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Cadre deployment and implications for ethical public administration in Madibeng Local Municipality

Master of Management: Governance and Public Leadership



A research report submitted to the School of Governance, University of the Witwatersrand.

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DECLARATION

I declare that this research report is my unaided work. It is submitted for the degree of Master of Management in Governance and Public Leadership at the University of Witwatersrand, Johannesburg. It has not been submitted before for any other degree or examination in any other University. Where I have used the work of other authors, I have properly acknowledged them and have not copied any author or scholar‘s work to pass it off as my own. All the interviews and informal conversations conducted for this research report have also been cited correctly and I have not passed off any of my participant's work, suggestions, and quotes as my own.



Signature……Date……28 February 2024

Yvonne Mothibi

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In my journey of this study, I got assisted and received rich contributions from several people, most of whom are stakeholders at the Madibeng Local Municipality. Having received such cooperation and interest from participants showed just how much we all are eager, to find a solution to the ongoing interface challenge between ethics and cadre deployment which has presented some of the monumental problems in the history of our democracy. I thank all of you for your support and contributions.

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ABSTRACT

The thesis rests on the argument that the implementation of cadre deployment in South Africa's public sector, intended to promote representativeness and transformation, has inadvertently led to ethical dilemmas and governance challenges, undermining the principles of transparency, accountability, and meritocracy. The study investigates the ethical and governance implications of cadre deployment within South Africa's public sector, focusing on the case study of Madibeng Local Municipality in the North West province of South Africa. The main aim is to understand how the practice of cadre deployment, intended to ensure representativeness and transform the post-apartheid landscape, has paradoxically fostered ethical dilemmas and governance challenges, undermining the constitutional principles of transparency, accountability, and meritocracy. The study is underpinned by an interpretivist methodology, employing semi-structured interviews and document analysis to capture the nuanced experiences and perceptions of municipal officials, political leaders, and community members. This approach facilitates a deep, contextual understanding of the complex dynamics surrounding cadre deployment and its intersection with ethical public administration. The theoretical and conceptual framework underpinning the study triangulates postcolonial theory, critical governance studies, and decolonial ethics to analyse the persistence of colonial legacies in contemporary governance practices and the ethical considerations therein. This framework provides a comprehensive lens to examine the multifaceted effects of cadre deployment on ethical governance within a post-apartheid context, particularly in the unique socio-political environment of the Madibeng Municipality. The findings suggest that cadre deployment, while aimed at redressing historical injustices, has led to an erosion of ethical standards and governance quality, manifested in nepotism, favouritism, and compromised service delivery. These outcomes challenge the transformative goals of the policy, indicating a significant misalignment between its intended objectives and actual impacts on public administration. The study contributes to the discourse on public sector ethics and governance in post-apartheid South Africa by providing empirical evidence of the unintended consequences of cadre deployment in local governance.

DEDICATION

I dedicate this study to my family, my husband, Papi Mothibi, and my children, Marang, Pako, Dimpho, Olerato, and Baki, not to forget my helper who supported me throughout the course of my study, you are a blessing to have. My mother and brother who equally kept me in check to encourage me not to give up, being the first child in my family to obtain a tertiary qualification let alone a Master's Degree was an emotional accomplishment! I believe that this sets the path for my siblings to follow suit and realise that education truly is one of the few anchors of hope for economic emancipation in this country. My in-laws for their unwavering support! Special thanks to my aunt, Namhla, who constantly reminded me not to lose sight of the end goal, supported me, and assisted with material to ease off the time pressures, you were a wonderful mentor guiding me for personal and work-related goals. To my unborn child who understands very well the difficulties of this journey while carrying a baby, and yet persevered with me through it all. This is all to you!

ACRONYMS

ANC	: African National Congress
BBBEE	: Broad Based Black Economic Empowerment
CEO	: Chief Executive Officer
COGTA	: Department of Corporative Governance and Traditional Affairs
CRO	: Chief Risk Officer
DA	: Democratic Alliance
DPSA	: Department of Public Service and Administration
ECSA	: Engineering Council of South Africa
GCIS	: Government Communication Information Systems
ICASA	: Independent Communications Authority of South Africa
IDP	: Integrated Development Plan
MEC	: Member of the Executive Committee
MFMA	: Municipal Finance Management Act no.56 of 2003
MLM	: Madibeng Local Municipality
MSA	: Municipal Structures Act, no.117 of 1998
MSA	: Municipal Systems Act no. 32 of 2000
NEC	: National Executive Committee
NWDC	: North West Development Corporation
OECD	: Organisation for Economic Corporation and Development
PAIA	: Promotion of Access to Information Act
PDA	: Protected Disclosures Act
PRECCA	: Prevention and Combating of Corrupt Activities Act No. 12 of 2004
PSC	: Public Service Commission

SA : South Africa

SALGA : South African Local Government Association

STATS SA : Statistics South Africa

UNCAC : United Nations Convention Against Corruption

US : United States of America

WPTPSD : White Paper on Transforming Public Service Delivery

Chapter 1

Cadre deployment in the South African context

1.1. Introduction

This chapter gives a history account of cadre deployment in South Africa and Madibeng Local Municipality in particular. It gives perspective of the full thesis whilst outlining the background to the topic shedding light to the genesis of cadre deployment as a political and transformation ideology for the African National Congress.

At the time that I explore this study, we are decades after adoption of the cadre deployment policy and 30 years into democracy, a time when the country is at a crossroads of both past challenges and a fair level of success in certain parts of the transformation agenda. As I unpack the purpose and research questions in this chapter I reflect on challenges that brought the nation and leadership of the country to this juncture, same which has led to questions around the effectiveness of cadre deployment as a policy, and its implication to the aspirations of an ethical public administration.

The chapter delves into theoretical and literature review, evaluating scholarly debate on the implications of cadre deployment for ethical public administration, this study triangulates three critical theoretical frameworks that offer a nuanced lens through which to analyse the dynamics of power, governance, and ethical considerations in shaping the experiences of public governance in the Madibeng Local Municipality.

1.1.1 The study in perspective

This thesis explores the paradoxical outcomes of cadre deployment in South Africa's public sector, particularly focusing on the Madibeng Local Municipality, in the North-West province of South Africa. I argue that while the policy was originally conceived as a mechanism to foster transformation and democratisation in the post-apartheid era by promoting representativeness and redressing historical injustices, its practical application has frequently resulted to significant ethical challenges and governance deficits. These issues not only

compromise the integrity and efficiency of public service delivery, however, they also erode foundational democratic principles such as transparency, accountability, and meritocracy, which are fundamental to the South African Constitution. The research underscores the inherent tension between political imperatives for inclusivity and the exigencies of ethical, competent governance, suggesting that the current approach to cadre deployment necessitates a comprehensive re-evaluation to reconcile these competing priorities and uphold the constitutional mandate for a capable and morally upright public sector.

Employing a qualitative research approach, the study brings together an analysis of an extensive review of relevant legal frameworks, policy documents, and empirical data collected through interviews with municipal officials, councillors, and community members. The methodology integrates thematic analysis to shed insights from the lived experiences of stakeholders, juxtaposing these findings against the backdrop of South Africa's constitutional aspirations for ethical governance

The findings reveal a complex interplay between political loyalty, governance practices, and ethical considerations, highlighting how the noble intent of redressing past injustices through cadre deployment may have been compromised by instances of maladministration and corruption. The argument pursued throughout the thesis premise that while cadre deployment aimed to transform and democratise the public sector by ensuring representativeness, its implementation has often led to ethical dilemmas and governance challenges that undermine the principles of transparency, accountability, and meritocracy enshrined in the South African Constitution.

Additionally, the study critically assesses the impact of political intervention on local government service delivery, revealing a pattern of inefficiency and ineffectiveness that exacerbates public disillusionment and perpetuates a cycle of corruption and clientelism. The findings emphasise the urgent need for a re-evaluation of the ethical frameworks and governance practices in place, advocating for reforms that align more closely with the democratic and social justice principles enshrined in the South African Constitution. Through this lens, the thesis contributes to a deeper understanding of the challenges and opportunities for fostering ethical governance in the unique in Madibeng Municipality.

The thesis contributes to the ongoing debate on public sector reform in South Africa, offering insights into the tensions between political imperatives and ethical governance. It calls for a nuanced understanding of the challenges and opportunities for fostering ethical governance,

advocating for policy reforms that balance the need for political representation with the imperatives of efficient, effective, and ethical public administration.

This study was inspired by my curiosity to understand behaviour of public representatives, political leaders, and municipality officials in their interactions with the public when executing public party mandates.. As a former public official tasked with overseeing risk, ethics, and compliance in local government, my experience has profoundly shaped my understanding of ethics in public administration. Despite my dedicated efforts to champion ethical initiatives aimed at curbing unethical behaviour and corruption, I frequently encountered a lack of support from municipal leaders. This resistance illuminated the complex challenges inherent in advancing ethical practices within the framework of municipal governance. My professional journey has thus been marked by a stark contrast between the theoretical underpinnings of ethical conduct and their practical implementation, highlighting a significant disconnect that calls for a thoughtful examination and overhaul of ethical practices in the public sector.

1.2. Background to the study

Cadre deployment refers to the strategic practice of assigning individuals loyal to a political party to key positions within public institutions, aiming to align the functioning of these institutions with the party's ideology and policies (Southall, 2013). The practice of cadre deployment in South Africa, deeply embedded in the African National Congress (ANC)'s historical struggle against apartheid, represents a concerted effort to position loyal party members within key state institutions. This strategy aimed to expedite racial transformation and enhance black economic empowerment, with cadres viewed as ideological torchbearers of the ANC, their loyalty and motivation often cemented by exile and military experiences (Kotze, 2023).

This approach, while grounded in a unique national context, shares similarities with the global phenomenon of political patronage, where party loyalty is rewarded, sometimes at the cost of meritocratic and efficient public service. Grindle (2012) examines the use of political patronage Latin America, where individuals are awarded government jobs as a reward for their loyalty to a political party or leader, often compromising the efficiency and meritocracy of public services. Similarly, Shefter's (1994) study examines the 19th-century United States, marked by

the "spoils system," where political allies were frequently appointed to public roles without regard to their competence, leading to corruption and inefficiency in the public administration.

The tension between political allegiance and professional meritocracy, central to the debate on cadre deployment, poses significant ethical and governance challenges within the public sector. Gumede (2018) and Von Holdt (2013) highlight the potential erosion of institutional integrity and performance due to the prioritisation of political loyalty over expertise in South Africa. This concern aligns with broader discussions in public administration literature on the difficulty of maintaining bureaucratic neutrality amid political appointments (Peters & Pierre, 2004), emphasising the ethical dilemmas embedded to such practices.

The intersection of cadre deployment with public administration ethics, particularly in the South African context, underscores a complex relationship with the foundational principles of transparency, accountability, and meritocracy. Lodge (2014) and Southall (2013) critique the conflation of party and state interests, probing the ethical implications of such practices on public governance. Furthermore, the work of Von Holdt (2010) and Chipkin (2012) delves into the inherent tensions between party loyalty and the ethics of public service, spotlighting the formidable challenges cadre deployment presents to upholding governance standards. This synthesised discussion underscores the multifaceted implications of cadre deployment, revealing a nuanced interplay between historical redress, political loyalty, and the imperatives of ethical, transparent, and accountable public administration.

These experiences from different context highlights the critical impact that compromised meritocracy and ethical standards in public administration have on the overall effectiveness, integrity, and public trust in government institutions. When political loyalty overrides professional competence, it can lead to inefficiencies, corruption, and a decline in the quality of public services, ultimately hindering the country's developmental goals and eroding citizens' confidence in the ability of their government to govern justly and effectively.

1.2.1 The dominant party debate in South Africa

The dominant party debate, as discussed by Roger Southall (2005), particularly in the context of the ANC in South Africa, provides a critical lens through which to explore the intersection of political power, economic transformation, and governance. The ANC's position as a leading

force for economic equality and inclusive growth, primarily through black economic empowerment initiatives, highlight the complex dynamics of leveraging political dominance for economic restructuring. However, the effectiveness of such strategies, including cadre deployment, is often mired in challenges related to maintaining ethical governance and achieving substantial economic inclusivity.

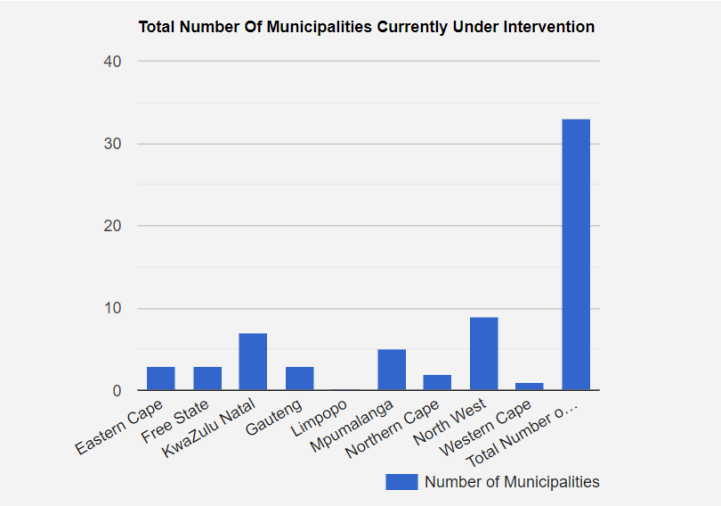
The narrative of a dominant party utilising state mechanisms to advance a particular economic agenda is not unique to South Africa. Across Africa, the phenomenon of dominant parties exerting significant influence over economic and political landscapes is prevalent. For example, in Tanzania, the Chama Cha Mapinduzi (CCM) has played an important role in guiding economic policies and governance practices since the country's transition to independence, shaping the political and economic trajectory in alignment with party ideologies (Baregu, 1994). Similarly, in Zimbabwe, the Zimbabwe African National Union – Patriotic Front (ZANU-PF) has been instrumental in directing economic empowerment programmes, albeit with varying degrees of success and controversy regarding governance and economic inclusivity (Raftopoulos, 2009).

The decline of the ANC's dominance in recent local government elections and the emergence of coalition governments present a nuanced scenario for the future of cadre deployment and its implications for public administration ethics. This shifting political landscape raises questions about the sustainability of party-centric economic empowerment strategies and the potential for more pluralistic and merit-based governance models. The experiences of other African countries with dominant party systems, such as Tanzania's CCM and Zimbabwe's ZANU-PF, offer comparative insights into the challenges and opportunities of transitioning from party-driven economic and governance paradigms to more inclusive and accountable models.

The interplay between cadre deployment by dominant parties, like the ANC in South Africa, and the principles of ethics in public administration raises critical concerns. The discourse on dominant parties and their influence on governance and economic policies in Africa, therefore, extends beyond the South African context, reflecting broader themes of political patronage, economic empowerment, and the quest for ethical and effective public administration. As coalition governments become more prevalent in South Africa, the lessons from other African countries with a history of dominant party rule could inform strategies for navigating the complexities of economic transformation, political inclusivity, and ethical governance.

1.2.2 Cadre deployment in Madibeng Local Municipality

The Department of Corporative Governance and Traditional Affairs issued statistics in January of 2023 indicating the number of different municipalities under administration and the status thereto. Madibeng as reported is one of those (see listing below).



Graph 1: Total number of municipalities under administration: sourced from the dept. of Corporative Governance and Traditional Affairs 3/2/2024

Total Number of Municipalities per Province	Names of Municipalities	Type of intervention	Date Instituted	Status
North-West (9)	Madibeng LM	S139(5) of the Constitution	January 2022	Ongoing
	Tswaing LM	S139(5) of the Constitution	January 2022	Ongoing
	Ditsobotla LM	S139(5) of the Constitution	January 2022	Dissolution of Municipal Council effective from 19 September 2022
		S139(1)(C) of the Constitution	September 2022	
	Dr Ruth Segomotsi Mompati DM	S139(5) of the Constitution	January 2022	Ongoing
	Kgetleng Rivier LM	S139(5) of the Constitution	January 2022	Ongoing
	Mahikeng LM	S139(5) of the Constitution	January 2022	Ongoing
	Ramotshere LM	S139(5) of the Constitution	January 2022	Ongoing
	Naledi LM	S139(5) of the Constitution	January 2022	Ongoing
	Kagisano-Molopo LM	S139(1)(b) of the Constitution	September 2022	Ongoing

Table 1: listing of municipalities under administration: sourced from the dept. of Corporative Governance and Traditional Affairs. 3/2/2024

The presence of Madibeng Local Municipality in the list indicates that it is one of the municipalities where the provincial government has had to step in, as per Section 139 of the South African Constitution. This intervention typically occurs when a municipality cannot fulfil its executive obligations, often due to governance issues which may include inefficiencies potentially exacerbated by practices like cadre deployment.

