-of-pocket expenses will be reimbursed
7. There may be risks associated with my participation in the project. I am aware that
   a. the following risks are associated with my participation: None
   b. the following steps have been taken to prevent the risks: None
   c. there is a 0% chance of the risk materialising
8. The researcher intends publishing the research cause the form of Masters
Dissertation and Journal articles. However, confidentiality and anonymity of records will be maintained and that my name and identity will not be revealed to anyone who has not been involved in the conduct of the research.

9. Any further questions that I might have concerning the research or my participation will be answered by Dr Nokukhanya N Jili (Supervisor) Tel: 035 902 6615 and Email: JiliN@unizulu.ac.za

10. By signing this informed consent declaration I am not waiving any legal claims, rights or remedies.

11. A copy of this informed consent declaration will be given to me, and the original will be kept on record.

I………………………………………………………………………………………… Have read the above information / confirm that the above information has been explained to me in a language that I understand and I am aware of this document’s contents. I have asked all questions that I wished to ask and these have been answered to my satisfaction. I fully understand what is expected of me during the research.

I have not been pressurised in any way and I voluntarily agree to participate in the above-mentioned project.

…………………………………...............…………………………………

Participant’s signature Date
INCWADI EVEZA IGUNYA LOKUBAMBA IQHAZA
(Ozophondu)

ISIHLOKO: An Evaluation of the Practice of Basic Values and Principles of Public Administration in Zululand

U Sifundo Kenneth Mdhluli ovela emnyangweni wezifundo zomphakathi, eNyuvesi yakwaZulu (oNgoye) uyicelo kimi imvume yokungibandakanya kulolu cwaningo mayelana nesiholo esibhalwe ngenhla. Inhloso nendlela yokusebenza kwalolu cwaningo ichaziwe kimi ngolimi engiluzwayo futhi ngiyayiqonda.

Ngiyakuqonda ukuthi:

1. Inhloso yalolu cwaningo ukufeza imigomo yeziqu ze Masters eNyuvesi yakwaZulu.
2. INyuvesi ilkhiphile igunya ngokusemthethweni lokuthi kwenziwe lolucwalingo futhi ngingayicela ukuyibona noma nini.
3. Ngokubamba iqhaza kulolu cwaningo ngizoba yingxenye yokwakhwiwa kwemigomo engasiza noma ezosiza abantu abaningi.
4. Ngizobamba iqhaza ngokuphendula le mibuzo enikezelwe kimi ngokuthembeka.
5. Ukubamba kwami iqhaza kungukuzikhethela futhi nginganquma ukuhoxa noma nini futhi ngeke kungibangele izinkinga.
6. Akuko nzuze noma isinxephezelo engizosithola ngokuba yingxenye yalolu cwaningo, kodwa izindleko zephakethe ziyonxephezelwa.
8. Umcwaningi unenhloso yokubhala nokukhipha imiphumela yolulucwalingo kodwa iminingwane eveza ubumina okubalwa kuyo negama lami ngeke ivezwe komunye umuntu ongesiyi ingxenye yalo msebenzis.
9. Imiphumela ngeke ithunyelwe kimi kodwa ngingayicela ngiyibone.
10. Imibuzo engingaba nayo noma izinkinga ngingakuqondisa ku Dkt. Nokukhanya Jili, Tel: 035 902 6615 and Email: JiliN@unizulu.ac.za

Ngokusayina leli phepha elingukuzibophezela angimisi amalungelo ami futhi angibheke kubophezeleka ngokomthetho.

Leli phepha liyonikezelwa kimi bese elinye ligcinwa emiqulwini yomcwaningi.


Ngiyaqinisekisa ukuthi akunangcindezi engifakwe yona futhi ngingena ngokuzikhethela ekubambeni iqhaza kulolu cwaningo.

.............................................................. ..............................................................