Cadre deployment within Madibeng Local Municipality can be interpreted against this backdrop of administrative intervention. It suggests that the appointments made by the ruling political party may not have led to effective governance and service delivery, potentially contributing to the many challenges faced by the municipality – as shown in the following chapters. The practice of placing individuals in roles based on political affiliation rather than merit have had serious implications for the efficiency and responsiveness of local government, as demonstrated by the need for provincial intervention. The ongoing status of Madibeng's administration, as indicated in the table and chapters that follow, raises questions about the long-term effectiveness of cadre deployment as a strategy for municipal governance and could imply a need for a thorough review and possible reformation of appointment practices to prioritize competence and improve municipal performance.

The status of Madibeng Local Municipality as indicated by the Department of Cooperative Governance and Traditional Affairs makes it a relevant case study for understand the impact of cadre deployment on ethical governance. Being under administration suggests systemic issues in governance and service delivery, which may be tied to the practice of cadre deployment. The municipality's situation offers a concrete example of the potential consequences of prioritising political loyalty over merit in administrative appointments. Madibeng provides a rich context for exploring the impacts of such appointments on efficiency, effectiveness, and the broader socio-political and economic outcomes within a municipality. The case of Madibeng, therefore, serves as a critical reference point for understanding the complexities and ramifications of cadre deployment in the post-apartheid South African governance landscape.

The Madibeng Local Municipality, located in the North West Province, presents an interesting case study for exploring governance and socio-political dynamics within a South African local government context. This municipality, operating under an Executive Mayoral System, is

characterised by a diverse demographic and socio-economic landscape, with a significant portion of its population speaking Setswana, amidst other languages, reflecting South Africa's rich cultural diversity (Stats SA, 2021). The recent demarcation into 41 wards and the composition of a Municipal Council with 82 councillors, including a full-time Speaker, Chief Whip, and Executive Mayor, underscores the complexity and breadth of its governance structure (Integrated Development Plan, 2022).

Economically, Madibeng is notable for its mix of agricultural, mining, manufacturing, and tourism sectors, with mining being particularly prominent, positioning it as the world's third-largest chrome producer (Department of Mineral Resources, 2020). This economic diversity presents both opportunities and challenges in terms of sustainable development and equitable service delivery, an aspect that is crucial for the governance and administrative efficacy of the municipality.

Politically, the municipality's long-standing governance under the African National Congress (ANC) offers a rich backdrop for exploring the practice of cadre deployment and its implications on governance quality and ethical standards. Despite the municipality's commitment to high ethical standards and good governance, as articulated in its anti-fraud and corruption strategy and integrity framework (Madibeng Local Municipality, 2019), challenges such as lack of effective oversight, non-compliance with procurement processes, political interference, and unethical behaviour have been consistently reported (Auditor-General Report for Madibeng Municipality, 2023; Northwest Provincial Treasury Intervention Report on Municipalities, 2022). These issues undermine the municipality's ability to provide quality services to its population, estimated to be over 500,000 residents. Furthermore, they raise critical questions about the efficacy and ethical implications of cadre deployment within its governance framework.

The selection of Madibeng as a case study is justified by its representative nature of broader governance challenges faced by local municipalities in South Africa. Its complex socio-economic status, coupled with a varied demographic profile and a politically charged governance environment, provides a nuanced setting for exploring the intricate dynamics of local governance, cadre deployment, and ethical public administration (Cameron & Tapscott, 2019). Furthermore, the municipality's strategic location and economic activities offer a unique perspective on the interplay between local governance and regional development, an area that has garnered significant scholarly interest (Booysen, 2009).

This detailed investigation into Madibeng's governance, within the framework of this thesis, contributes to the broader discourse on local government challenges in South Africa, offering insights that illuminate broader discussions relevant to other municipalities facing similar issues. The findings provide valuable recommendations for enhancing governance practices, promoting ethical leadership, and improving service delivery in local governments.

1.3. Problem statement

This study critically investigates the complex practice of cadre deployment within South Africa's public sector, focusing on its ethical implications in the Madibeng Local Municipality. Cadre deployment, a prevalent strategy in political administrations globally, fundamentally relies on loyalty and relationships, often resulting in clientelism, a concept extensively debated within public administration literature (Lodge, 2014; Von Holdt, 2013). While scholars like Swanepoel (2021) and Mlambo (2022) have explored the broader ramifications of cadre deployment, there remains a significant gap in literature regarding its nuanced impact from an interpretivist perspective, particularly its alignment with the ethical standards of public administration as outlined in the South African Constitution.

Historically rooted in the ANC's strategic frameworks since 1985, cadre deployment aimed to address historical injustices and secure governance dominance (Twala, 2014). However, the practical outcomes of this strategy have significantly diverged from its initial goals, leading to ethical dilemmas and governance challenges across the public sector. These challenges manifest in widespread nepotism, corruption, favouritism, and political interference, undermining the ethical integrity of public administration and the rule of law (Visser, 2010; Shava, 2018; Swanepoel, 2021).

Moreover, in the three decades post-democracy, the ANC's cadre deployment strategy has been increasingly scrutinised for its adverse effects on state efficiency and its inability to effectively advocate for marginalised communities. While Twala (2014) provides historical and political context for cadre deployment within the ANC's governance transition, there is a lack of empirical studies examining its direct implications on governance quality and ethical standards within specific municipal contexts, such as Madibeng. Furthermore, the literature predominantly focuses on cadre deployment within the ANC's historical dominance, often overlooking its implications amidst changing political dynamics, such as the rise of coalition

governments (Southall, 2005). These evolving dynamics raise critical questions about the future trajectory of cadre deployment and its compatibility with principles of ethical governance.

This study contributes to these gaps by providing an in-depth interpretivist analysis of the implications of cadre deployment for ethical public administration. Drawing on first-hand accounts from individuals involved in the deployment process and public administrators within the Madibeng Local Municipality, this thesis interrogates the ethical dilemmas and governance challenges induced by cadre deployment, thereby contributing a nuanced perspective to the broader discourse on public sector ethics in South Africa.

1.4. Research purpose

The purpose of the study is to interrogate the implications of cadre deployment within the sphere of ethical public administration. This inquiry is motivated by the need to understand the persistent application of the cadre deployment policy, notwithstanding its declaration as unconstitutional in the State Capture Report of 2016 and the ensuing debates it has sparked across numerous public spaces. This contention underscores the complexity and significance of the policy within public institutions.

Adopting a qualitative research paradigm, this inquiry employs a case study methodology centered around the experiences of public administrators, community stakeholders, and political figures within the Madibeng municipality located in the North-West province of South Africa. The study draws evidence from in-depth, semi-structured interviews to capture the nuanced, everyday realities of individuals engaged in cadre deployment processes. This approach aims to unearth the underlying reasons for the continued implementation of this policy, despite its apparent drawbacks and widespread criticism.

A particular focus is placed on public administrators who operate within the space of deployed cadres, to discern how cadre deployment influences the pursuit of ethical public administration, either by facilitating or impeding it. This study is timely and significant in light of the public disapproval surrounding cadre deployment practices and the evolving political landscape marked by a trend towards coalition governments in various metropolitan and local municipalities. Understanding the role and relevance of cadre deployment policy in this

changing political context is crucial for informing future administrative reforms and practices in South Africa. This research, therefore, contributes to the literature seeking a deeper comprehension of the interplay between cadre deployment and ethical governance of the public administration space.

Main objectives of the study

- To explore and understand the varied perceptions and experiences of different stakeholders regarding cadre deployment within the Madibeng Local Municipality.
- To investigate the challenges associated with aligning cadre deployment practices with the ethical standards and principles mandated by the South African Constitution.
- To contextualise the discourse on cadre deployment and public administration ethics within the wider socio-political and historical contexts of post-colonial and post-apartheid South Africa.

Research question

The research is guided by the following main question:

How does cadre deployment within the Madibeng Local Municipality impact ethical public administration, and what are the broader implications for governance in the context of South Africa's post-colonial and post-apartheid socio-political landscape?

The main question will be supplemented with the following sub-questions:

1. How do various stakeholders within the Madibeng Local Municipality perceive and experience cadre deployment?
2. What are the challenges in aligning the practices of cadre deployment with the ethical governance standards mandated by the South African Constitution, particularly in terms of ensuring transparency, accountability, and ethical decision-making?
3. In what ways do the socio-political and historical contexts of post-colonial and post-apartheid South Africa influence the implementation and implications of cadre deployment within the realm of public administration ethics?

1.5. Theoretical and conceptual framework

In triangulating, a closer look onto the postcolonial theory provides a foundational framework for understanding the lingering effects of colonialism on contemporary governance structures and practices. This theory emphasises the need to critically examine how colonial legacies continue to shape power dynamics, identities, and the functioning of state institutions in postcolonial societies (Bhabha, 1994; Said, 1978). The application of this theory allows for an exploration of how historical colonial influences persist in the norms, values, and practices of public administration, including the practice of cadre deployment.

Secondly, the study draws from critical governance study which extends the analysis of governance by focusing on the intricate relationships between state actors, governance mechanisms, and the citizens they serve, particularly in contexts marked by inequalities and historical injustices (Rhodes, 1996; Bevir, 2013). This framework critically assesses how governance practices, including cadre deployment, can either perpetuate or challenge existing power imbalances and social inequities. Von Holdt (2019) offer valuable perspectives on the transformation of state institutions and governance practices post- apartheid, highlighting the ongoing struggles to achieve equitable and ethical governance.

Furthermore, decolonial ethics – a framework emerging from decolonial studies challenges the Eurocentric ethical norms and principles that have historically dominated public administration and governance discourses (Mignolo, 2009; Ndlovu-Gatsheni, 2013). This framework advocates for the reimagining and rearticulation of ethical practices in governance that are rooted in the lived experiences, cultural values, and historical contexts of postcolonial societies. It calls for an ethical governance approach that is inclusive, responsive, and reflective of the diverse needs and aspirations of postcolonial communities. Morello (2017), explores the application of decolonial ethics in public administration, emphasising the importance of culturally relevant and contextually appropriate ethical standards in governance.

In triangulating these frameworks, the study situates the practice of cadre deployment within the broader discourses of postcolonial power dynamics, critical governance, and decolonial ethics. This approach enables a comprehensive analysis of the ethical implications of cadre deployment in South Africa's post-apartheid public administration, shedding light on the ways in which colonial legacies and decolonial aspirations intersect in contemporary governance practices in the Madibeng Local Municipality.

The theoretical framework outlined above informs the conceptual framework of the study. The exploration of *ethical dilemmas in governance* is informed by decolonial ethics, which offers insights into the complexities of moral and ethical considerations in post-colonial societies. Maldonado-Torres (2007) and Ndlovu-Gatsheni (2015) provide a framework for understanding how colonial legacies influence contemporary governance practices, emphasising the need for an ethical re-evaluation that acknowledges historical injustices and seeks to rectify them in governance processes. This perspective is crucial for examining the ethical implications of cadre deployment, particularly the issues of nepotism and favouritism that compromise public administration integrity (von Holdt, 2010; Lodge, 2014).

Furthermore, the tension between *meritocracy and representativeness* is examined through the lens of critical governance studies, which critique traditional governance models and advocate for inclusive, equitable, and responsive governance mechanisms. Rhodes (1996) and Pierre & Peters (2000) interrogate the governance paradigms that challenge the balance between technical competence and representativeness, highlighting the complexities of implementing policies like cadre deployment in a way that upholds meritocratic principles while ensuring political and demographic representation. This theoretical backdrop is essential for understanding the challenges and implications of the ANC's cadre deployment policy for service delivery and professional standards in the South African context (Picard, 2005; Cameron & Tapscott, 2019).

Constitutional Governance draws upon the principles enshrined in postcolonial theory, which examines the lingering effects of colonialism on contemporary governance structures and the importance of constitutionalism in post-colonial states. Fanon (1961) and Said (1978) provide insights into the struggle for sovereignty, identity, and self-determination in post-colonial societies, underpinning the significance of aligning governance practices like cadre deployment with constitutional values. This alignment is critical for ensuring transparency, accountability, and adherence to the rule of law in governance practices, as explored in the works of Calland and Graham (2013) and Reddy (2015).

This conceptual framework provides a comprehensive approach to understanding the intricate effects of cadre deployment on the ethical and effective administration of public services in South Africa. It highlights the complex interplay between ethical governance, meritocracy, representativeness, and constitutional adherence, offering a nuanced analysis of the challenges and dilemmas posed by political appointments within the public sector. Through this lens, the

thesis aims to contribute to a deeper understanding of governance challenges in the post-apartheid South African context, with particular focus on the implications for the Madibeng Local Municipality and beyond.

1.6. Overview of the research report

The structure of this research report diverges from traditional formats by dedicating three distinct chapters (*Chapters 3 to 5*) to the presentation and analysis of findings, each thematically organised to deeply engage with and contribute to broader academic discussions. This approach allows for a nuanced exploration of the study's themes, situating the findings within the wider context of scholarly debates on cadre deployment and ethical public administration, particularly in the post-apartheid South African context.

Chapter 1 sets the stage by introducing the topic of cadre deployment within the context of South African public sector governance, with a specific focus on the Madibeng Local Municipality. This chapter lays out the background, detailing the socio-political and economic landscape of Madibeng, and highlights the problem statement, which centers on the challenges posed by cadre deployment to ethical public administration. The research aims and objectives are clearly outlined, leading into a discussion of the theoretical and conceptual frameworks that underpin the study. These frameworks include postcolonial theory, critical governance studies, and decolonial ethics, providing a foundation for the analysis. The chapter concludes with an overview of the thesis structure, guiding the reader through the subsequent chapters.

In *Chapter 2* I present the research methodology, explaining the rationale behind the interpretivist approach and the qualitative case study design. I detail the data collection methods, including semi-structured interviews and document analysis, and describe the sampling strategy employed. Ethical considerations are addressed, ensuring the integrity of the research process, and the chapter reflects on the researcher's positionality and its influence on the study.

Chapter 3 builds on the theoretical and conceptual groundwork laid in the first chapter, exploring in-depth the theories of postcolonialism, critical governance, and decolonial ethics. It connects these theoretical insights to the practice of cadre deployment and its implications for ethical governance, setting the stage for the empirical analysis that follows.

In *Chapter 4*, I present the empirical findings derived from interviews, shedding light on the diverse perceptions and experiences of stakeholders regarding cadre deployment in Madibeng. This chapter unpacks the practical implementation of cadre deployment, its impact on service delivery and ethical governance, and the inherent challenges and dilemmas of aligning this practice with the principles of ethical governance.

Chapter 5 further explores the governance challenges and ethical dilemmas highlighted by the empirical findings, focusing on the tension between political loyalty and ethical governance norms. Here I contextualise these challenges within the broader socio-political and historical landscape of South Africa, emphasising the influence of post-colonial and post-apartheid legacies on public administration ethics.

The concluding chapter, *Chapter 6*, synthesises the main findings and links them back to the research objectives and the thesis' central argument. I discuss the contributions of the study to the broader discourse on public sector ethics and governance and offer recommendations for policy and practice aimed at mitigating the challenges associated with cadre deployment. The chapter closes with suggestions for future research, identifying gaps in the literature and potential avenues for further exploration. This cohesive structure ensures a comprehensive understanding of the scope of the study, findings, and implications for ethical governance in the South African public sector.

Chapter 2

Research methodology

2.1. Introduction

In this chapter, I outline the research design and the methodological approach for the study and justify the methodology choice, methods, and ethical considerations for the study.

2.2. Research approach

This research adopts an interpretivist approach to explore the nuances of cadre deployment and its ethical implications within the Madibeng Municipality. The interpretivist paradigm, grounded in the belief that reality is socially constructed through human interactions and interpretations (Bryman, 2016), aligns with the aim of the study that taps into the subjective experiences and perceptions of individuals affected by cadre deployment. The epistemological stance of this study is interpretivist, positing that knowledge is constructed through social processes and is inherently subjective (Crotty, 1998). This perspective enables a deep, contextual understanding of the complex dynamics of cadre deployment and its intersection with ethical public administration, recognising that individuals' interpretations of their experiences shape the reality of this phenomenon.

Ontologically, this study is rooted in the constructivist belief that realities are multiple and constructed through human engagement with the world (Lincoln, Lynham, & Guba, 2011). This ontological stance justifies the choice of an interpretivist approach, as it acknowledges the diversity of experiences and perspectives regarding cadre deployment and ethical governance. The constructivist ontology underpins the study's aim to construct meaning from the rich, detailed narratives of participants, providing a multifaceted view of the experiences of cadre deployment.

This study aims to uncover the depth and breadth of meanings that cadre deployment holds for different stakeholders within the Madibeng Municipality. It seeks to interpret the implications

of this policy from the perspectives of those who experience and observe its effects first-hand, thereby contributing valuable insights into the ongoing discussions on political policies and ethical governance in post-apartheid South Africa.

2.3 Research design

The study adopts a qualitative research design with a specific focus on a case study approach, examining the implications of cadre deployment on ethical public administration within the context of Madibeng Municipality. A case study approach is particularly relevant for this investigation as it allows for an in-depth exploration of the complex, contextual, and multifaceted nature of cadre deployment within a specific setting - Madibeng Municipality (Yin, 2009). This approach provides a detailed examination of the processes, practices, and experiences related to cadre deployment, offering rich, contextualised insights into how this policy impacts ethical governance at the local level. The study employed semi-structured interviews and document analysis as the primary data collection methods, tailored to elicit detailed and nuanced information from a diverse range of participants, including municipal managers, senior officials, political leaders, and community members.

The case study of Madibeng Municipality serves as a microcosm through which the broader dynamics of cadre deployment and its implications for ethical public administration are explored. By focusing on this specific locale, the study aims to unearth the intricacies of cadre deployment in a concrete, real-world context, contributing insights to the literature on debates on public sector ethics and governance in South Africa and beyond.

2.4 Research methods

In investigating the ethical implications of cadre deployment within Madibeng Local Municipality, I used semi-structured interviews and document analysis as primary methods to capture the intricate nuances of this practice. This approach allowed for a deep dive into personal experiences and perceptions while situating them within the broader policy and legislative context, offering a comprehensive view of the dynamics at play.

2.4.1 Semi-structured interviews

The decision to utilise semi-structured interviews stemmed from my desire to delve deeply into the personal experiences, perceptions, and insights of individuals directly involved in or affected by cadre deployment. This method offered the flexibility to engage with participants in a conversational manner, guided by an interview guide, yet open enough to accommodate the natural flow of dialogue (McIntosh & Morse, 2015). It was important for me to adopt an empathetic stance, immersing myself in the participants' perspectives to truly grasp the intricacies of their experiences with cadre deployment and its ethical ramifications. I aimed to create a space where participants felt comfortable sharing candidly, which I believed would yield richer, more authentic data.

2.4.2 Document analysis

In complementing the insights gained from interviews, document analysis allowed me to contextualise personal narratives within the broader policy, legal, and historical framework of cadre deployment. The process involved an examination of the ANC's policy documents related to cadre deployment to grasp the ideological foundations and intended objectives of the practice. Official municipal documents such as the Auditor General's reports provided a lens into the governance, financial health, and administrative challenges faced by the municipality, potentially influenced by cadre deployment practices. Provincial and national government reports, including those on state capture, offered broader insights into the systemic implications of cadre deployment across various levels of government. Legal frameworks and codes of conduct, such as the Municipal Systems Act and the ethical codes for municipal officials, were analysed to understand the regulatory environment and ethical standards expected in public administration. These documents collectively painted a comprehensive picture of the legal, ethical, and practical landscapes within which cadre deployment operates, informing a critical analysis of its impacts on governance and ethical public administration in Madibeng.

2.4.3 Sampling technique/s

The study employed a purposeful sampling strategy, which is particularly relevant in qualitative research where the aim is to gain deep insights into a specific phenomenon rather than to generalise findings to a broader population (Patton, 2002), sampling as a means to select "information-rich cases" that provide extensive details about the issue of interest. The rationale behind choosing purposeful sampling lies in its effectiveness in identifying participants who possess specific characteristics or experiences that are pertinent to the research question. Given the focus of my study on cadre deployment, it was crucial to select individuals directly involved in or affected by this practice, as they could offer invaluable insights into its operational dynamics and ethical implications. This aligns with Creswell and Poth's (2018) recommendation to include participants who can provide a comprehensive understanding of the policy and its execution.

I conducted a total of sixteen interviews with some participants opting for face-to-face engagements and others via virtual platforms, such as telephone or Zoom. The interviews targeted a diverse group of participants to gain a comprehensive understanding of the implications of cadre deployment within the Madibeng Local Municipality. The participants included municipal managers and senior officials, who are directly involved in the administration and governance of the municipality, providing insights into the internal workings and challenges faced due to cadre deployment. Politicians such as the Mayor, Council Speaker, and Chief Whip were also interviewed to understand the political perspective and rationale behind cadre deployment decisions.

Furthermore, I engaged with municipal administrators, those tasked with the day-to-day delivery of services, to capture their experiences and the impact of cadre deployment on their roles and ethical considerations. Additionally, community members from various backgrounds, including business people, media representatives, and residents from both gated communities and townships, were consulted to gather a broad spectrum of perceptions and experiences, ensuring a well-grounded understanding of the phenomenon under study.

To facilitate access to the participants and ensuring the credibility of the research process, I obtained permission from the municipal manager of Madibeng. This step was crucial for ethical research conduct and for establishing a transparent and trust-based relationship with the study's

participants. I clearly communicating the academic and exploratory nature of the study, aiming to mitigate any concerns about the investigation and encourage open and honest participation.

2.4.4 A note on language

Addressing language considerations in my research was crucial to ensure clear communication and effective data collection. While I anticipated that the majority of my targeted sample population within the Madibeng Local Municipality would be proficient in English, I remained cognisant of the potential for language barriers. To mitigate any communication challenges and facilitate a comfortable environment for participants, I was prepared to conduct interviews and discussions in the local language, which I am fluent in and understand well. However, all sixteen interviews were conducted in English with a few participants mixing English and Setswana.

2.5. Data analysis

The analysis began with a thorough reading of the interview transcripts and documents to immerse myself in the data. This immersion was critical for developing an initial understanding of the breadth and depth of the themes related to cadre deployment and ethics in public administration. I then coded the data, identifying recurring and significant themes that emerged from the participants' narratives and the documentary evidence. This coding process was iterative, involving constant comparison between the data and the emerging themes to ensure they accurately represented the participants' experiences and the documentary content.

Furthermore, the thematic analysis culminated in a rich, detailed understanding of how cadre deployment is experienced and perceived by different stakeholders within the Madibeng Municipality and its broader implications for ethical public administration. This comprehensive analysis, grounded in both empirical data and a rigorous methodological approach, forms the basis for the study's findings and recommendations, contributing valuable insights to the discourse on public sector ethics and governance in South Africa and beyond.

2.6. Positionality and reflexivity

Reflecting on my positionality and reflexivity as a government employee tasked with managing ethics, compliance, and risk within the Madibeng Local Municipality, I acknowledge the unique vantage point this role provides me in my academic exploration of cadre deployment and its ethical implications. My first-hand experiences with the challenges of service delivery failures, often linked to unethical practices among municipal officials and political leaders, have not only shaped my understanding of the issues at hand, but have also fuelled my desire to explore this area through academic research.

Moreover, my professional background affords me a certain familiarity with the subject matter, allowing me to craft interview questions that are both relevant and probing, thereby facilitating rich data collection. However, this insider perspective also necessitates a heightened awareness of the potential biases and preconceptions I might bring to the research process. As Bourdieu (1990) points out, the researcher's social position and prior experiences inevitably influence their approach to and interpretation of the study subject. Thus, while my work-related knowledge and skills in conducting workshops and interviews are invaluable assets, they also required me to engage in continuous reflexivity, critically examining how my position within the municipality and my previous encounters with unethical practices influenced my interactions with research participants and my interpretation of the data.

2.7. Validity, reliability and dependability

To ensure the validity, reliability, and dependability of my study, I employed several methodological strategies. The use of triangulation was pivotal in enhancing the validity of the findings. In comparing and cross verifying, the data collected from semi-structured interviews with the insights from document analysis, I was able to construct a more comprehensive and accurate picture of the cadre deployment phenomenon within the Madibeng Local Municipality. This approach allowed me to confirm the congruence between participants' narratives and the official documents, thereby reinforcing the credibility of the research findings.

For reliability, I adopted a systematic approach to conducting the semi-structured interviews, adhering to a consistent interview guide tailored to each category of participants. This ensured

that the interviews were conducted in a uniform manner. This consistency was crucial for comparing responses across different participants within the same category, such as politicians, administrators, and residents. This methodological rigour facilitated the replication of the study under similar conditions, thereby enhancing the reliability of the research.

Dependability in qualitative research is analogous to reliability in quantitative research, and it refers to the stability of data over time. To address this aspect, I kept detailed records of the research process, including the development of the interview guide, the execution of the interviews, and the data analysis procedures. This transparency in the research process allows for the scrutiny of the findings of the study and methods, providing a basis for assessing the dependability of the research outcomes.

2.8. Limitations, feasibility and positionality

Navigating the limitations and ensuring feasibility and positionality in my research demanded careful planning and reflection. As I embarked on this study, I was acutely aware of its sensitive nature and the potential hesitance of participants to engage openly. To address this, I emphasised the anonymity and confidentiality of the process from the outset, reassuring participants that their identities and the information they shared would be protected. This approach was crucial in building trust and encouraging candid discussions.

I carefully crafted the interview questions to avoid any perception of the study being interrogative. My goal was to explore participants' experiences with cadre deployment and their perceptions of its implications for ethical leadership, without directly probing for conclusions on these matters. This subtle approach allowed for more open and insightful responses, enriching the data collected.

Furthermore, the availability of participants, particularly those in political leadership positions, posed another significant challenge due to their demanding schedules. To mitigate this, I offered flexible interviewing options that accommodated their availability, including virtual interviews. This adaptability was key in securing the participation of key figures whose insights were invaluable to the study.

As noted in *Chapter 1*, my positionality as a researcher was deeply influenced by my professional background as a Chief Risk Officer responsible for Risk, Compliance, and Ethics,

first at Madibeng Local Municipality and later at the North West Development Corporation. This experience provided me with a nuanced understanding of the research topic and informed my approach to framing questions in a way that resonated with participants. My transition from Madibeng to the North West Development Corporation before conducting the fieldwork further distanced me from the immediate political dynamics of the municipality, enhancing my objectivity and independence in the research process.

Reflecting on my positionality also involved acknowledging my relationship with the research topic, the participants, and the research design. Holmes (2020) emphasises the importance of locating the researcher's position in relation to these three areas. In doing so, I remained mindful of the potential influences my background and current role might have on the research and took steps to minimise any biases.

2.9. Ethical considerations

The study adheres to ethical principles of research as informed by ethical guidelines from my institution – the Wits School of Governance and those of the Madibeng Local Municipality. To this end, informed consent was a foundational aspect of my approach. Prior to any interview, I obtained explicit consent from both institutional authorities and individual participants, ensuring they were fully aware of the scope of the research scope, objectives, and their role within it. This process was essential for respecting the autonomy of the participants while also fostering a sense of trust and transparency between the researcher and the participants.

Recognising the potential risks associated with discussions on cadre deployment and ethics in public administration, I was committed to maintaining the anonymity and confidentiality of participants' responses. This commitment extended to the careful handling and storage of data, employing codes for sensitive information and ensuring that any identifiers that could compromise participant anonymity were securely concealed. Furthermore, the option for participants to withdraw from the study at any point was clearly communicated, underscoring their ongoing autonomy and control over their involvement. This consideration was crucial in minimising any perceived or real harm that could arise from their participation.

In alignment with the Protection of Personal Information Act of 2021, I was diligent in explaining how participants' data would be used, stored, and protected, emphasising the secure

measures in place to guard against unauthorised access. Data security was further reinforced through the use of password-protected storage devices, ensuring that access to sensitive information was tightly controlled.

Chapter 3

Conceptualising cadre deployment and ethics in Madibeng Local Municipality

3.1. Introduction

This chapter explores the intricate interplay between the practice of cadre deployment and the principles of ethics within the public administration of the Madibeng Local Municipality. The primary aim of this chapter is to unpack and critically examine the interpretations, manifestations, and experiences of cadre deployment and ethics as perceived by various stakeholders within the municipal framework. This exploration is pivotal for understanding how the theoretical ideals of ethical public administration align or conflict with the practical realities shaped by the practice of cadre deployment. The main argument pursued in this chapter posits that the implementation of cadre deployment within Madibeng Local Municipality, originally intended to foster representativeness and redress past injustices, has paradoxically engendered ethical dilemmas and governance issues, undermining the constitutional values of transparency, accountability, and merit-based public administration.

The main findings from this chapter reveal a complex landscape where the noble intentions behind cadre deployment, aimed at fostering representativeness and facilitating transformation, often clash with the imperatives of ethical governance. This tension is manifested in the experiences of municipal officials and community members, shedding light on the challenges and ethical dilemmas that arise from the intertwining of political loyalty and administrative responsibilities. These insights contribute to the broader thesis argument by highlighting the unintended consequences of cadre deployment on ethical public administration, thereby underscoring the need for a nuanced re-evaluation of this practice within the South African public sector.

The chapter is divided into three sections. The first part provides a theoretical overview of cadre deployment and ethics, setting the conceptual groundwork for the subsequent analysis. The second part presents a discussion of the empirical findings, juxtaposing the theoretical expectations of ethical governance with the lived realities within the Madibeng Local Municipality. The last part engages the argument that critically assesses the implications of cadre deployment for ethical governance, drawing connections to the overarching thesis

argument and suggesting pathways for reconciling the practice with the principles of ethical public administration.

3.2. Exploring dimensions of ethics in public administration

Ethics is a multifaceted concept that reflects a complex interplay between theoretical principles and practical realities when deployed at a local government setup, particularly local municipalities like the Madibeng Local Municipality. The proximity of the local government to the communities where it delivers services underscores the imperative for high ethical standards to maintain trust and accountability. Transparency International (2013) emphasises this relationship, suggesting that integrity in public office is foundational to sustaining public trust. Notably, the South African legal framework, including the Constitution, various laws, and ethical codes, aims to professionalise public service by embedding ethical values and principles into daily operations. However, the practical application of these codes often reveals a gap between theoretical ideals and real-world practices.

The mandates of Section 195 of the Constitution highlight the expectations for public institutions to embody ethical standards, emphasising efficiency, fairness, and transparency in service provision. Despite these robust legal and ethical frameworks, instances of non-adherence frequently erode public trust, highlighting a disconnect between prescribed ethical norms and their enactment within municipal operations (Auditor General Reports, 2023). Additionally, Rossouw (2023) delves into the complexities of ethical adherence in public administration, challenging the notion that mere compliance with established codes constitutes an ethical culture. He argues that genuine ethical behaviour should stem not from the fear of repercussions or the external enforcement of rules but from an intrinsic moral conviction.

Similarly, Ndhlovu (2015) builds on the critique of superficial adherence to ethical codes by exploring the dynamics of rule-bending and stretching within the political landscape. Drawing on Chatterjee's (2004) concept of political society, Ndhlovu highlights how the flexible application of rules often serves political or personal interests, further complicating the pursuit of genuine ethical governance. Collectively, these arguments highlight the limitations of relying solely on regulatory frameworks to foster ethical behaviour, suggesting that true ethical culture requires a fundamental shift in personal and organisational values. They challenge the notion that adherence to rules and regulations is sufficient for ethical governance, pointing out

that such compliance may often be superficial and motivated by external pressures rather than genuine ethical commitment.

As I demonstrate in the following section with empirical evidence, experiences from Madibeng suggest a varied understanding of ethics among municipal employees, councillors, and other stakeholders, indicating a broader interpretation of ethics as a moral compass guiding public service. This diversity in understanding, while reflecting a common belief in the importance of ethics, also points to the challenges in translating written codes into tangible impacts on the ground. The Department of Public Service's efforts to bridge the gap between constitutional provisions and practical application through strategies like the National Anti-Corruption Strategy (2020-2030) aim to foster an ethical, transparent, and accountable public service. Yet, the efficacy of these strategies in realigning public service with ethical principles remains a subject of debate. This discussion contributes to the broader analysis presented in this chapter, which seeks to critically examine the interrelation between cadre deployment and ethics within the Madibeng Local Municipality.

3.3. The rationale behind the concept of cadre deployment

The rationale behind cadre deployment within the South African context, particularly within the ANC's strategic framework, is multifaceted and has generated extensive debates among scholars and practitioners alike. Cheeseman, Kanyinga, Lync, Ruteere, & Willis, (2019) argue that the essence of cadre deployment is to streamline government processes by circumventing bureaucratic red tape, thereby ensuring state control and operational efficiency. This perspective aligns with Pattillo's (2012) assertion that cadre deployment involves placing committed ANC members in strategic positions to bolster party influence and governance power.