Sayina lapha Usuku
APPENDIX B(1): INTERVIEW SCHEDULE FOR MUNICIPAL OFFICIALS

1. Please describe the role that you play within the district municipality?
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2. What is Public Administration to you?
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3. In your individual capacity, what do you understand about Section 195 of the South African Constitution?
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4. Does the municipality follow its constitutional obligation by promoting and enforcing the democratic values and principles of public administration? How?
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5. How does the municipality use the values and principles of public administration to improve governance and service delivery?
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6. How does the district support its Category B municipalities in enforcing practising democratic values and principles of public administration?
7. What does your office do to ensure that Public administration within the district is development-oriented?

8. How does the municipality encourage public participation?

9. How does the municipality ensure that there is impartial, fair and equitable provision of services in the district?

10. How do you ensure that there is Transparency and Accountability within the district?

11. How does the municipality ensure Good human resource management and career-development practices, to maximise human potential?
12. Section 195 of the Constitution state that Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. What does your office do to ensure this within the district?

13. What are the factors that affect practising these values and principles within rural municipalities?

14. What can be conducted to enforce democratic values and principles of public administration within local municipalities?

15. What do you think needs to be conducted to enforce democratic values and principles of public administration within rural municipalities?

16. What role do you or your office play in enforcing practising democratic values and principles of public administration within the district?
APHENDISI B(2): ISIQONDISO SOHLELOMIBUZO LWABASEBENZI

BAKWAMASIPALA

1. Ngicela uchaze ngeqhaza olidlalayo kwisfundwa somaspala?
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2. Kuyini ukuphathwa komphakathi ngokwakho?
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3. Ngokwakho ukucabanga, ingane yini oyingqondayo ngenxenye ye 195 kumthethosisekelo wase ningizimu Africa?
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4. Ingabe umaspala uyayilandela inqubo mgomo yomthethosisekelo ngikugqamisa Kanye nokugcizelela inani lentsando yeningi nezimiso zokuphatha komphakathi. Bakwenza kanjani?
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5. Ingabe umaspala usebenzisa kanjani inani Kanye nezimiso zokuphatha komphakathi ukugqugquzela inani lokuphatha nokulethwa kwezidingo?
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6. Umkhandlu we Zululand ubasekele kanjani omasipala abancane ukugcizelela inani lentando yeningi nezimiso zokuphatha komphakathi?

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7. Ingabe yini eyenziwa ihhovisi lakho ukuphathwa komphakathi ngaphansi komkhandlu I Zululand kuthukisiwe?

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8. Umaspala uzigqugquzela kanjani uhlezi ubamba iqhaza emphakathini?

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9. Umaspala Umaspala uqinisekisa kanjani ukuthi akukho ukukhetha futhi izinsiza zikhishwa ngokulungile futhi ngokulinganayo?

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10. Ingabe uqinisekisa kanjani ukuthi yonke into isobala futhi bayaziphendulele njengesifunda?

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11. Ngabe umasipala ukwenza kanjani ukuqinisekisa ukuphathwa kwabasebenzi okuhle kanye nezinqobo zokuthukisana amakhono, ukukhulisa amandla abantu?
12. Isigaba 195 somthethosisekelo sisho ukuthi ukuphathwa kukaHulumeni kumele kube ngabantu abamele kakhubu abantu baseNingizimu ne-Afrika, ngokuqashwa kanye nezindlela zokuphathwa kwabasebenzi ngokusekelwe emandleni, ekuqondeni izinto, ekulinganiseni, kanye nesidingo sokulungisa ukungalingani kwesikhathi esedlule ukufezekisa ukumelwa okubanzi. Ngabe ihhovisi lakho lenzani ukuqinisekisa lokhu ngaphakathi kwesiFunda?

13. Yiziphi izinto ezithinta ukwensiwa kwalezi zimiso nezinqubomgomo ngaphakathi komasipala basemakhaya?

14. Yini engenziwa ukuphoqelela ukwensiwa kwamanani entando yeningi kanye nemigomo yokuphathwa komphakathi komasipala bendawo?