Complicating the discussion, Mkhongi (2013) introduces an intriguing dimension to the debate by suggesting that cadre deployment is not merely about filling positions with party loyalists, however, it is also about revolutionising the party through the quality and capability of the deployed individuals. However, this notion of 'quality' is critically examined by Tshishonga (2014), who contends that loyalty does not inherently equate to capability or effectiveness in public service delivery. Tshishonga's critique echoes broader concerns about the efficacy of cadre deployment in fulfilling the public sector's transformative and developmental mandates.

More importantly, this debate extends to the implications of cadre deployment on ethical public administration, with Shava and Chamisa (2018) highlighting the pitfalls of political favouritism that prioritises loyalty over competency, leading to suboptimal service delivery and governance outcomes. This critique is further supported by Tshishonga (2014), who advocates for a clear demarcation between political influence and administrative decision-making to uphold the principles of effective and ethical public service.

Furthermore, Jankielsohn and Mollentze (2021) contribute to this discourse by illustrating how the cadre deployment strategy simplifies the integration of party and factional loyalists into key positions, ostensibly to maintain control and stability. However, they caution that such political placements might inadvertently facilitate the misuse of state resources for partisan gains, compromising the integrity of public service delivery.

Interestingly, Magomane (2012) acknowledges the strategic significance of cadre deployment within the ANC's political paradigm but also highlights the widespread criticism it has attracted due to its association with patronage and the blurring of lines between the state, party, and civil society. This complex interplay between political strategy and administrative efficacy underscores the inherent challenges in reconciling cadre deployment with the principles of ethical governance.

In the context of the Madibeng Local Municipality, this intricate relationship between cadre deployment and ethical public administration warrants a nuanced analysis. Experiences from Madibeng provide a concrete case through which the broader theoretical and practical tensions surrounding cadre deployment can be explored. While the ideal of separating politics from administration might be challenging to achieve in practice, especially in democratic settings characterised by political intertwinement, the Madibeng case underscores the need for mechanisms that safeguard ethical governance amidst political dynamics. This analysis contributes to the overarching argument pursued in the chapter by examining the practical implications of cadre deployment on ethical governance within a specific municipal context, thereby offering insights into potential pathways for aligning political strategies with the foundational principles of ethical public administration.

3.4. Contestations of Ethics

The intersection of ethics and public administration, particularly at the local government level, is marked by notable contestations concerning definitions and application. Despite the existence of comprehensive legal frameworks and codes of conduct, such as the Municipal Systems Act No. 32 of 2000, which aims to standardise ethical behaviour among municipal officials and councillors, the interpretation and understanding of ethics remain divergent among various stakeholders.

Gilman (2005) sheds light on this complexity by discussing the role of ethical codes in both preventing and addressing corruption within public service. He emphasises the dual function of these codes, highlighting their preventative nature and their role in delineating acceptable and unacceptable behaviours. Gilman points out that while these codes provide a clear institutional framework, they also carry symbolic value, signalling a commitment to ethical standards both domestically and internationally. This dual aspect underscores the expectation of ethical conduct from public servants, a sentiment echoed by the users of public services in Madibeng.

However, the practical implementation of these ethical codes often reveals discrepancies between theoretical expectations and real-world practices. Through fieldwork at the Madibeng Local Municipality, a deeper inquiry into the perceptions and experiences of ethics among municipal stakeholders was conducted. The investigation aimed to discern whether a consensus exists regarding the interpretation of public and professional ethics within the context of local governance.

The findings suggest a mixed understanding among participants. While some view public and professional ethics as closely intertwined, others perceive them as distinct concepts with separate applications. This divergence is rooted in the fundamental understanding of public ethics as being driven by a collective moral foundation that transcends personal beliefs and practices. The notion that occupying a public office necessitates a departure from private persona towards a commitment to public morality and ethical standards is a recurring theme among respondents. This view is underscored by one participant sharing his understanding of public ethics vis a vis professional ethics. The participant distinguishes different types of ethics bringing in the law, rules and policies to the discussion, the participant noted:

> Ethical culture is something that is within the legal prescripts itself. It requires us to hold ourselves to a highest ethical standard and through research I am also able to know and understand that ethics cut across all disciplines and most of the time it is something that I think is relegated to the back seat, but that knowledge is in fact within the constitutional framework itself. Where it talks about ethical public administration and also within the local government legislative and policy framework. So, my knowledge is primarily broadly based on policies, legislations, constitutions experience as a researcher within the field (Interview with Participant 1).

Expanding on the differences, the participant adds another dimension to the discussion:

> Professional ethics are primarily aimed or directed at anyone who holds technical, I would say technical qualification. For someone who holds either be it a certificate, can be a diploma, a degree up to a doctorate. So, in each and every of these professions there are certain ethical principles that every profession subscribes to. And each and every one who then graduates or passes in these qualifications are expected to conduct themselves in a certain ethical standard, are expected to be in compliance with the ethics that are subscribed for that profession and ensure that they do not bring disrepute to the image of their respective professions. So, the professional ethics is more related to what you have been trained, taught, and educated and using that as a form of deriving employment. And on that basis, it is not meant for everyone but limited to trained professionals (Interview with Participant 1).

The remarks from the interview reveal a nuanced understanding of ethics within public administration, distinguishing between public ethics, grounded in legal frameworks and constitutional mandates, and professional ethics, tied to specific qualifications and professional standards. Firstly, the participant emphasises that ethical culture in public administration is not an abstract ideal but is embedded within legal prescripts, policies, and the constitution itself. This perspective underscores the belief that ethical behaviour in the public sector is mandated by existing legislative and policy frameworks, suggesting that the knowledge and adherence to these frameworks are crucial for ethical governance.

Secondly, the differentiation between public and professional ethics introduces the notion that professional ethics are specific to individuals with technical qualifications. The participant outlines that each profession comes with its own set of ethical principles, and individuals within these professions are expected to uphold these standards to maintain the integrity and reputation of their respective fields. This distinction highlights that professional ethics is more exclusive,

pertaining only to trained professionals, whereas public ethics is more encompassing, relevant to all individuals within the public administration domain.

Overall, this discussion highlights the nuanced nature of ethics in public administration, where shared values and standards are expected to guide behaviour in both public and private spheres. Yet, the reality on the ground often presents a complex interplay of personal beliefs, professional obligations, and public expectations, leading to varied interpretations and applications of ethical principles. The case of the Madibeng Local Municipality serves as a microcosm for exploring these ethical dilemmas, shedding light on the broader challenges of aligning ethical codes with practical governance in the South African public sector.

Further evidence from the field underscores the view that the understanding and application of public ethics within the Madibeng Local Municipality vary significantly among different stakeholders, leading to a divergence between the theoretical expectations set by legal and policy frameworks and the actual ethical practices observed in the municipality's governance and administration. As noted by another participant:

> That's where the problem starts. On the municipal manager appointment which should be administration, I think they look at the certain things uhm, the municipal manager might be politically appointed instead of academically in appointment and I think it will…. I think it will…. If you have people who have no idea of the municipality of course the municipality will collapse. I think I understand and especially that I listen to the people's grievances daily through my radio shows, uhm at the end of the day you know there's not much ethical work done because there's no service delivery. There must be some execution you know like delivery that needs to happen because you are working with public money against timeline as well that's another thing you know. I believe in a way there is certain position which I can say there can be politically…. you know the leader of Madibeng's political executive (a mimic of cabinet led by the President) obviously, we know councillors, those who are political appointments but when it comes to the administration of the municipality I think they need to hire people according to academics you know like put people professional people it must not be politically appointees because once you put somebody of the political appointees you must know that there is an agenda that person is going to be used for something else (Interview with Participant 2).

The interview excerpt from Participant 2 highlights the problematic intertwining of political considerations with administrative appointments within the Madibeng Local Municipality, particularly the role of the municipal manager. The participant argues that such political appointments compromise the municipality's ethical governance and service delivery due to a

lack of expertise and potential ulterior motives. The distinction made between inherently political roles and administrative ones emphasises the need for merit-based appointments to uphold public ethics and ensure effective municipal administration. This viewpoint underscores the broader implications for public ethics, suggesting that professionalism and academic qualifications should be prioritised over political affiliations to enhance service delivery and maintain ethical standards.

Another participant adds to understanding of professional ethics indicating that:

> Yeah, let me be specific being professional doesn't mean you cancelling people out of your life and being professional it means you need to learn how to manage that your personal life with your work do you understand uhm that's why I said people need to understand even family will understand that uhm they are certain things that they can't do because of my political uhm like my appointment position and they cannot be doing certain things out there carelessly because it will bring my name down do you understand. So, it means being professional it means you need to tell people in your circle to manage certain things in their lives so that at least it doesn't harm your position. That's what it means being professional you know uhm for an example when they say uhm you need to be professional at your office you know you cannot have a relationship with someone in your office do you understand. (Interview with, Participant2).

This interview excerpt reflects the participant's perspective on the nuanced balance between professional responsibilities and personal life, particularly in the context of holding a political or administrative position. The participant emphasises the importance of managing personal relationships and behaviours in a manner that does not compromise their professional reputation or the integrity of their office. Being professional, in this view, extends beyond the workplace to include the conduct of one's social circle, underscoring the interconnectedness of personal actions and professional implications. The notion of setting boundaries, such as avoiding workplace relationships, is highlighted as a key aspect of maintaining professionalism. This discussion contributes to the understanding of public ethics by illustrating the broader social responsibilities and personal conduct considerations that public officials must navigate to uphold ethical standards in their roles.

> Incorporating the viewpoint of someone living in a security estate in Hartbeespoort, a well-to-do area contributing significantly to Madibeng's revenue, introduces a compelling contrast to the study. This perspective, stemming from a luxurious setting, starkly diverges from the earlier ones, potentially highlighting disparities in service expectations, political

> engagement, and the overall relationship with municipal authorities within the Madibeng society. They noted:Okay in terms of in my knowledge in ethics and public administration. I really don't have any knowledge. I really have not interacted with Madibeng one on one. Anything that I need or have done, I normal arrange for somebody to do it for me. There is absolutely no way, that I will stand in queues and there is no way that I am going to deal with people who have no interest in getting stuff done. Okay, so if I need to answer differently my expectation of ethics in public administration would be, I would…. have a very high expectation. But from what I have heard and observed it isn't at high level as perhaps it should be. I will always find a way of paying somebody to do it and get it done for me. I am extremely ethical, but I am not prepared to waste my time and my money interacting with any entity which does not have any good reputation, and to be realistic, if we are looking at older report that I see Madibeng is not doing well ethically (Interview with Participant 3).

Participant 3's response indicates a lack of personal interaction with Madibeng Municipality due to a perception of inefficiency and unethical practices. They prefer to outsource their dealings with the municipality, highlighting a disconnect between expected and perceived ethical standards in public administration. This perspective underscores the broader issue of diminished trust in municipal ethical conduct, leading individuals to seek alternative solutions for their needs.

The debate on public ethics, as illustrated by the perspectives of three participants from the Madibeng Municipality, underscores the multifaceted nature of ethics in public administration. The first participant views ethics as a set of fixed, prescriptive norms regulated by rules, codes, and policies, suggesting a formalised, rule-based approach to ethical conduct within the municipality. This perspective aligns with traditional understandings of deontological ethics, which emphasise adherence to specific rules or duties as the foundation of ethical behaviour.

In contrast, the second participant links public ethics to competency and qualification, arguing that unqualified individuals inherently lack the capacity to engage ethically in public service. This stance introduces a meritocratic dimension to the ethical debate, suggesting that ethical conduct is contingent upon professional competence and qualifications. This viewpoint challenges the conventional rule-based approach by implying that ethical capacity is intertwined with professional capability, thereby raising questions about the efficacy of formal ethical codes in the absence of requisite skills and knowledge.

The third participant's proposition to introduce a regulatory measure screening councillors for minimum competency requirements before assuming public office further complicates the

discussion. This suggestion seeks to merge the rule-based and merit-based approaches by instituting a formal mechanism to ensure that individuals in public office possess both the ethical disposition and the professional competence necessary for ethical governance.

Collectively, these perspectives reveal the complexity of defining and operationalising public ethics within the context of local governance. They highlight the tension between formal ethical codes and the practical realities of governance, where political considerations, competency, and qualifications play pivotal roles. The divergent views also point to the need for a more integrated approach to ethics in public administration, one that encompasses both the adherence to formal codes and the cultivation of professional competence and integrity.

Peter Ekeh (1975) offers a compelling framework for understanding the nuances of ethical conduct within the space of local government. In his seminal work, "Colonialism and the Two Publics in Africa," Ekeh contributes our understanding of the interplay between private and public ethics, using his concept of two publics—wherein the civic and primordial spheres coexist yet are governed by differing moral and ethical standards. This resonates with the complexities observed in the Madibeng Local Municipality's approach to ethics.

Ekeh's analysis, grounded in the historical context of colonial influence, suggests that the Christian moral underpinnings, which largely shaped Western societal norms, have been intricately woven into the fabric of public ethics in post-colonial African societies. This infusion of Western ethical norms into the public domain has led to a scenario where the demarcation between private and public life for public servants becomes blurred, with expectations for personal conduct to align with the professional and ethical standards demanded by public office.

This perspective was particularly evident among municipal officials in Madibeng, especially those with higher educational qualifications and who were not politically deployed. These individuals underscored the convergence of public and professional ethics, advocating for a seamless integration of personal values with the ethical demands of public service. This view is further supported by professional codes of conduct, such as those enforced by the Engineering Council of South Africa (ECSA), which stipulate rigorous ethical standards to ensure the safety and well-being of the public.

Conversely, the African traditional understanding of ethics, as influenced by primordial publics, presents a more communal and hierarchical approach to ethical considerations. The notion of 'Ubuntu,' encapsulates this African ethical philosophy, emphasising compassion,

humanity, and communal solidarity (Moloketi & Tutu, 2009; Rwelamila, Talukhaba, & Ngowi, 1999) , This philosophy, deeply ingrained in African cultures, contrasts with the individualistic and professionalised ethics derived from Western influences.

The juxtaposition of these diverse ethical frameworks within the Madibeng Local Municipality underscores the challenges inherent in navigating the complex terrain of public administration ethics. The tension between Western-influenced professional ethics and the communal ethos of Ubuntu reveals a critical need for a nuanced approach to ethical governance that accommodates the multifaceted nature of African societies. This dynamic interplay of ethical paradigms necessitates a careful consideration of how best to integrate these diverse ethical systems in a manner that enhances public trust, accountability, and effective service delivery in the post-colonial African context.

3.5. Conclusion

The chapter systematically unpacked how the theoretical underpinnings of cadre deployment and ethics are perceived and operationalised by various stakeholders within the municipality, revealing a complex interplay of political ideology, administrative practice, and ethical governance. The main findings illustrate a divergence between the idealistic principles of ethical public administration and the on-the-ground realities marked by instances of unethical conduct and compromised public trust. The findings suggest that despite the constitutional and legislative frameworks advocating for ethical governance, the practical application of cadre deployment often leads to conflicts of interest, favouritism, and a departure from merit-based appointments, thereby challenging the integrity of municipal operations.

Drawing from the discussions presented in the chapter, I argue that while cadre deployment was conceived as a mechanism to ensure representativeness and drive transformation within the post-apartheid public sector, its execution has frequently been at odds with the principles of transparency, accountability, and meritocracy. This dissonance not only undermines the constitutional mandate for ethical governance, however, it also hampers the municipality's ability to deliver equitable and efficient services to its constituents.

In closing, the chapter calls for a re-evaluation of cadre deployment practices within the framework of ethical governance. It emphasises the need for a balanced approach that reconciles the political objectives of representation and transformation with the imperatives of

ethical, accountable, and competent public administration. This entails fostering a municipal governance culture that prioritises the public interest and adheres to the highest standards of ethical conduct, ensuring that the aspirations for a just and equitable society are fully realised. The following chapter take the discussion on the dynamics of ethics by interrogating the legal and theoretical frameworks that underpin government systems.

Chapter 4

Institutional arrangement and ethics

4.1. Introduction

The chapter explores the legal and theoretical frameworks that underpin South Africa's local government system, emphasising the constitutional obligation for municipalities to deliver democratic, accountable, and equitable services. The main aim is to dissect the challenges and tensions that arise in striving to fulfil these constitutional ideals amidst constrained resources, escalating demands, and internal institutional pressures. A significant finding is the occurrence of selective service provision and unequal access to municipal resources, often influenced by political affiliations and loyalties, raising critical concerns about fairness, equity, and the ethical responsibilities of municipal officials.

The main argument pursed here is that while the legal and theoretical frameworks establish a robust foundation for ethical governance, the actual implementation within Madibeng Local Municipality is fraught with challenges. These challenges compromise the principles of transparency, accountability, and meritocracy, that are essential for ethical public administration. This argument ties back to the overarching thesis by highlighting how the practice of cadre deployment, within the context of these frameworks, contributes to the ethical dilemmas and governance challenges observed in the municipality.

The chapter is structured as follows: It begins with an overview of the constitutional mandate and the legal frameworks governing local governments in South Africa. It then examines the practical challenges faced by municipalities in adhering to these frameworks, with a focus on the Madibeng Local Municipality. The chapter proceeds to analyse how political interventions and cadre deployments influence service delivery and governance, ultimately affecting ethical standards in public administration. The findings from this analysis lead to a discussion on potential strategies for reconciling the theoretical aspirations of local governance with the realities on the ground, concluding with recommendations for enhancing ethical governance in the face of cadre deployment practices.

4.2. Institutional arrangements on ethics and the local government

The South African Local Government Municipal Structures Act, (1998) outlines the establishment and functioning of municipalities, however, the expanding needs of society necessitate continual adaptation in institutional arrangements. The increasing demands placed on local government, compounded by a growing population, have led to significant stress and tension within municipal structures (Nkuna, 2011). Additionally, the Constitution delineates the distinct role and autonomy of local government within the broader framework of cooperative governance (Khosa & Muthein, 1998). It grants local government the authority to manage its affairs, subject to national and provincial legislation, thereby emphasising the importance of local governance in the democratic process. The Constitution further mandates local government to prioritise the needs and development of communities, highlighting its dual role in administrative service delivery and fostering community participation in governance.

The fundamental role of local government in influencing the daily lives of communities through the management and provision of critical services cannot be overstated (Nkuna (2011; Venter 1998). elaborates on the impact of the local state emphasising the government's influence on the physical, health, and social environments that remain crucial as they frame the everyday experiences of individuals and determine the overall well-being of communities. The essential services provided by municipalities, such as water supply and road maintenance, are fundamental to the daily routines of individuals and the overall well-being of communities.

This dual mandate requires balancing efficient service delivery with transformative objectives aimed at social and economic development. This means that ethical considerations in such a setup extend beyond mere compliance to include moral obligations towards equitable development and social justice. However, the institutional arrangements on ethics present a multifaceted challenge, particularly observed from a local government context given its proximity of the communities where it is expected to address the immediate needs of communities. This dual role underscores the ethical challenges inherent in balancing administrative efficiency with democratic representation and community involvement. The separation of administrative officials from political constituencies is intended to ensure neutrality and impartiality in service delivery. However, the interplay between administrative

duties and political representation can give rise to ethical dilemmas, particularly when political agendas influence administrative decisions or when community participation is sidelined in favour of bureaucratic efficiency.

4.3. Institutionalising service delivery

The examination of the institutional arrangements within the Madibeng Local Municipality reveals a complex interplay between legal mandates for service provision and the actual practices influenced by political interventions and societal dynamics. The constitutional framework, as outlined in the Bill of Rights, establishes a strong legal basis for equality and fairness in the provision of municipal services, emphasising the principle of equality that everyone deserves equal protection and benefit under the law. This legal foundation is crucial for understanding the ethical obligations of local governments towards their communities.

However, the principle of equality, as outlined in the Constitution presents in own challenges, especially given the socio-historical context of South Africa and its local government structures. Gillette's (1987) argues that the mere uniform distribution of services across different community segments does not constitute fairness, challenging the conventional notion of equality in service provision, advocating instead for a critical evaluation of the inherent value that these services bring to diverse groups within the community.

Notably, political interventions as observed by one of the politicians of Madibeng Local Municipality, are an important factor requiring special interrogation, especially when looking at service delivery challenge. Commenting on the consequences of political interventions in the municipality expressed that:

> …But the problem when coming to where it doesn't work it is when there is usually interest. Where there is interest, you find that the very same person that you are calling to intervene is actually the very same person that want to benefit from the very same problem that the community is causing. It does happen that sometimes whereby the aim is just to know the contractor maybe who has been giving site to contractors' certain projects for a community. Now the very same person that is here to intervene now is having interest, so he wants to be one of the sub-contractors or he wants to bring people that he knows as sub-contractors on site (Interview with Participant 5).

The participant comments on ways in which personal interests may compromise well-intend community projects. They note that while political interventions have worked in other contexts, however, they have proven to be problematic where individually are pursuing self-interests. The participant explains that when a problem arises within a community that requires external help, the expected scenario is for the intervenor to provide a solution. However, the issue arises when the person called upon to intervene has personal interests in the situation. Instead of impartially addressing the community's problem, this individual sees an opportunity for personal gain. The example provided illustrates a case where a community project involves hiring contractors. The person who is supposed to oversee or facilitate the solution to the community's issue is interested in benefiting from the project. This intertwining of personal interests with the intervention process leads to a conflict of interest, where the intended community benefit is overshadowed by the intervenor's personal gains.

The same participant further notes that:

> Eeeh, I have seen it work (political intervention) whereby for instance communities will….obviously they don't know….most of communities they don't know policies. You find that communities push for 30% benefits or a share on the projects that they have been brought to the communities but when you look at the policies there no such kind of thing. So, when you call in politicians to come in and unblock project coming to claiming the 30% from the contractor, politicians are able to convince people that this is not what is in the policy, but we can be able to assist maybe by saying do sub-contracting of this specific job and you will be able to get skills and be able to make money and grow as an entrepreneur (Interview with Participant 5).

A high ranking politician in the legislative leg of Council shares an example of how political intervention can successfully address community concerns regarding project benefits, particularly when there is a misunderstanding about policy entitlements. When there are misunderstandings that lead to tensions in communities, politicians are called upon to intervene. Their role involves explaining to the community on issues related to share as stipulated in the policies. Where politicians successfully resolve conflict situations, political interventions have proved to be effective. However, as the participant notes in the previous excerpt, the situation is not always the same, particularly where there are person interests.

The evidence presented above suggests that institutional arrangements in municipal service provision are crucial for realising the commitments of elected officials to their constituencies. The works of Bawa (2011) in Johannesburg and Chatterjee (2004) in India sheds light on how the dynamics within municipal institutions, which include councillors, administrators, and ground staff, significantly influence the delivery of services across different community segments and geographical areas. These internal dynamics play a crucial role in determining the proximity or distance between communities and those in decision-making positions, thereby influencing the distribution of services. This distribution often tends to favour groups with greater economic, social, and political clout.

Chatterjee (2004) introducing the concept of 'political society' to analyse the mechanisms through which governments extend basic needs and welfare services to groups that might not formally be entitled to them, such as undocumented communities. This is often achieved through intermediaries operating within political constituencies, highlighting the sway of power dynamics in decision-making processes. Bawa and Chatterjee both challenge the conventional ideals of equity, civic participation, and good governance in the context of municipal service provision. They argue that addressing the needs of marginalised and historically disenfranchised groups necessitates a departure from these normative principles. This involves employing intermediaries, including local leaders, elected representatives, political party workers, and community associations, to facilitate access to essential services for the less privileged.

The analysis from the data presented above corroborates Chatterjee's observations, emphasising the strategic role of local leaders like councillors in orchestrating political interventions that address community needs. These interventions can lead to modifications in municipal plans to better reflect community preferences, illustrating the intricate interplay

between formal planning processes and the informal influence exerted by political structures within local communities. This underscores the complex landscape of municipal service provision, where the interplay of institutional dynamics, power relations, and intermediary roles shapes the access and distribution of services. Understanding these dynamics is crucial for devising strategies that enhance equity and inclusivity in service provision, ensuring that the needs of all community segments, especially the marginalised, are adequately addressed.

Interestingly, political intervention, particularly through councillors acting as community representatives, reveals unintended consequences linked to their economic and financial realities. Many councillors rely on their political careers as their sole source of income and opportunity for economic advancement. Given that a councillor's term is capped at five years, with re-election not guaranteed and dependent on the organisation's decisions regarding potential reassignments, this creates a backdrop of economic and social uncertainty for them. As noted by another participant:

> Because of job uncertainty that comes with the 5 year term of office councillors want to maximise in their economic stability. Uncertainty that you are not coming back anymore, therefore you would want to ensure that you leave the office or your role as a councillors having at least covered yourself to the next foreseeable future. Okay, would you say that this practice is good but also bad, if for instance I knew that this is my last year and I would like to have my family continuing their lifestyle, my kids continue to go to school, and I would like to do something that would at least give me stability beyond my last twelve months. Is that something bad or good? (Interview with Participant 6)

This inherent instability in the tenure of councillors introduces a range of pressures that may influence their behaviour and decision-making processes. The prospect of losing one's primary or sole source of income every five years can lead to actions and decisions that prioritise personal or immediate community interests over longer-term or wider community benefits. This precarious position might compel councillors to engage in practices that secure their financial stability but potentially compromise ethical standards in administration and service provision. The participant further explains the contradiction indicating that:

> Personal interest, yes, it can even get to the point whereby now whatever the municipality promised to the community to implement, is not possible to implement because you would have lost the grants, the person who has been appointed as a contractor may sue the municipality because there is no money

> to pay him. This will happen for the reason of the personal interest of councillors, as political cadres councillors usually express interest in sub-contracting for project work that is constructed in their respective wards. As I explained earlier the misperception that communities are entitled to 30% share of the contractors project value. (Interview with Participant 6)

The interview excerpt exposes the complexities surrounding political interventions carried out by councillors, who often serve as the primary representatives of their communities. A notable point is that for many of these councillors, their political position is not just a role of governance but also a critical source of livelihood, as they might lack alternative employment opportunities. This dependency on political careers for economic and financial stability introduces a significant layer of personal stakes into their professional responsibilities. The interview further explores how this precarious economic position of councillors, coupled with their role as deployed political cadres and community representatives, might negatively affect the ethical administration within municipal governance. The focus is on understanding how the need for economic and financial security among councillors could lead to practices that might not align with the ethical standards expected in the administration and provision of services.

4.4. Interface between administrators position as cadre and ethics

> You see as I was saying to you when we talk to…. people turn to push their personal interests in the name of organisation. The thing is…. that is why I once had a challenge with one of the councillors in the past to say, you guys I don't understand you. You came here through your own constituency to come and represent them in council. Now the reason why the agenda of council is distributed seven days prior to the sitting of council do you know the reason why? I was asking a Council, and he said no I don't know, I said no they want to give you an opportunity to go and engage with your constituency with the regard to the items that are going to be considered in the meeting. So, as they can give you their mandate, now instead somebody from the province come to the caucus and say no this is the party mandate. That person firstly, doesn't even have a resolution of that structure from the provincially structure to say we sat we deliberated, and this is the resolution (Interview with Participant 9).

As I introduce the topic on interface between administrators positions as cadres and ethics, I reflect the reality of cadres bearing the name of political organisations having to deal with the dilemma of personal conflict wherein the name of the organisation is used to perpetuate

personal interest under a false pretense that the organisation is the one that issued certain instructions.

Cadre deployment policy is an interesting factor to explore within the South African local government system as it exposes a complex interplay between political imperatives and administrative ethics. Peters and Pierre (1998) highlight the phenomenon of 'governance without government', where the lines between political influence and administrative autonomy blur, raising significant concerns about accountability and transparency in governance. This perspective is crucial in understanding the dynamics of cadre deployment in local government, where party loyalists are integrated into administrative roles, potentially compromising governance standards.

However, the introduction of cadre deployment within this framework sparks a contentious debate. On one hand, proponents argue that aligning public administrators with the political mandate of the ruling party, as chosen by the majority, is a legitimate extension of the democratic process (Patel and Williams, 2022). In South Africa, they often point to its potential to ensure that public administration is aligned with the developmental agenda of the elected government, arguing that it can lead to more effective implementation of policies intended to address the country's historical inequalities. For instance, Mkhize (2018) discusses how cadre deployment, when executed with integrity, can serve as a mechanism to infuse the public sector with individuals committed to transformative policies and the national development agenda. This perspective suggests that those deployed through this mechanism are inherently equipped to actualise the party's manifesto, ostensibly reflecting the electorate's will and thereby serving the public agenda effectively.

On the other hand, critics of cadre deployment challenge this view, raising concerns about the potential erosion of ethical standards and the principle of meritocracy in public administration. For instance Van der Heijden (2019) provides a critical examination of the impact of political appointments on the quality of public service delivery, arguing that the practice can undermine meritocracy and professionalism in the public sector, with detrimental effects on service delivery and governance. Thompson and Van der Wal (2023) also present evidence suggesting that excessive politicisation of public administration through practices like cadre deployment can lead to inefficiencies, reduced accountability, and diminished public trust in government institutions.

This debate invites a deeper examination of the ethical implications of cadre deployment and its impact on the efficiency and integrity of public service delivery. It raises critical questions about how such practices align with the foundational principles of public administration and whether they truly serve the public interest or simply perpetuate political patronage. Experiences from Madibeng municipality reflect similar trends within the municipality. When asked on whether he believed that people who are deployed are politically connected, or if they are allies of politicians, one participant explained that:

> I don't necessarily think so, obviously like I said when you put a….when you are doing cadre deployment you will be putting a person in position, ensuring that you are putting right spanner to the right bolt, so I don't take it as political, you might find that in your organisation there is no such kind of person it simply means you must extend your search to even people that are not belonging to your own organisation, so I take it as about getting the right person to that job, so it can't be he must belong to your organisation, but one thing that I know is it must be someone who will be able to deliver your mandate of the organisation (Interview with Participant 7).

This was quite an interesting view of cadre deployment, the participant was adamant that its justifiable for a deployed cadre to deliver the mandate of the organisation that deployed them. I then asked which organisation was he referring to and below was his response.

> The ruling party obvious, if the organisation mandate is to ensure that by 2024 everyone has got water, connection to running water obviously they will ensure that they will put someone who will be able to do that. It is a mandate of the municipality that we must having water to our community by 2024, so they will ensure that they get the right person who will do that (Interview with Participant 6).

My follow up question was to ask if he was politically deployed himself, and he agreed that he was politically deployed. One of the distinctions from different participants that I interviewed is that those closely related to the current leadership at Madibeng will to a large extent carry similar views which mostly seek to validate cadre deployment. In addition to that, they also express their support to proclaim their leaders to be ethical. These elites assert that their leaders act to respond to the organisational manifesto and their electorate respectively, and to them that is ethical. His response to the question of whether he was a political deployed cadre is below.

> Obviously remember what happened for me to get a position, I must apply and go to interviews; at the interview they will check I am the right person who will be able to this job. So automatically it means the ruling party since it is one that will be deploying or be saying this is the right person therefore it is cadre deployment (Interview was Participant 6)

These interview excerpts shed light on the differing views within the cadre deployment debate, particularly in the context of a municipal setting. The first excerpt from Participant 7 suggests a pragmatic approach to cadre deployment, likening it to choosing the "right spanner for the right bolt." This analogy implies that the primary goal is to find the most suitable person for a specific job, irrespective of their organisational affiliations. The participant emphasises the importance of capability and fit for the role over political loyalty, suggesting that if the required expertise is not found within the organisation, the search should be broadened beyond party lines. This view challenges the conventional critique of cadre deployment as merely political patronage, framing it instead as a merit-based selection within, or even outside, the political organisation to ensure effective service delivery.

Participant 6's responses further illuminate this perspective by explicitly linking cadre deployment to the fulfilment of the ruling party's mandate, in this case, ensuring community access to water by 2024. The emphasis is on the outcome: effective service delivery – rather than the political affiliation of the deployed individual. This suggests a belief that aligning administrative appointments with the ruling party's development agenda can enhance policy implementation and public service delivery.

However, Participant 6's acknowledgment of being politically deployed, combined with the assertion that the deployment process involves application and interviews to assess suitability, introduces a complexity to the debate. It reflects an attempt to reconcile the formal mechanisms of merit-based recruitment with the realities of political influence in appointments. This highlights a tension between the ideals of professional public administration and the practice of political appointments, raising questions about transparency, fairness, and the potential for bias in the selection process.

The perspectives of these participants, particularly their alignment with the current leadership and their defense of the ethical nature of cadre deployment, underscore a broader theme within the debate: the justification of political appointments as a means to ensure that public

administrators are committed to and capable of executing the elected government's development agenda. However, this perspective is contingent upon the integrity of the selection process and the actual performance of the deployed cadres in delivering public services effectively and ethically.

Collectively, the views shared by the participants as quoted above, they contribute to the cadre deployment debate by presenting a defense of the practice based on the premise of effectiveness and mandate fulfilment. Yet, they also invite scrutiny of the underlying assumptions about meritocracy, political influence, and the ethical implications of intertwining party loyalty with public service responsibilities. The discussion provides a multifaceted understanding of how political appointments intersect with administrative efficiency and ethical governance, further advancing the argument by demonstrating the real-world applications and challenges of integrating political loyalty with the pursuit of effective and ethical public service.