15. Ngabe ucbanga ukuthi yini okudingeka yenziwe ukuze kuqiniswe ukwensiwa kwamanani entando yeningi kanye nemigomo yokuphathwa komphakathi komasipala basemakhaya?
16. Ngabe iyiphi indima oyidalayo noma ihhovisi lakho ekuphoqeeleni ukusebenza kwamanani entando yeningi kanye nemigomo yokuphatha komphakathi esifundeni?
APPENDIX C(1): INTERVIEW SCHEDULE FOR COMMUNITY MEMBERS

1. What is Public Administration to you?

2. What do you think is the main cause of protests in your area?

3. What do you think needs to be conducted to improve service delivery and governance in your area?

4. In your individual capacity, what do you understand about the South African Constitution?

5. In your individual capacity, what do you understand about Section 195 of the South African Constitution?
6. Do you think that the municipality follows its constitutional obligation by promoting and enforcing the democratic values and principles of public administration? How?

7. How does the municipality use the values and principles of public administration to improve governance and service delivery?

8. How does the district support its Category B municipalities in enforcing practising democratic values and principles of public administration?

9. How does your municipality ensure that their activities are development-oriented?

10. How does the municipality encourage public participation?
11. How does the municipality ensure that there is impartial, fair and equitable provision of services in the area?

12. Do you think there is Transparency and Accountability within the municipality?

13. How does the municipality do to ensure Good human resource management and career-development practices, to maximise human potential?

14. Section 195 of the Constitution state that Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. Do you think the municipality works hard enough to ensure this?
15. According to your understanding, what are the factors that affect practising basic values and principles of public administration within rural municipalities?

16. What do you think needs to be conducted to enforce democratic values and principles of public administration within rural municipalities?

17. In your individual capacity as a community member, what role do you play in ensuring that the municipality practices the democratic values and principles of public administration within the district?

18. In your individual capacity as a community member, what role do you play in ensuring that good governance in your municipality or area?
APHENDISI C(2): ISIQONDISO SOHLELOMIBUZO LWAMALUNGA
OMPHAKATHI

1. Kuyini ukupathwa komphakathi ngokwakho?

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2. Ucabanga ukuthi yini imbangela eyinhloko yemibhikisho endaweni yangakini?

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3. Ucabanga ukuthi yini okudingeka yenziwe ukuze kuthuthukiswe ukulethwa kwezidingo nokuphatha endaweni yangakini?

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4. Ngokwakho, ingabe yini oyiinqondayo ngomthetho isekelo wase ningizimu Africa?

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5. Ngokwakho ukucabanga, ingane yini oyiinqondayo ngenxenye ye 195 kumthetho isekelo wase ningizimu Africa?
6. Ingabe umaspala uyayilandela inqubo mgomo yomthethosisekelo ngikugqamisa Kanye nokugcizelela inani lentando yeningi nezimiso zokuphatha komphakathi. Bakwenza kanjani?

7. Ingabe umaspala usebenzisa kanjani inani Kanye nezimiso zokuphathwa komphakathi ukugqquqquzela inani lokuphatha nokulethwa kwezidingo?

8. Umkhandlu we Zululand ubasekele kanjani omasipala abancane ukugcizelela inani lentando yeningi nezimiso zokuphatha komphakathi?

9. Ingabe yini eyenziwa umasipala ukuqinisekisa ukuthi ukuphathwa komphakathi ngaphansi komkhandlu I Zululand kuthuthukisiwe?
10. Umaspala uzigqugquzela kanjani uhlezi ubamba iqhaza emphakathini?

11. Umaspala uqinisekisa kanjani akukho akukhetha futhi izinsiza zikhishwa ngokulungile futhi ngokulinganayo?

12. Ngokubona kwakho, Ingabe umasipala uyakuqinisekisa na ukuthi yonke into isobala futhi bayaziphendulele ngenjomasipala?

13. Ngabe umasipala ukwenza kanjani ukuqinisekisa ukuphathwa kwabasebenzi okuhle kanye nezinqubo zokuthuthukisa amakhono, ukukhulisa amandla abantu?

14. Isigaba 195 somthethosisekelo sisho ukuthi ukuphathwa kukaHulumeni kumele kube ngabantu abamele kakhulu abantu baseNingizimu ne-Afrika, nokuqashwa
kanye nezindlela zokupathwa kwabasebenzi ngokusekelwe emandleni, ekuqondeni izinto, ekulinganiseni, kanye nesidingo sokulungisa ukungalingani kwesikhathi esedlule ukudezeka ukumelwa okubanzi. Ngabe ucabanga ukuthi umasipala usebenza kanzima ngokwanele ukuqinisekisa lokhu?