4.5. The intersection of patronage and ethics in governance

In trying to understand the history of patronage and if patronage is unique to the South African political system and the African continent at large, I draw from the work of Hamilton (2002) who questions if patronage is dead. Hamilton's (2002) investigation into the Democratic Party's manipulation of employment systems in Chicago, underscores a pervasive issue that resonates deeply within the fabric of governance and public administration. The Democratic Party's patronage system, established in 1931, intricately woven political allegiance into the very threads of public sector employment and favouritism, laying bare the corruptive potential of such practices on the sanctity of meritocracy and the impartial execution of governmental duties. The legal challenges that ensued, notably the Elrod v. Burns (1976) and Rutan v. Republican Party of Illinois (1990) cases, were not mere legal squabbles but pivotal battles in the fight for the soul of public administration. These landmark rulings, especially the Shakman Decrees, were instrumental in dismantling the entrenched networks of political patronage, steering the public sector towards a path of merit-based employment and ethical governance. Importantly, this narrative from Chicago's political history is not an isolated incident, but a reflection of the broader challenges that plague governance systems worldwide, including South Africa. The story of Chicago's struggle with patronage highlights the entanglement of political loyalty and administrative functions – not only as unique to South Africa, but as a

universal scourge, threatening the integrity of governance and the efficient delivery of public services.

South Africa's battle with patronage within its political framework mirrors the challenges faced by Chicago, highlighting the universal nature of this issue. Patronage in South Africa, much like in Chicago, erodes the foundational principles of ethical governance, substituting meritocracy with political favouritism and compromising the accountability and trust that should define public administration.

The lessons drawn from Chicago's confrontation with patronage are not merely historical annotations but are important lessons for South Africa and other countries grappling with challenges of political patronage. These lessons underscore the imperative need for robust legal and institutional reforms that champion meritocracy, transparency, and fairness in public administration. The narrative of Chicago serves as a stark reminder and a call to action, urging for governance that is dedicated to serving the public interest, untainted by the distortions of political patronage.

When the debate on patronage politics brough to the African context and particularly South Africa, it illuminates other interesting dynamics for exploration. Beresford's (2015) analysis on the nuances of patronage politics and its potential for developmental outcomes brings a contrasting angle to the conventional view of patronage as inherently anti-developmental. Using the case study of Rwanda, Beresford (2015) introduces the concept of developmental patrimonialism under the leadership of Paul Kagame in Rwanda. This model diverges from the typical short-term, spoils-based approach to political authority, instead relying on long-term economic planning and growth strategies that indirectly benefit businesses linked to the ruling party. Interestingly, Kagame's regime is noted for its stringent control over rent-seeking behaviours and a robust anti-corruption framework, aimed at safeguarding state capacity and fostering economic growth.

This perspective ignites a critical debate on the potential for patronage politics to contribute to development and transformation, contingent on the strategic direction of rent management. It challenges the binary view of patronage, suggesting that when aligned with long-term economic objectives and controlled for corruption, it can indeed play a role in the broader economic development and poverty eradication agenda. This debate is particularly relevant to the South African context, where the dynamics of power, patronage, and political authority are deeply intertwined with the country's developmental trajectory.

Shifting the focus to South Africa, Beresford (2015), interrogates the intricate dynamics of patronage within the party and its broader implications on leadership, governance, and ethical standards. Beresford problematics the ANC's focus on political victories over building fundamental leadership capacities and highlight this as a contributing factor to the spread of patronage practices. This patronage system, as Beresford outlines, mirrors historical precedents, facilitating private capital accumulation through controlled access to networks in public office, reminiscent of practices during the apartheid era that favoured the Afrikaner capitalist class. In the contemporary South African context, a similar pattern can be observed with the burgeoning black elite, who leverage their connections to the ruling party and its deployed cadres for personal gain.

Karl von Holdt (2014) further illuminates the internal conflicts within the elite over access to public resources, highlighting the favouritism and unfair practices in public tender allocations and employment opportunities. The narrative shared by a participant from Madibeng municipality vividly exposes some of the ethical dilemmas faced by administrative leaders amid pressures to conform to unlawful directives and the prioritisation of politically affiliated contractors. This interference in administration processes not only compromises the integrity of administrative functions but also has dire consequences for service delivery quality, highlighting the pervasive impact of patronage on governance and public trust. As one participant expressed:

> No, it doesn't exist, absolutely ethics doesn't exist, because their preferred candidate get appointed whether it is the right thing to do or not. Remember where there's ethics someone with a conscious will stand up against wrong decision. Where I'm working all deployed municipal managers have since 2018 not shown any service delivery improvement due to conflict between public and political ethics. The main reason behind cadre deployment to gain access into financial and procurement resources. That why deployed cadres are there in order to give those who appointed them some favouritism on procurement and allocation of resources, they are selective on where to deploy you it is not just any position (Interview with Participant 8).

The interview excerpt presents a critical view of the ethical landscape within their municipal work environment, particularly in relation to cadre deployment and its implications for service delivery and governance. The participant outrightly states that ethics are absent in their workplace, evidenced by the appointment of preferred candidates by those in power, regardless

of the suitability or correctness of such decisions. This points to a fundamental breakdown in ethical governance, where decisions are made not based on merit or the public good but on loyalty and favouritism.

The participant further highlights a significant issue where individuals with a sense of ethical responsibility or conscience are either non-existent or silenced, allowing wrong decisions to go unchallenged. This environment fosters a culture where political considerations override public service ethics, leading to conflicts between what is politically expedient and what is ethically right for public service delivery.

The mention of deployed municipal managers not showing any service delivery improvement since 2018 emphasises the negative impact of political appointments on municipal governance. The participant suggests that the primary motive behind cadre deployment is to gain access to financial and procurement resources, rather than to enhance service delivery or governance. This practice leads to a situation where appointments are made strategically to positions that control or influence financial and procurement decisions, enabling a cycle of favouritism and resource allocation to those aligned with the appointing authority.

This narrative brings experiences of Madibeng to the broader discussion on the ethics of governance, the impact of political appointments on public service delivery, and the conflict between public and political ethics, as outlined earlier in the chapter. The participant's account provides a tangible illustration of how cadre deployment, when driven by political motives rather than meritocratic principles, can undermine ethical governance, lead to conflicts of interest, and hinder effective public service delivery.

4.6. Conclusion

The chapter explored the legal and theoretical frameworks that underpin South Africa's local government system, emphasising the constitutional obligation for municipalities to deliver democratic, accountable, and equitable services. The findings presented in the chapter reveal a pattern of selective service provision and access to resources, which are frequently influenced by political affiliations and loyalties. This not only raises significant ethical concerns but also calls into question the equity and fairness of municipal governance. Drawing from the analysis of the findings, I argue that such practices, which are often a direct or indirect result of cadre

deployment, compromise the integrity of municipal administrations and erode public trust in local governance.

Furthermore, the chapter has highlighted the tension between the theoretical frameworks designed to ensure democratic, accountable, and equitable service delivery, and the pragmatic realities of political influence and resource constraints that often dictate the operational dynamics of municipalities. In concluding, the chapter emphasises the need for a critical re-examination of the role of political influence in administrative appointments and decision-making processes within municipalities. It suggests that for South Africa's local government to truly embody the constitutional values of transparency, accountability, and meritocracy, a more balanced and ethical approach to political involvement in municipal governance is imperative. This includes fostering a culture of ethical leadership and accountability that prioritises the welfare of the community over political interests, ensuring that the ideals of equitable service delivery and democratic governance are not only upheld in theory but are also reflected in practice. The following chapter explores the impact of historical legacies on public administration.

Chapter 5

Legacy and reform: Ethical dilemmas in the South African public sector

5.1. Introduction

In this chapter I explore the complexities of ethics in the context of post-colonial and post-apartheid South Africa, particularly focusing on local governance and public administration. The primary aim is to dissect the inherent conflicts within the municipal legal framework, especially the tension between constitutional mandates for ethical governance and legislative allowances for political influence in administrative appointments. The findings from the analysis point to the discord between the theoretical frameworks designed to promote ethical governance and the practical realities facilitated by the cadre deployment policy, leading to ethical dilemmas and governance challenges within the Madibeng Local Municipality.

The main argument pursed in this chapter is that the current legal and ethical frameworks governing municipalities are inadequate to address the unique challenges posed by the post-colonial and post-apartheid context of South Africa. This inadequacy is further exacerbated by the practice of cadre deployment, which, while intended to advance transformation and inclusivity, has in practice contributed to undermining the ethical foundations of public administration. This argument contributes to the overarching thesis premise by illustrating how the nuanced interplay between historical legacies, political practices, and ethical mandates shapes the governance landscape in local municipalities.

This chapter is divided into three parts. In the first part, I examine the legal and ethical frameworks guiding municipal governance in South Africa, highlighting their intended roles in promoting ethical public administration. The part shifts the focus to examining the post-colonial and post-apartheid influences on these frameworks, analysing how historical legacies impact contemporary governance practices. Subsequently, the chapter delves into the specifics of the Madibeng Local Municipality, illustrating how the tensions between political practices like cadre deployment and ethical mandates manifest in real-world governance challenges. The discussion culminates in a critical evaluation of existing ethical training programmes and frameworks, advocating for approaches that are more attuned to South Africa's unique socio-political context, and concludes with recommendations for reforming ethical frameworks to better accommodate the complexities of post-colonial and post-apartheid governance.

5.2. Colonial legacies and ethical dilemmas

The complexities introduced by the post-colonial state and the enduring legacies of apartheid in South Africa provide a nuanced backdrop for understanding the ethical challenges faced by cadres within local government systems. Bayart (2009) uses the concept of the "politics of the belly" to frame colonialism not merely as a historical event but as a continuous process of social struggle over material power and influence, deeply entangled within the fabric of the post-colonial state. This perspective is crucial for understanding the intricate layers of power dynamics and the appropriation of political systems that persist in shaping governance and ethical considerations in contemporary African states.

Peter Ekeh (1975) identifies a dichotomy between the public and private realms further enriching the discourse on the colonial legacies on African political administration systems. Ekeh highlights the distinct, yet interconnected spheres of personal and public life, arguing that politics is an entanglement of individual actions expressing collective interests. This analyses situates ethics at the intersection of personal morality and public duty. The challenge, then, lies in reconciling the private moral compass with the public roles and responsibilities entrusted to government officials and cadres. For Ekeh, this reconciliation is complicated by the colonial legacy, which has bifurcated the moral foundation into private and public ethics, with the latter often overshadowed by the former in the African context. The post-colonial state, marred by the remnants of apartheid and colonial ideologies, presents a contested terrain where the lines between ethical governance and personal gain are blurred. The inherited colonial structures and ideologies continue to influence the ethical frameworks within which cadres operate, leading to a complex interplay of personal beliefs, collective interests, and the overarching quest for material power and control.

Understanding the ethical dilemmas faced by deployed cadres in Madibeng Local Municipality requires a nuanced appreciation of the historical, social, and political underpinnings that define the post-colonial state. It demands an exploration of how colonial legacies and the struggles for power and influence shape the ethical landscape within which public officials navigate (Mamdani, 1996). The challenge for ethical governance in such a setting is not merely about adhering to codified norms and standards, however, it is also about addressing the deeper socio-political and historical factors that continue to influence ethical behaviour and decision-making in the public sphere.

The transition from colonial rule and apartheid to democracy in South Africa set high expectations among the black majority for a better life, justice, and equality, given the historical forms of exclusion necessitated by the apartheid rule. These expectations were anchored in the promises made by leaders of the liberation movement, who envisioned a South Africa where the injustices of the past would be rectified through the empowerment of the previously marginalised. Drawing experiences from of patronage politics in the Eastern Cape province of South Africa, Ndlovu (2020) expands on Ekeh's (1975) argument, emphasising the need to understand the post-1994 democratic outcomes from a distinctly African political perspective, highlighting the complexities and challenges that have emerged in the post-colonial state.

Adding to the discourse on colonial legacies, Crawford Young (1994) critiques the notion of the postcolonial state, arguing that it perpetuates colonial legacies, a sentiment echoed in the experiences shared by participants in Madibeng municipality. The understanding of corruption and the acceptance of private amorality within public institutions are seen as remnants of colonial influence, where the dichotomy between the public and private realms, as well as the moral foundations that govern behaviour in these spaces, are fundamentally challenged.

The post-apartheid era, while marking a significant political transition, did not equate to an immediate economic transformation for the black majority. This gap between political power and economic empowerment has led to a prioritisation of state resources as a means to achieve economic opportunities. Ndhlovu (2015) has argued that the failure by the ANC government to make significant progress in addressing apartheid injustices, is a contributing factor to the corrupt practices observed within public offices. Cadres, motivated by a desire to address historical economic disparities, often engage in practices that, while aimed at redressing past injustices, challenge conventional notions of ethics and morality in governance.

Echoing some of the viewed espoused by Eke, responding to a question on whether administrators appointed through the influence of politicians such as senior managers were connected to these politicians in one way or the other, one participant responded by noting that:

> I don't necessarily think so, obviously like I said when you put a….when you are doing cadre deployment you will be putting….ensuring that you are putting right spanner to the right bolt, so I don't take it as political, you might find that in your organisation there is no such kind of person it simply means you must extend your search to even people that are not belonging to your home organisation, so I take it as about getting the right person to that job, so it can't be he must belong to your organisation, but one thing that I know is it must be someone who will be able to deliver your mandate of the organisation (Interview with Participant 6.

A follow up question was what do you refer to when saying your organisation?

> The ruling party obvious, if the organisation mandate is to ensure that by 2024 everyone has got water, connection to running water obviously they will ensure that they will put someone who will be able to do that. It is a mandate of the municipality that we must having water to our community by 2024, so they will ensure that they get the right person who will do that (Interview with Participant 6).

Reflection from Participant on cadre deployment offer an intriguing perspective on the intersection of political influence and administrative appointments within municipal governance. Initially dismissing the notion that such appointments are purely political, the participant advocates for a merit-based approach, emphasising the need to match the right individual to the right role, akin to finding the perfect tool for a specific task. This stance suggests a commitment to efficiency and effectiveness in public service delivery, transcending organisational loyalties.

However, the subsequent clarification that "your organisation" refers to the ruling party introduces a nuanced layer to the discussion. It reveals an underlying acknowledgment that the ruling party's objectives significantly inform municipal goals, particularly illustrated by the commitment to ensuring water access by 2024. This acknowledgment points to a complex dynamic where the ideals of meritocracy and the imperatives of political allegiance coalesce, potentially blurring the lines between administrative competence and political loyalty.

These insights illuminate the broader ethical and governance dilemmas facing municipalities in post-apartheid South Africa. It highlights the challenge of balancing the need for skilled and competent administration with the political realities of cadre deployment, a practice that, while aimed at fostering transformation and inclusivity, may inadvertently compromise the ethical foundations of public administration. The conversation with Participant 6 thus contributes to a deeper understanding of the practical implications of cadre deployment, offering valuable insights into the ongoing debate over how best to achieve ethical and effective governance in the South African public sector.

The evidence presented from Madibeng municipality lays bare a contentious debate at the heart of post-apartheid South Africa's policy-making and governance: the balance between redressing historical injustices and upholding ethical standards in public administration and economic empowerment. The system of reserving jobs and business opportunities for those aligned with the ruling party is defended on the grounds of executing the party's manifesto,

aimed at rectifying the exclusionary practices of colonial and apartheid regimes. This rationale underpins policies like the Broad-Based Black Economic Empowerment (B-BBEE) Act, which is explicitly designed to transform the economic landscape to favour previously marginalised groups, primarily black South Africans.

However, this approach raises critical ethical questions. While the intent to expedite political commitments and address past injustices is clear, the methods; favouring cadres and affiliated businesses in state resource allocation and procurement; invite scrutiny. The preference system, albeit aimed at accelerating transformation, can be seen as perpetuating a cycle of inequality and exclusion, albeit with a different set of beneficiaries. This creates a paradox where policies intended to foster equity and inclusivity might inadvertently undermine the principles of fairness and meritocracy.

5.3. Misconception on ethics training and education

> In 2012 we did a course through Pretoria University, it was a course on leadership, management and ethics in three spheres of government. That is where I did a module on ethics for the first time. But I don't think that knowledge that you get on paper adequately prepares you for work on the ground. If I can explain, there is a very fine line between interference and intervention, interference is also an ethics discussion and a red flag and that means that definitely, there must be reason for interfering which is all because of favours and nepotism (Interview with Participant 11).