15. Ngokwokuqonda kwakho, iziphi izinto ezithinta umkhuba wamanani ayisisekelo nezinqubomgomo zokulawulwa komphakathi komasipala basemakhaya?

16. Ngabe ucabanga yini okudingeka yenziwe ukuze kuqiniswe ukwenziwa kwamanani entando yeningi kanye nemigomo yokupathwa komphakathi komasipala basemakhaya?

17. Ngokwesikhundla sakho njengelungu lomphakathi, iyiphi indima oyidlalayo ekuqinisekiseni ukuthi umasipala wenza izimiso nezinqubomgomo zokulawulwa komphakathi esifundeni?
18. Ngokwamandla akho njengamalungu omphakathi, iyiphi indima oyidlalayo 
ekuqinisekiseni ukuthi ukuphathwa kahle kumasipala noma endaweni yakho?

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## APPENDIX D: ETHICAL CLEARANCE CERTIFICATE

**UNIVERSITY OF ZULULAND**  
RESEARCH ETHICS COMMITTEE  
(Reg. No. UZREC 171110-059)

**RESEARCH & INNOVATION**  
Website: [http://www.maiduza.ac.za](http://www.maiduza.ac.za)  
Private Reg: 134963/01  
Head Office:  
Tel: 035 998 6701  
Fax: 035 998 6272  
Email: uzesd@uza.ac.za

### ETHICAL CLEARANCE CERTIFICATE

<table>
<thead>
<tr>
<th>Certificate Number</th>
<th>UZREC 171110-059 Ref 2020/43</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Project Title</strong></td>
<td>An Evaluation of the Practice of Basic Values and Principles of Public Administration in the Zululand District</td>
</tr>
<tr>
<td><strong>Principal Researcher/Investigator</strong></td>
<td>C. K. Makhulu</td>
</tr>
</tbody>
</table>
| **Supervisor and Co-supervisor** | Dr N. NKU  
Dr T. C. Adetiba |
| **Department** | Public Administration |
| **Faculty** | Commerce, Administration & Law |
| **Type of Risk** | Medium Risk – Data collection from people |
| **Nature of Project** | Honours/H Year  
Master's  
Doctoral  
Departmental |

The University of Zululand’s Research Ethics Committee (UZREC) hereby gives ethical approval in respect of the undertakings contained in the above-mentioned project. The Researcher may therefore commence with data collection as from the date of this Certificate, using the certificate number indicated above.

**Special conditions:**

1. This certificate is valid for 2 years from the date of issue.
2. Principal researcher must provide an annual report to the UZREC in the prescribed format (due date: 30 September 2023)
3. Principal researcher must submit a report at the end of project in respect of ethical compliance.
4. The UZREC must be informed immediately of any material change in the conditions or undertakings mentioned in the documents that were presented to the meeting.

The UZREC wishes the researcher well in conducting research.

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**Chairperson:**  
Professor Moses F. Kanyelela  
University Research Ethics Committee  
Deputy Vice-Chancellor: Research & Innovation  
30 September 2020

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**Research & Innovation Office**
ANNEXURE E: LETTER FROM THE LANGUAGE EDITOR

LANGUAGE EDITING CERTIFICATE

Research report title: An Evaluation of the Practice of Basic Values and Principles of Public Administration in the Zululand District

Authors: Sifundo Kenneth Mdhluli

Institution: UNIVERSITY OF ZULULAND

Date Issued: 21 February 2022

This document certifies that the manuscript listed above was edited for proper English language, grammar, punctuation, spelling, and overall style. Neither the research content nor the author's intentions were altered in any way during the editing process. Documents receiving this certification should be English ready for publication; however, the author has the ability and choice to accept or reject our suggestions and changes.

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Warm regards

[Signature]

Attended the EFA International Editors’ Conference – Chicago: August 2019 [Link]

conference-announcement