The passage above, is quoted from a councillor and a member of the Municipal Public Accounts Committee which is legislatively bestowed with the responsibility to deal with investigations of public expenses to ensure that public funds are used appropriately and for the right course. She introduces yet another dichotomy on training and her experiences with regards to the nature of training provided for councillors. Her views brings to the fore contestations on the adequacy of training arguing that it doesn't effectively prepare councillors for work on the ground, probably because its too far off from reality and broader issues that councillors deal with every day. An example cited was the issue around councillors being bought to vote in support of certain motions at council meetings, which might not be in the best interest of the public. Such unethical conduct in the form of favours is not well provided for in the training courses.

The OECD's (2013) guidelines on ethics training for public officials underscore the pivotal role such training plays in fostering good governance and integrity within government institutions. In emphasising ethical decision-making, the objective is to mitigate corruption and enhance the quality of public services, underscoring the link between ethics education and effective governance. This perspective is supported by empirical observations across various countries, indicating that robust ethics training correlates with improved administrative systems and lower corruption levels. Conversely, nations grappling with high corruption often exhibit deficiencies in their administrative frameworks, partly attributed to insufficient ethics training.

Transparency International (2022) assessment of South Africa, with a score of 43 out of 100, positions the country far from the 'clean' end of the spectrum, highlighting the persistent challenge of corruption. This suggests a need for comprehensive policy reforms and proactive anti-corruption measures, including arrests and prosecutions of offenders. However, the emphasis on immediate, tangible actions like prosecution tends to overshadow the critical, albeit longer-term, importance of ethics training and policy development. The prevailing financial constraints further exacerbate this situation, relegating ethics training to a lower priority due to budgetary pressures and the immediate demand for resources in other areas.

Furthermore, lack of political will is another significant barrier to the advancement of ethics policies and training (OECD, 2013), especially in contexts marked by rampant corruption. This apathy or resistance towards ethics initiatives undermines efforts to instil a culture of integrity and accountability within public institutions (OECD, 2013). Overcoming this challenge requires not only the allocation of resources but also a sustained commitment from political leaders to champion ethics as a cornerstone of public service.

The OECD's (2013) findings highlight a critical correlation between the active involvement of political leaders in ethics training and the broader fight against corruption and unethical behaviour. Leaders who personally engage in ethics training not only demonstrate their commitment to integrity but also establish a foundational "tone from the top" that permeates the entire organisation. However, a gap often emerges between policy declarations aimed at combating corruption and the actual conduct of these leaders, leading to an environment where unethical practices are normalised rather than eradicated. This discrepancy is notably evident in settings like the Madibeng Local Municipality, where ethics training fails to significantly

impact behaviour and organisational culture due to the lack of real-life applicability, particularly in navigating corruption and irregularities (OECD, 2013).

Mbaku (2008) broadens this discussion by emphasising the significance of societal norms and public engagement in identifying and combating corrupt practices. He advocates for the pivotal role of education and public awareness in fostering a vigilant society capable of recognising and addressing corruption. However, the practical implementation of this societal approach faces numerous challenges within the African context, including South Africa. These challenges stem from assumptions that often do not hold true, such as the presence of an independent civil society, a free media, and an autonomous judiciary – elements crucial for a comprehensive anti-corruption strategy (Mbaku, 2008).

Unfortunately, the post-colonial reality in many African nations is characterised by governmental hostility towards civil society, media censorship, and a judiciary influenced by the executive branch, all of which significantly hinder the societal fight against corruption. The entrenchment of a political elite that manipulates resource allocation to maintain its power further exacerbates this issue, making it increasingly difficult to foster a culture of ethical conduct and accountability (Gould & Mukendi, 1989; Mbaku, 2000). Addressing corruption and promoting ethical behaviour in such a complex socio-political landscape therefore, necessitates a holistic approach that extends beyond individual ethics training and policy initiatives

Some of these observations have been evident in Madibeng municipality. In an interview, one of the participants from the oppositions party expressed his views:

> In 2012 we did a course through Pretoria University, it was a course on leadership, management and ethics in three spheres of government. That is where I did a module on ethics for the first time. But I don't think that knowledge that you get on paper adequately prepares you for work on the ground. If I can explain, there is a very fine line between interference and intervention, interference is also an ethics discussion and a red flag and that means that definitely, there must be reason for interfering which is all because of favours and nepotism (Interview with Participant 11).

The interview excerpt from Participant 11 sheds light on the practical challenges faced by public officials when attempting to apply theoretical ethical knowledge to real-world situations in governance. The participant reflects on their experience with a leadership, management, and ethics course taken at Pretoria University in 2012, specifically aimed at the three spheres of

government. While acknowledging the value of the module on ethics, Participant 11 expresses scepticism about the adequacy of such theoretical knowledge in preparing individuals for the complexities of ethical decision-making in their professional roles.

A critical point raised by Participant 11 is the distinction between interference and intervention in the context of governance and ethics. This distinction is critical, as intervention can be seen as a necessary and positive action to guide or correct a process for the betterment of service delivery or governance. In contrast, interference is often driven by personal motives, such as favours and nepotism, and is flagged as an ethical concern. The participant's reflection on this "very fine line" highlights the nuanced nature of ethical dilemmas faced by public officials, where the right course of action may not always be clear-cut and can be influenced by a myriad of factors, including personal relationships and power dynamics.

This points to the gap between theoretical ethical frameworks learned in academic settings and the practical challenges of navigating ethical dilemmas in the public sector. It suggests that while formal education on ethics is crucial, it may not fully equip individuals to handle the complexities and nuances of ethical decision-making in governance. This points to the need for more comprehensive and practical ethics training that includes real-life case studies, simulations, and discussions that better prepare public officials for the ethical challenges they will face in their roles.

5.4. Dynamics of political intervention in local governance

In Chapter one I presented a theoretical and conceptual framework for understanding the practices of cadre deployment and their implications for Madibeng Municipality. Drawing for the same framework, Downs' *Economic Theory of Democracy'* (1957) offers a useful framework for exploring the interplay between politics, power, and decision-making within local government, especially in environments where the scramble for electoral dominance overshadows governance. According to Downs, the primary motivation driving political actors is the acquisition and retention of power, income, and prestige that political office brings, rather than the altruistic implementation of public welfare policies. This perspective suggests that policies are often deployed more as strategic tools for electoral success and power consolidation than as genuine efforts to enhance public service delivery.

Applying Downs' framework to the context of local governance interventions reveals a potential misalignment between the intended objectives of these interventions and the personal agendas of political leaders. The emphasis on securing votes and maintaining political dominance could undermine the efficacy of interventions aimed at improving service delivery, as the underlying motivations may skew actions towards strategies that favour political gains over community benefits.

This economic model of democracy thus underscores the necessity of critically evaluating the motivations behind political actions in governance. It highlights the delicate balance that must be navigated between pursuing political strategy and fulfilling the mandate of public service, particularly in the context of municipalities like Madibeng. Understanding this balance is crucial for addressing the challenges posed by political interventions and for crafting strategies that genuinely aim to enhance the quality and effectiveness of local governance and service delivery.

The invocation of provincial intervention in municipalities, as per the legal provisions discussed, is a mechanism designed to address significant governance and service delivery failures. This intervention, ideally, should rectify issues related to budget approval, revenue generation, and the fulfilment of constitutional obligations towards service delivery. However, the feedback from participants regarding the effectiveness of such political interventions, particularly in the context of the Madibeng Local Municipality, paints a rather bleak picture. The overwhelming consensus suggests that these interventions often fail to ameliorate the situation, sometimes even exacerbating existing problems, with over 90% of participants noting a deterioration in municipal conditions post-intervention.

This sentiment is not unique to South Africa or the Madibeng Local Municipality. Basilio et al. (2019) explore a similar scenario in Portugal, examining the efficiency of local government performance under political intervention. The study highlights a global phenomenon where political interventions, initiated with the aim of creating responsive and efficient governments, often fall short of their objectives, struggling to deliver better services at lower costs. This challenge is compounded by the increasing demands on local governments to provide enhanced services amidst dwindling state resources and escalating costs, particularly in the face of economic and energy crises.

In South Africa, the urgency of addressing these challenges is amplified by the current economic climate and the substantial costs associated with repairing electricity damage to municipal infrastructure, alongside the constrained revenue generation capacity. The discourse on the efficacy of political intervention in local government thus becomes intertwined with broader questions about the capacity of local governance structures to navigate these complex challenges. It raises critical inquiries into the mechanisms of intervention, the criteria for the deployment of administrators, and the strategies employed to ensure not just the restoration of governance functions but also the long-term sustainability and improvement of service delivery. The experiences and perceptions of participants from Madibeng municipality in this context underscore the need for a re-evaluation of intervention strategies, emphasising the importance of not only addressing immediate governance failures but also building resilient and efficient local government systems capable of meeting the evolving needs of their constituencies.

The experience of Madibeng Local Municipality with political intervention over the last five years highlights significant shortcomings in the system. Despite the intended purpose of such interventions to address governance and service delivery issues, participants report no substantial improvements in the municipality's structure or performance. This suggests a fundamental failure in the approach and execution of political interventions within this context. A notable account from an advocate and municipal official sheds light on potential abuses within the political intervention framework. He describes a scenario where political figures at the provincial level, such as Members of the Executive Council (MECs), exploit their authority to appoint individuals to key administrative positions not based on merit or the needs of the municipality but to further personal or factional interests. This practice is often veiled under the authority of the ruling party, with directives being issued as if they represent the party's official stance, thereby avoiding scrutiny and accountability. This misuse of political intervention not only undermines the objectives of such measures but also contributes to ongoing inefficiencies and governance challenges within the municipality.

The participant was asked if he believed that the current setting of political intervention is not done properly, and the effect that has on efficient and effective delivery of services, his response points to inefficiencies in the administration of political intervention:

> Yes, because if it's done properly (political intervention), then there won't be the need for communities to come to match against the municipality because what is the key as I said about intervention, sometimes you find that we as a

> country we have these eight Batho Pele qualities principle. I may sound diverting a bit, but I want to show you how this interrelate. Politicians come here as representatives of the community. Now on anything that is to take place in their respective areas or wards, that's the first ones to know. Now it means they have got a first-hand information that they need to share with the community. A classical example, there might be a project that is to be implemented maybe for a reservoir, I'm just giving an example. And you find that the estimated cost of implementation is hundred and forty million, but you only have maybe sixty million for this current financial year. Why don't you go and communicate with the community to make them aware that whatever you have is not enough to complete the project upfront, you become upfront. Yes, we know that there is that project that is supposed to be implemented in your area, however the cost of implementing is hundred and forty, currently we have got forty. This is what we will do with this forty for now. And then we will go out and source additional finding to finish it. They will never do that because people are informed nowadays, they know what is happening. But the problem with our leaders they don't go and communicate, same those where there is maybe water supply interruption. You know that there will be water supply interruption, be upfront with them these are the challenges that we are encountering, and this is what we are doing to address those challenges, they know (Interview with Participant 9).

To take this further, the participant reflected a bit on personal vis a vis party interest, to highlight that political intervention from provincial structures are often misused by individuals:

> You see as I was saying to you when we talk to…. people turn to push their personal interests in the name of organisation. The thing is…. that is why I once had a challenge with one of the councillors in the past to say, you guys I don't understand you. You came here through your own constituency to come and represent them in council. Now the reason why the agenda of council is distributed seven days prior to the sitting of council do you know the reason why? I was asking a Council, and he said no I don't know, I said no they want to give you an opportunity to go and engage with your constituency with the regard to the items that are going to be considered in the meeting. So, as they can give you their mandate, now instead somebody from the province come to the caucus and say no this is the party mandate. That person firstly, doesn't even have a resolution of that structure from the provincially structure to say we sat we deliberated, and this is the resolution (Interview with Participant 9).

The excerpts from the interview with Participant 9 delve into the perceived inefficiencies and challenges associated with political intervention in local governance, particularly within the context of service delivery. In the first excerpt, Participant 9 critiques the current practice of political intervention, attributing inefficiencies to a lack of proper communication and transparency between political representatives and the communities they serve. The participant

emphasises the importance of the Batho Pele principles, which are designed to improve service delivery in South Africa by promoting transparency, accountability, and people-oriented service. By highlighting a hypothetical scenario of a reservoir project with insufficient funding, the participant illustrates how upfront communication about financial limitations and planned actions could mitigate community frustrations and prevent protests against the municipality. This lack of communication is seen as a significant failure on the part of local leaders, who, despite having first-hand information about projects and challenges, often fail to engage with their constituencies effectively.

The second excerpt expands on this critique by addressing the tension between personal and party interests in the context of political intervention. The participant reflects on their interactions with councillors, pointing out a disconnect between the councillors' responsibilities to their constituencies and the party mandates imposed by provincial structures. The participant argues that councillors are elected to represent the interests of their local constituents in council meetings, yet they are often swayed by directives from higher party echelons that may not align with or have been democratically resolved by their constituents' needs and preferences. This tension undermines the democratic process and the principle of representation, as councillors are pressured to prioritise party interests over the mandates of their local communities.

Together, these excerpts highlight critical challenges in the administration of political intervention at the local government level, underscoring issues of communication, transparency, and the conflict between personal, local, and party interests. These challenges not only compromise the effectiveness and efficiency of service delivery but also raise questions about the integrity of political representation and the alignment of interventions with the genuine needs and preferences of local communities. Addressing these issues requires a re-evaluation of political intervention practices, with an emphasis on enhancing communication, fostering genuine representation, and ensuring that interventions are truly in service of the community's best interests.

The aspirations and disappointments of these communities, as captured by Ndhlovu (2015) and further supported by McKinley, Ballard, Habib, and others, illustrate a profound disconnect between the democratic promises of equity and the lived experiences of the majority. The anticipation of a dignified life, symbolised by access to basic services and decent housing as outlined in the RDP, contrasts starkly with the ongoing struggles for basic amenities and the

perceived betrayal of the post-apartheid regime's promises. The dichotomy of having basic services like water and sanitation installed, yet being unaffordable, encapsulates the disillusionment with a transformation that was supposed to uplift the marginalized but instead, in some instances, added to their burdens. The resultant communal protests and public unrest, often marked by the destruction of public property and road blockades, are expressions of deep-seated frustration and a cry for the fulfilment of long-awaited promises.

This juxtaposition of the participants views captured above on ethics with the tangible grievances of the historically disadvantaged underscores the nuanced nature of ethics in a socio-politically charged environment like South Africa. It suggests that ethical considerations cannot be divorced from the socio-economic realities and historical injustices that continue to shape the lives of many South Africans. The struggle for dignity and equity, framed against the backdrop of unmet expectations and persistent inequalities, challenges simplistic notions of ethics and necessitates a broader, more inclusive understanding that acknowledges the legacies of apartheid and the ongoing struggles for socio-economic justice.

The dynamics within Madibeng Local Municipality, characterised by the intertwined practices of clientelism and corruption, present a complex landscape where these phenomena not only coexist but mutually reinforce each other. This interplay is particularly pronounced in contexts marked by poverty and limited mechanisms for public accountability. According to Treisman (2007) and Kitschelt and Wilkinson (2007), the political manipulation of public resources for electoral gain is a common thread linking clientelism and corruption, with both thriving on the provision of material benefits to the electorate.

In Madibeng, this translates into a network of community members and business entities that capitalise on their ties with policymakers to monopolise public contracts, thereby perpetuating a system of political patronage. An illustrative account from a local businessman sheds light on the ethical quandaries inherent in such systems. He recounts how service delivery, ostensibly aimed at community benefit, is often skewed to enhance the political stature of local leaders, with business opportunities contingent upon compliance with these political objectives (Interview with Participant 11). This quid pro quo scenario not only challenges individual ethical standards but also illustrates the broader implications of clientelism, extending its influence to shaping public perception and electoral dynamics.

Therefore, the ethical implications of such practices are profound, raising questions about the delineation between legitimate political engagement and the manipulative exploitation of

public resources. The reliance on material incentives to garner electoral support reflects a governance approach fundamentally misaligned with the ideals of transparency, accountability, and fair service provision. As evidenced by the situation in Madibeng, the entanglement of clientelism and corruption compromises the integrity of public administration and erodes democratic principles, fostering a culture where community loyalty and support are predicated on personal advantage rather than on a commitment to collective well-being and equitable governance. The following chapter presents research conclusions.

5.5. Conclusion

The chapter explored the intricate relationship between the post-colonial and post-apartheid legacies and the ethical governance of local municipalities in South Africa focusing on the Madibeng Local Municipality. The chapter underscores the contention that while the legal and ethical frameworks in place are designed to promote transparency, accountability, and meritocracy, their effectiveness is significantly compromised by the cadre deployment policy. This policy, deeply rooted in the ANC's historical context and intended as a mechanism for transformation, has in practice led to a series of ethical dilemmas and governance challenges that undermine the very principles it seeks to uphold.

The findings from the Madibeng Local Municipality case study illustrate the tangible impact of these tensions, where political considerations often overshadow the ethical imperatives enshrined in the country's constitution and municipal governance frameworks. The chapter emphasises that the discrepancies between theoretical ethical mandates and their practical implementation are not merely administrative oversights but are indicative of deeper systemic issues tied to South Africa's post-colonial and post-apartheid history.

In light of these findings, the chapter calls for a re-evaluation of existing ethical frameworks and training programs within South African municipalities. It advocates for the development of more contextually appropriate approaches that recognise and address the unique socio-political challenges faced by post-colonial, post-apartheid societies. The conclusion posits that for ethical governance to be truly effective in South Africa's local government sector, there must be a concerted effort to bridge the gap between the aspirational goals of existing legal frameworks and the realities of governance on the ground, taking into account the historical

legacies that continue to shape administrative practices today. The following chapter presents conclusions and recommendations for further study.

Chapter 6

Conclusions

6.1. Introduction

This chapter presents conclusions of the study recapping the thesis outline, theoretical and methodological overview. The chapters presents an overview of the summary of findings, reiterating the main argument informing the study. The chapter concludes with a presentation of the contributions made by the study and recommendations for further research.

6.2. Conclusions of the study

This thesis set to investigate the ethical and governance implications of cadre deployment within South Africa's public sector, focusing on the Madibeng Local Municipality as a case study. The main aim was to understand how the practice of cadre deployment, intended to ensure representativeness and transform the post-apartheid landscape, has paradoxically fostered ethical dilemmas and governance challenges, undermining the constitutional principles of transparency, accountability, and meritocracy. The argument pursued is that the implementation of cadre deployment in South Africa's public sector, intended to promote representativeness and transformation, has inadvertently led to ethical dilemmas and governance challenges, undermining the principles of transparency, accountability, and meritocracy.

The study commenced with a foundational overview in *Chapter 1*, setting the research within the socio-political context of the Madibeng Municipality, thereby contextualising the significance and objectives of this scholarly pursuit. Furthermore, the theoretical and conceptual framework provided the intellectual scaffolding, weaving together postcolonial theory, critical governance studies, and decolonial ethics. This triangulation offered a robust analytical framework to interrogate the enduring legacies of colonialism, the intricacies of governance, and the pursuit of a decolonised ethical paradigm in public administration.

The methodological framework presented in *Chapter 2* laid the groundwork for this exploration, with an interpretivist approach acting as the guiding compass. The qualitative case

study methodology, enriched by semi-structured interviews and document analysis, enabled a detailed exploration of the multifaceted perspectives surrounding cadre deployment. This chapter also reflected on the ethical considerations that underpinned the research, alongside a reflection on my navigational role as a researcher intertwined with the fabric of the municipality's ethical, compliance, and risk management landscape.

The empirical findings of the thesis are presented in three successive Chapters 3, 4, and 5, where the conceptual and practical dimensions of cadre deployment and its ethical implications were unpacked. These chapters laid bare the complex interplay between the theoretical ideals of ethical governance and the pragmatic challenges encountered within the municipality. In *Chapter 6* I synthesises the main findings and conclusions, weaving together the analysis to present a coherent overall argument that informs the thesis statement. Here, I also reaffirm the contributions made by the thesis to the broader discourse on public sector ethics and governance, aligning the findings with the initial research objectives and pointing potential avenues for future scholarly research.

6.3. Methodology

The study adopted an interpretivist approach to explore the intricate implications of cadre deployment within the Madibeng Local Municipality. This methodological stance was informed by the belief that understanding the subjective experiences and interpretations of individuals involved in or affected by cadre deployment provides valuable insights into its impact on ethical public administration. The qualitative research design, centered on a case study of the Madibeng Municipality, allowed for an in-depth examination of cadre deployment's nuances within a specific, real-world context.

To gather comprehensive data, I employed two primary methods: semi-structured interviews and document analysis. Semi-structured interviews were instrumental in capturing the personal perspectives, experiences, and insights of a diverse group of participants, including municipal managers, senior officials, political leaders, and community members. The document analysis complemented these interviews by providing a contextual backdrop against which the interview data could be interpreted. I examined a range of documents, from policy papers and legislative acts to official municipal reports, to understand the policy's foundation and assess

its alignment with ethical governance principles. The choice of methods was underpinned by a commitment to ethical research practices, ensuring informed consent, confidentiality, and the respectful treatment of all participants.

6.4. Theoretical and conceptual tools

The theoretical and conceptual underpinnings of this study, drawing from postcolonial theory, critical governance studies, and decolonial ethics, have provided a robust framework for examining the complexities of cadre deployment within the Madibeng Local Municipality. These perspectives have illuminated the enduring influence of colonial legacies on governance structures, the critical examination of power relations and equity in governance practices, and the call for a decolonised approach to ethics in public administration.

6.5. Presentation of the main findings

This thesis set investigates the ethical and governance implications of cadre deployment within South Africa's public sector, focusing on the Madibeng Local Municipality with an aim to understand how the practice of cadre deployment, intended to ensure representativeness and transform the post-apartheid landscape, has paradoxically fostered ethical dilemmas and governance challenges, undermining the constitutional principles of transparency, accountability, and meritocracy. The study revealed a complex interplay between political loyalty and administrative efficacy, underscoring the inherent tensions between the theoretical aspirations of cadre deployment for representativeness and transformation, and the practical challenges it poses to governance standards, particularly transparency, accountability, and meritocracy.

Firstly, the study illuminated the nuanced perceptions and experiences of various stakeholders regarding cadre deployment, highlighting the divergent views on its impact on service delivery and ethical governance. This finding speaks directly to the objective of understanding the implications of cadre deployment from a multi-stakeholder perspective, revealing a critical gap between policy intent and implementation outcomes (see *Chapter 3*).

Secondly, the research uncovered the challenges of aligning cadre deployment with the principles of ethical public administration, as mandated by the South African Constitution. The tension between political expedience and ethical governance norms emerged as a central theme, reflecting the objective of examining the compatibility of cadre deployment with constitutional mandates for ethical, transparent, and accountable public service (see *Chapter 4*).

Finally, the study's exploration of the theoretical and practical dimensions of governance in the Madibeng Local Municipality, set against the backdrop of post-colonial and post-apartheid legacies, offered significant insights into the broader socio-political and historical contexts shaping public administration ethics in South Africa. This finding aligns with the objective of situating the discourse on cadre deployment and ethics within a broader theoretical and conceptual framework, contributing to a more comprehensive understanding of the challenges and opportunities for ethical governance in post-apartheid South Africa (see *Chapter 5*).

In summary, the main findings of this thesis not only provide a detailed examination of the intricacies of cadre deployment within the Madibeng Local Municipality, however, they also extend the discourse on public sector ethics to encompass the broader socio-political, historical, and theoretical contexts of post-apartheid South Africa. These insights underscore the need for ongoing critical engagement with the principles and practices of ethical public administration, informed by a nuanced understanding of the local and national governance landscapes.

6.6. Contributions of the study

The contribution of this study extends beyond the empirical examination of cadre deployment within the Madibeng Local Municipality to enrich the broader discourse on public administration ethics in post-apartheid South Africa. By integrating an interpretivist approach with a case study design, this research offers nuanced insights into the subjective experiences and perceptions of various stakeholders affected by cadre deployment, thereby illuminating the complex interplay between political loyalty and administrative efficacy.

One of the key contributions of this study lies in its exploration of the inherent tensions between the theoretical aspirations of cadre deployment for representativeness and transformation, and the practical challenges it poses to governance standards, particularly transparency,

accountability, and meritocracy (see *Chapter 3*). This examination sheds light on the critical gap between policy intent and implementation outcomes, offering valuable perspectives on the challenges of aligning cadre deployment with the principles of ethical public administration as mandated by the South African Constitution.

Furthermore, this study situates the discourse on cadre deployment and ethics within a broader theoretical and conceptual framework, drawing on postcolonial theory, critical governance studies, and decolonial ethics. This theoretical triangulation provides a comprehensive analysis of the ethical implications of cadre deployment in South Africa's post-apartheid public administration (see *Chapter 4*), contributing to a deeper understanding of the ways in which colonial legacies and decolonial aspirations intersect in contemporary governance practices.

Moreover, the study's focus on the Madibeng Local Municipality as a microcosm for exploring the dynamics of cadre deployment offers significant insights into the local governance context, contributing to the literature on public sector ethics and governance challenges in post-apartheid South Africa. By offering a detailed examination of the processes, practices, and experiences related to cadre deployment, this research provides a rich, contextualised understanding of its impacts on ethical governance at the local level.

Overall, the contributions of this study lie in its ability to bridge the gap between theoretical constructs and practical realities, offering a nuanced perspective on the challenges and opportunities for ethical governance in post-apartheid South Africa. Through this lens, the thesis adds valuable insights to the ongoing discussions on political policies and ethical governance, with implications for policy development, administrative practices, and future research in the field of public administration.

6.7. Recommendations and areas of future research

In light of the study's findings on the cadre deployment's implications for ethical public administration in the Madibeng Local Municipality, several recommendations emerge as pivotal for enhancing governance and public service delivery. Firstly, a critical reassessment and restructuring of the cadre deployment policy are essential to align it with core principles of meritocracy, transparency, and accountability, ensuring that appointments prioritise

competence over political affiliation. Secondly, strengthening oversight and accountability mechanisms within the municipal framework can provide necessary checks and balances, safeguarding against the misuse of the cadre deployment policy. Lastly, fostering a culture of ethical leadership and integrity through targeted training programs for municipal officials can bridge the competency gaps and enhance the ethical standards of public administration.

Looking ahead, the study recommends that future research should focus on a few key areas to deepen our understanding of cadre deployment and its broader implications. Comparative studies across various municipalities could shed light on the diverse impacts of cadre deployment practices, offering a richer, more nuanced understanding of its effects on governance and ethical administration. Additionally, longitudinal research could track the evolution of these practices and their long-term implications for municipal governance and service delivery. Finally, exploring the cadre deployment's impact on specific service delivery aspects could provide actionable insights into improving municipal services and governance quality. These focused research avenues promise contribute significantly to refining public administration practices and policies in South Africa and beyond.

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Appendices

Appendix 1

Interviews with officials

1. Risk Officer – Madibeng Local Municipality
2. Acting Chief Audit Executive – Madibeng Local Municipality
3. Department of Infrastructure and Technical Service – Madibeng Local Municipality
4. Officer of the Municipal Manager – Madibeng Local Municipality
5. Supply Chain Management – Madibeng Local Municipality
6. Legal Services & Corporate Support Service – Madibeng Local Municipality
7. Risk Management and Ethics – Madibeng Local Municipality

Interviews with Councillors

1. African National Congress: Madibeng Local Municipality
2. Democratic Alliance: Madibeng Local Municipality
3. Freedom Front Plus: Madibeng Local Municipality

Interview with governance structures

1. Integrity Committee Member – Madibeng Local Municipality
2. Risk Committee Member – Madibeng Local Municipality

Interviews with Community Members / Business and Contractors of Madibeng Local Municipality

1. Resident of Hartbeespoort, a luxurious settlement in Madibeng, stays in a security estate
2. Businessman and associate of Madibeng
3. Elands Mines, one of the mining houses in Madobeng Local Municipality
4. Community Member Mothotlung Township in Madibeng Local Municipality

Appendix 2

Consent form for participants

I have been briefed on the research that Yvonne Mothibi is conducting on cadre deployment and implication for ethical public administration.

- I understand what participation in this research project means,
- I understand that my participation is voluntary,
- I understand the I have the right not to answer any questions that I do not feel comfortable with,
- I understand that I have the right to withdraw my participation in the research, at any time, I so choose, and
- I understand that any information I share will be held in the strictest confidence by the researchers.

Optional clauses:	please tick
1. I hereby request that I be guaranteed anonymity	Yes / No
2. I hereby request a copy of the research report	Yes / No
3. I consent to be recorded	Yes / No

Signed by _____ on ___/_____/2023 at_____

Signature_____

Appendix 3

Information Sheet

Title of Study : **Cadre deployment and implications for ethical public administration in Madibeng municipality**

Researcher : **Yvonne Mothibi, School of Governance, University of the Witwatersrand**

Phone number : 0733648996

Email Address : 420387@students.wits.ac.za

Project purpose : Fulfilment of a Masters of Governance and Public Leadership

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What will the study entail?

My name is Yvonne Mothibi and I am conducting a research project that seeks to understand the implications of cadre deployment in building and ethical public administration. The study will be conducted within the Madibeng Municipality.

What is involved?

Agreeing to be a participant in this study entails participating in a semi-structured interview where your views, opinions, in-depth knowledge and experiences on the topic will be solicited for better understanding of the topic. The time frame allocated for interviews is between 45 to 60 minutes and interviews can either be face-to-face, telephonic and virtual meetings. You will be able to select a method that best suit your schedule.

Risks:

There are no direct risks associated with participating in the study as all information will be treated in confidentiality and only used for the purpose of this research. Furthermore, as the researcher, I will maintain a high level of anonymity.

Benefits:

There are no direct benefits associated with participating in the study. However, the participants

to the study are welcome to request a copy of the research project, although the end product remains the intellectual property of the University of the Witwatersrand.

Costs:

There are no direct costs associated with this research project. It will, however take up to one hour of your time.

You may withdraw from this project at any stage if you feel you are no longer comfortable with the interview; this will not affect you in any way.

- **Do you have any questions?**
- **Would you like to go ahead with being part of this research project?**

Appendix 4

Interview Guide / Schedule

1. Can you please introduce yourself and tell me about your work in this office and how long you have been occupying this role or office.

2. What is your knowledge on ethics in public administration?

3. Section 195 of the constitution requires for all public administrations to be governed by democratic principles including a high standard of professional ethics, what is your understanding of professional ethics?

4. How would you describe your relationship with your colleagues and/or your seniors?

5. What is your understanding of political intervention within the municipality?

6. Do you think that political intervention is a necessary mechanism for enhancing service delivery? Please explain your answer.

7. What is your understanding of cadre deployment?

8. Do you think that deployed cadres play an important role in improving service delivery? Please explain your answer.

9. Several municipalities across the country are moving towards coalition government. What do you think would be role of deployed cadres in coalition government municipalities?

10. In your opinion, if we are to change a few things about the cadre deployment policy, what would they be?

11. Is there anything you want to add on our discussion that I did not ask you?

Appendix 5

Permission Letter

Madibeng
Local Municipality

PO Box 106
BRITS
0250
Tel: 012 318 9220
Fax: 012 318 9203
e-mail:
munman@madibeng.gov.za

Reference	14/1/23
Contact Person	T. Moeti

Civic Centre
53 Van Velden Street
BRITS

30 June 2023

Ms. Yvonne Mothibi

Dear Madam,

PERMISSION TO CONDUCT THE RESEARCH PROJECT IN MADIBENG LOCAL MUNICIPALITY

Your letter dated 25 June 2023 regarding the above mentioned subject matter has reference:

This correspondence serves notice to inform you that your request to be granted permission to conduct the research project with the title ***"Cadre Deployment and Implications for Ethical Public Administration in Madibeng Municipality"*** *has been approved.*

I wish to take this opportunity to wish you good luck in your research study and hope that you will, after the completion of your study, share the outcomes of your project with the Municipality.

Yours faithfully,

SELLO MAROGA
ACTING MUNICIPAL MANAGER

Appendix 6

Ethics Certificate

UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

SCHOOL OF GOVERNANCE ETHICS COMMITTEE

CONSTITUTED UNDER THE UNIVERSITY HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)

CLEARANCE CERTIFICATE: WSG-2023-72

PROJECT TITLE: Cadre deployment and implications for ethical public administration in Madibeng municipality

INVESTIGATOR	Yvonne Mothibi
SCHOOL/DEPARTMENT OF INVESTIGATOR	School of Governance
DATE CONSIDERED	11 August 2023
DECISION OF THE COMMITTEE	Approved unconditionally
RISK LEVEL	Low Risk
EXPIRY DATE	Date of submission of the Research Report

ISSUE DATE OF CERTIFICATE 11 August 2023

CHAIRPERSON Rekgotsofetse Chikane
Rekgotsofetse Chikane

cc: Supervisor:

DECLARATION OF INVESTIGATOR

To be completed in duplicate and ONE COPY returned to the Chairperson of the School/Department ethics committee.

I fully understand the conditions under which I am are authorized to carry out the abovementioned research and I guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

Signature

Date 05 / 09 / 2023

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES