THE CONTRIBUTION OF LEGISLATION TO ETHICAL PERFORMANCE OF LOCAL GOVERNMENT ADMINISTRATORS: A CASE OF WAKISO DISTRICT IN UGANDA

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JUNE 2012
DECLARATION

This thesis is my original work and has not been presented for a degree in any other university for any other award.

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DEDICATION

To my parents who gave me the best investment of education and motivating me to climb higher academic ladders.
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OPERATIONAL DEFINITION OF TERMS

Awareness: The term awareness refers to acquisition of information about different laws. Awareness in this study goes beyond having information about an issue to include appropriation of that information in such a way that it can be applied in various situations.

Bye laws: Refer to rules made by local leaders in order to deal with a local problem. Bye laws are usually intended to serve the interests of a local community. As applied in this study, bye laws refer to laws created by the District of Wakiso.

Contribution: Contribution means a magnitude of an added value to ethical performance of Local Government Administrators. In other words, how much legislation influences Local Government Administrators to be ethical in their work.

Ethical Performance: This refers to application of ethical principles or values when carrying out technical performance or work. Ethical performance of Local Government Administrators is assessed using ethical principles like accountability, transparency and integrity.

Ethics: Refer to the human conduct and attitudes or motives that affect other people positively or negatively. Usually positive effect is described as ethical while the negative effect is described as unethical.


Local Government Administrators: All employees in the district paid by Local Government and are expected to serve the public in accordance with the set procedures, policies and laws. These include: health workers, teachers, finance officers, engineering and construction and administrative officers.

Moral Virtue: This is acquired disposition that is valued as part of the character of a morally good human being and that is exhibited in the person’s habitual behaviour including in public office.
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>CAO</td>
<td>Chief Administrative Officer</td>
</tr>
<tr>
<td>CDO</td>
<td>Community Development Officer</td>
</tr>
<tr>
<td>CVI</td>
<td>Content Validity Index</td>
</tr>
<tr>
<td>DEO</td>
<td>District Education Officer</td>
</tr>
<tr>
<td>DIS</td>
<td>District Inspector of Schools</td>
</tr>
<tr>
<td>DMO</td>
<td>District Medical Officer</td>
</tr>
<tr>
<td>DPC</td>
<td>District Police Commander</td>
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<tr>
<td>DPP</td>
<td>District Public Prosecutor</td>
</tr>
<tr>
<td>DSC</td>
<td>District Service Commission</td>
</tr>
<tr>
<td>FAL</td>
<td>Functional Adult Literacy</td>
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<tr>
<td>IC</td>
<td>Information Communication</td>
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<tr>
<td>IG</td>
<td>Inspector of Government</td>
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<tr>
<td>IGG</td>
<td>Inspector General of Government</td>
</tr>
<tr>
<td>KMO</td>
<td>Kaiser-Meyer-Olkin</td>
</tr>
<tr>
<td>LC III</td>
<td>Local Council Three</td>
</tr>
<tr>
<td>LDC</td>
<td>Law Development Centre.</td>
</tr>
<tr>
<td>LG</td>
<td>Local Government</td>
</tr>
<tr>
<td>LGA</td>
<td>Local Governments Act</td>
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<tr>
<td>LGDP</td>
<td>Local Government Development Programme</td>
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<tr>
<td>MBWA</td>
<td>Management by Wandering Around</td>
</tr>
<tr>
<td>NGO</td>
<td>Non Governmental Organisation</td>
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O Level    Ordinary Levels
PAF      Public Accounts Committee
PCA      Principal Component Analysis
PHC      Primary Health Care
PPDA     Public Procurement and Disposal of Public Asset Act
PSC      Public Service Commission
Pvt      Private
SAQ      Self Administered Questionnaires
SAS      Sub County Administrative Secretaries
SFG      School Facilities Grant
SPSS     Statistical Package for Social Scientists
TC       Town Clerk
UBS      Universal Book Store
UPE      Universal Primary Education
UPPC     Uganda Printing and Publishing Corporation
ABSTRACT

The current study sought to thoroughly analyse the contribution of legislation on the ethical performance of Local Government Administrators in the District of Wakiso, Uganda. This study was premised on the fact that there were intense complaints about unethical behaviours among Local Government Administrators in the District. The unethical behaviour abound in spite of the numerous laws that were enacted to guide and control the official conduct of Local Government Administrators in the country. The study design was a cross-sectional survey since the data were collected from a cross section of selected Local Government Administrators at one point in time. A total of 226 Local Government Administrators who participated in the study were selected through a stratified sampling. Several methods were used to collect data: the self-administered questionnaires; interviews; review of primary document and secondary literature. Findings revealed that: awareness of legislation accounts for 21.9% variation in methods of implementing legislation; it was found out that awareness of legislation had a moderate positive significant relationship with methods of implementation. The methods for implementation contribute 8% to the promotion of moral virtues among Local Government Administrators; there was a low positive significant relationship between methods of implementing legislation and moral virtues of Local Government Administrators. The moral virtues of Local Government Administrators account for 27.4% variation in ethical performance. It was found that moral virtues had a moderate positive significant relationship with ethical performance. Legislation accounts for 39.5% variation in ethical performance. The test indicates a moderate positive relationship between legislation and ethical performance. In a hypothesised model the overall total effect of legislation on ethical performance is 70% which is high, leaving effect of other factors to be 30%. The major contribution of this study is that it has established that legislation contributes greatly (70%) to ethical performance of Local Government Administrators in the District. In conclusion, legislation is relevant to the performance of Local Government Administrators. However, the ethical performance of the Local Government Administrators is based on fear of the law which means that the Local Government Administrators do not perform ethically as required by the laws. The study went ahead to make the following recommendations based on objectives: that there should be continuous emphasise on awareness of legislation by supervisors from the time the civil servant joins the organisation up to the time of leaving, with emphasise on improved methods of implementation of legislation especially by Chief Administrative Officer. Secondly, there is need to revisit the methods of implementing legislation by respective heads of department especially by clear follow up on the circulars and press releases. Besides, prosecution should be improved by making it more objective and embedded as part of mission statement in every work place at the district by Inspector General of Government. Thirdly there is need to sensitisise and empower Local Government Administrators through training by consultancy firms, to enable them make a formal commitment to demonstrate ethics, integrity and responsibility in all that they do. This study recommends training in moral virtues which can help the Local Government Administrators to acquire and retain some of the moral virtues like full accountability, transparency and integrity. Specific methods are recommended for the training: lectures, case studies, role play, simulation and group discussion.
CHAPTER ONE
INTRODUCTION

1.1 Background to the Study

This study examined the contribution of legislation to the ethical performance of Local Government Administrators of Wakiso District in Uganda. The study was premised on the fact that there have been intense complaints about unethical behaviour among Local Government Administrators in the District. This situation led to a National Public Procurement Integrity Baseline Survey (2006) and a Commission of Enquiry (2007) to be carried out in Wakiso District. Yet there were numerous laws that were enacted to guide and control the official conduct of Local Government Administrators in the country under the umbrella of legislation. In this study legislation consists of written laws when considered together. Ateenyi (1991) explains that a law is a system of rules or principles that govern the conduct of affairs in a given community at a given time. In this way machinery is provided for aggrieved party to enforce his or her rights in case any of these rules or principles is broken.

Legislation is enforced by national constitution being the supreme law which other laws should not contradict. For example, Article 2 of the Constitution of Uganda of 1995 is meant to ensure that all other laws do not contradict the Constitution. Uganda’s Constitution further provides under Article 79(2) that: “Except as provided in this Constitution, no person or body other than Parliament shall have the power to make provisions having the force of law in Uganda except under the authority conferred by an Act of Parliament”. The implication here is that Parliament makes national laws while local authorities like districts make bye-laws to enable them solve their local problems or meet local needs.
Legislation and public administration are interlinked. One of the well-known traditional models of public administration identified three forms of authority: the charismatic, the traditional and the rational/legal (Weber, 1968). Weber (1968), considered the charismatic and the traditional terms of public administration to be irrational and extra-legal. The legal authority was preferred by Weber (1968) who derived six principles cited in Hughes (1998) as: fixed and official jurisdictional areas ordered by rules or laws, office hierarchy with those at higher levels supervising those at lower levels, a body of officials actively engaged in public office based upon written documents; office management by people with thorough and expert training, office demanding full working capacity, management of the office following general rules which are stable; exhaustive and which can be learned. Authority is derived from the law and rules made according to law and no other form of authority are to be followed (Weber, 1968). Legislation was seen by (Weber, 1968) to be the key guide of administration. Weber (1968) defines the term law as a set of rules, regulations or principles used for governing human conduct at any given time. Tumusiime (1999) further asserts that such rules may be imposed by a public authority such as the state and its agencies.

As a purpose, legislation is the framework by which governments achieve their functions. To politicians and administrators, legislation is a means of implementing economic, cultural, political and social policies. It is therefore, the normal means by which any government is able to govern. An Act of Parliament is enacted not primarily for those who enacted it; it is enacted for the people in a given jurisdiction. It is a form of communication from those who govern to those who are governed (Kanyeihamba, 2002). The legislation should expressly provide for what it would like the persons for whom it was enacted to do or prohibited from doing.
Laws are enacted to serve a number of functions. Laws provide justice for all. On this point, Allen (1968) asserted that law is generally applied in all situations and to all persons to which it relates without fear or favour, to rich and poor, to powerful and humble, to ruler and ruled alike. Law which is applied without discrimination in this way may be regarded as the embodiment of justice. Justice entails fairness for all and Local Government Administrators are required to perform their duties in a way that ensures fairness (Allen, 1968). Rawls (1993) argues that social relations should be premised on distributive justice. This scholar proposed and based his theory on social values than on mere principles. Justice is a value of social institutions. A society is an association of individuals who cooperate to advance the good for all. Distributive justice is based on equality and equity. The former implies equal treatment, while the latter implies fairness to each according to his/her need, effort, contribution or competence. This applies to civil service which requires that laws should be formulated in order to promote distributive justice.

Law promotes understanding of social affairs. This view was supported by Glanville (2002), who intimated that law is the cement of society and an essential medium of change. Knowledge of law increases one’s understanding of public affairs as well as affording some understanding of social values. At a more practical level, its application promotes accuracy of expression, facility in argument and skill in interpreting the written law. Local Government Administrators should therefore be able to understand the law and its application for the effectiveness of service delivery. Fuller (1964) pointed out that law is one of the most important tools/ instruments of social control. It fosters social order and harmonious living in society by suppressing deviant behaviour. It facilitates a framework of rules for effecting basic underlying interests, personal rights over life, and property against injury and it provides a system for peaceful commercial transactions and
transfer of property through sale, inheritance of property and formation of associations for lawful purposes. Laws therefore, constitute and regulate the principal organs of state power by defining who has the right to exercise what kind of power in society. It therefore, follows that Local Government Administrators must follow the laws and bye-laws within the realm of legal framework.

In public administration, law provides stability, predictability and continuity so that Local Government Administrators can be sure of how to carryout their day-to-day affairs. Local Government Administrators must be able to determine what is legally binding, what is lawful and unlawful, and they must know what sanctions will be imposed on them if they commit wrong acts. They also need to know the type of remedies they are entitled to, should other people infringe rights (Lloyds, 1985).

Several writers (Fuller 1964; Allen 1965; Lloyds 1985; Ateenyi 1991; and Glanville 2002) understood law to be a system of rules and regulations governing a society in a particular entity. However, for public administration, a lot more is expected beyond legislation especially as far as the ethical performance and conduct of Local Government Administrators are concerned. In this study the relationship between legislation and ethical performance was investigated. This investigation was motivated by the fact that the Local Government Administrators are expected to provide accurate accountability, distribute resources to the public, make decision based on merit, participate in the resourcing of the district, manage district budgets, receive and control public funds (Government of Uganda, 1995, 1997, 1998, 2000, 2008). However, given what is on the ground, there are still intense complaints about unethical behaviour among Local Government Administrators in the district. Yet there were numerous laws that were enacted to guide and control the official conduct of Local Government Administrators in the country under the umbrella of
legislation. This situation led to a National Public Procurement Integrity Baseline Survey (2006) and a Commission of Enquiry (2007) to be carried out in Wakiso District.

The Integrity Baseline Survey (2006) and a Commission of Enquiry (2007) were carried out in each sector of the local government structure within Wakiso District. The sectors were categorised under: finance, engineering and construction, administration, health and education. Each sector was subjected to various administrative laws that were enacted to guide and control the official conduct of Local Government Administrators in the country under the umbrella of legislation. The administrative laws consist of: Local Government Act (1997), Leadership Code Act (1995), Leadership Code of Conduct Act (2002), Public Service Act (2008) and Standing Orders (2000).

Government of Uganda (1997), under the Local Government Act, gives powers to Local Government Administrators in local administration to act as agents of government, for instance, to levy, charge, collect and appropriate fees and taxes. In this respect, administrative law requires Local Government Administrators to be efficient and effective in their duties. Furthermore, the Constitution of Uganda of 1995, being a supreme law, requires the Local Government Administrators to maintain law, order and security, detect, apprehend and bring offenders to justice, collect and account for the local governments’ revenue.

It is a common understanding that laws are enforced to ensure that the members of the society live and work together in an orderly and peaceful manner. Tumusiime (1999) gives reasons for enacting legislation in public service which include: protection of the rights and interests of members of society that include the majority as well as the minority, offering an avenue for enforcing duties, obligations, rights and interest of members of society, protection of values of the society, elimination and fostering the
elimination of corruption, abuse of authority and of public office; investigation of the conduct of any public officer which may be connected with or conducive to the abuse of office or authority, the neglect of official duties and economic malpractices, and taking necessary measures for detection and prevention of corruption in public offices and in particular to examine the practices and procedures of those offices in order to facilitate the discovery of corrupt practices.

There are bye-laws that concern local administration in Uganda especially at the district level. Bye-laws are usually made to streamline issues in the districts. For instance, Wakiso District bye-laws include: each tax-payer paying education development; if one is to put up a structure one has to get approved building plan from Wakiso District; all taxes from the District to be paid in the bank and all the employees of the District to register on arrival at work and departure. All these bye-laws require Local Government Administrators to be competent in their technical performance and ethical when carrying out their official duties.

Laws do not only require Local Government Administrators to carry out their work professionally but also to do so ethically. Ethical values of Local Government Administrators are expected to uphold are clearly pointed out in the various laws of Uganda.

Government of Uganda (1995), under the Leadership Code Act specifies officers to declare their incomes, asset and liabilities from time to time and how they acquired the property. The ethical implications are to ensure the promotion and maintenance of honesty, probity, impartiality in public affairs and the protection of public funds and other public property.
Government of Uganda (2008) under the Public Service Act section 3 and part 4 emphasises high performing public service that is responsive to government priorities, delivery of services in a professional and non partisan way; promoting the effectiveness and efficiency of government entities and equality of employment opportunity in the public service. The Act further requires public servants to apply the merit principle in appointing persons with abilities, aptitude, skills, qualifications, knowledge, experience and personal qualities relevant to carrying out the duties in question. In the execution of their duties, public servants must ensure work performance and personal conduct principles that involve public trust, excellence in service delivery, effectiveness, efficiency and appropriate use of public resources. Further on, Government of Uganda (1994), under the Public Ethics Act, one is required to carry out duties impartially and with integrity, observe all laws relevant to the employment and ethical principles for Local Government Administrators.

Government of Uganda (2000), under the Public Service Standing Orders emphasise ethical values to do with duty. As understood in terms of ethics, duty requires doing the right things because it is the right thing to do. Local Government Administrators are required to maintain a high standard of personal conduct, both in carrying out their duties and caring for others outside their official duties.

There are a number of other ethical values such as virtue, impartiality, transparency, fairness, accountability and trustworthiness. The term virtue originates from a Latin word, *virtus*, meaning ‘moral excellence’. This implies that a public officer, who has virtues, is expected to display a reliable character that is honest and whose conduct can be predicted. Local Government Administrators should be able to make good judgement, that is; knowing what is right and wrong, what is suitable or unsuitable in any given circumstances. Government of Uganda (2005), under the Standing Orders requires
public officers to have virtues that lead them to respond to other people’s predicament like suffering, need, or incapacitation; maintain a high standard of personal conduct both in carrying out their duties and in their private lives.

Impartiality is fairness in the sense that decisions are carried out objectively without considering personal interests or needs. Local Government Administrators are required by law to make decisions and implement them in an objective manner without being biased or without attaching personal interests. The law states that Local Government Administrators to be objective in recruiting people, providing services as immunisation, collecting tax among others. Local Government Administrators are supposed to be objective not biased. These biases or prejudices are not expected in the delivery service of public service. Government of Uganda (2005), under Standing Orders emphasize: discipline, integrity, dedication, loyalty, impartiality, professionalism, accountability and financial credibility.

Transparency requires activities or actions to be carried out in an open manner so that its scope and limitations are easily seen and understood by all interested parties. Transparency is expected of Local Government Administrators at the district level just as it is also expected at other levels. This means that the activities carried out by the Local Government Administrators for example, allocation of resources, use of funds, promotion of staff, and recruitment should be done in a transparent way whereby the process is clear to all and the information is relayed to all the stakeholders in time and accurately.

Government of Uganda (1997), under the Local Governments Act (LGA) requires all local government Local Government Administrators to behave ethically. While executing their duties they should exercise impartiality, objectivity, transparency, integrity, efficiency and effectiveness.
Fairness demands treatment of people according to what they deserve. In this way fairness is similar to justice which implies that people must be given what they deserve or have a right to. What people deserve may be in form of treatment, receipt of commodities, or enjoyment of freedoms. What people deserve may be beneficial or may be harmful. Fairness or justice is expected of all Local Government Administrators in the conduct of their duties. The Government of Uganda (1997) under the Local Governments Act, states that Local Government Administrators at the district make the budgets and financial statement, advertise all jobs and tenders. This legal requirement has ethical implication in that the Local Government Administrators are required to be objective and impartial in their decisions at work place.

Accountability calls for being responsible for one’s decisions or actions and being expected to explain them when asked or as a matter of procedure and routine. Local Government Administrators at the district level are responsible for a number of decisions and actions and the society expects them to provide an accurate explanation of what was decided and done by them.

The Government of Uganda (2000 and 1998), under the Public Finance Act, and Local Governments Financial and Accounting Regulations state that, a District Auditor is to audit all accounting officers and receivers of district revenues and all persons entrusted with the collection, receipts, custody, and issue of payments of public moneys. In other words, district officials are supposed to make decisions about the funds they get and give explanation to the Government every financial year. The ethical implication of this is that the Local Government Administrators who deal in financial matters of various departments must keep proper books of accounts and other records with integrity, diligence, professionalism, accountability and financial credibility. Trustworthiness in public service occurs when Local Government Administrators are trusted that they will
perform their duties responsibly and properly using their technical knowledge in
conformity with legal and cultural norms. For example they are expected to use the
money well without embezzling it; they are expected to supervise all the activities in the
district diligently. Government of Uganda (2003), under the Public Procurement and
Disposal of Public Asset Act states that the public procurement system of Wakiso District
complies with the law, makes it transparent, less prone to corruption and capable of
delivering demonstrable value for money. The Local Government Administrators are
required to have several pro forma invoices to verify the goods/items procured at a given
time, and to treat information gained in relation to procurement work as confidential.
Furthermore, the Act requires the public servant to display professional application of fair
competitive and transparent, non discriminatory and value for money, procurement and
disposal standard and practices. The ethical implications are that the Local Government
Administrators must be faithful, trustworthy in procuring works, goods and services
which are of value.

It is clear from all the laws and bye-laws that guide local governments in Uganda, stress
and demand honesty, duty, virtue, impartiality, transparency, fairness, accountability and
trustworthiness, in so doing Local Government Administrators are required to observe a
high level of ethical standards. In other words, all Local Government Administrators are
expected and required to demonstrate ethical performance.

The above laws have their ethical implications. For instance, the Government of Uganda
(1997), under the Local Governments Act requires Local Government Administrators to
be objective and impartial in the day-to-day management. Local Government
Administrators are further required to maintain a high standard of personal conduct both
in carrying out their duties and in their private lives. The ethical implications for Local
Government Administrators to keep proper books of accounts and other records with
integrity, diligence, professionalism, accountability and financial credibility is further mentioned in the Government of Uganda (2000), under Public Finance Act.

The ethical implications in the Government of Uganda (2003), under Public Procurement and Disposal of Public Asset Act are that the Local Government Administrators must be faithful, trustworthy in procuring goods and services which are of value. The Government of Uganda (2008, under Public Service Act requires Local Government Administrators in executing their duties, must ensure work performance and personal conduct principles that involve public trust, excellence in service delivery, effectiveness, efficiency and appropriate use of public resources. All these imply that Local Government Administrators have to perform their duties ethically.

1.2 Statement of the Research Problem

From the background, it can be clearly noted that for quite some time legislation has been fronted as the means of enforcing ethical performance among Uganda’s Local Government Administrators. The implication here is that Local Government Administrators are expected to exhibit ethical performance which is indicated by full accountability, decisions based on merit, transparency and integrity. However, this approach of using the laws to enforce ethical performance does not seem to have been effective. This is evidenced in the fact that there are numerous and regular complaints and observations about unethical performance of Local Government Administrators in Uganda generally and Wakiso District in particular. The complaints have been particularly rife in Wakiso District (Nambaziira, 2007). Nambaziira (2007) reported that residents blasted District Local Government Administrators in Makindye division over corruption and mismanagement of funds totalling to 300 million shillings from road tolls. There was also failure to improve services in the area like the repair of roads. As a result
of corruption cases in Wakiso District, the report of the Legal and Parliamentary Affairs Committee of 2004 recommended that a special court charged with the handling of corruption cases be established in Wakiso District. The government of Uganda under the National Public Procurement Integrity Baseline Survey Report (2006) conducted a survey on corruption in Wakiso District and found incidences of corruption among district administrators. The report indicated that of the 51 district administrators that were investigated, 47 of them had been involved in many forms of corruption including bribery and embezzlement. The Head Teacher of Bulindo Primary School was in 2003 investigated by Inspector General of Government (IGG) over embezzlement under the case number; *TS.134*/2003. The investigated the mismanagement of Public Accounts Funds (PAF) for the sectors of Universal Primary Education, (UPE), School Facilities Grant (SFG), Functional Adult Literacy (FAL), Primary Health Care (PHC) and Feeder Roads under case number (*TS.189*/2004). The IGG received a complainant alleging abuse of office, conflict of interest and corruption in the award of tenders by the Head District Procurement and Disposal Unit and the District Councillor representing Mende Sub County Wakiso District, case number (*TS.79*/2009). The IGG investigated the misuse of Government Funds and Inflated Salaries by Wakiso Town Clerk and Treasurer number case number (*TS.96*/2005). Between 2001 and 2009 the IGG handled over 32 cases in Wakiso District ranging from bribery, ghost payments, mismanagement of funds and properties, to questionable recruitment, corruption, forgery, inflation of salaries, false claims, misappropriation and embezzlement.

Earlier researches regarding public administration in Uganda had concluded that Local Government Administrators were promoting injustice, prejudice, distortions and corruption in public offices (Nsibambi, 1998). Nsibambi (1998) relates decentralisation to ethical administration. This does not address the issue being investigated in this study
concerning the contribution of legislation to ethical performance. Kahoza (1998), and Pope (1996) all these conducted research on different aspects and also in different environments. Kanyeihamba (2002) discussed a number of aspects on the Constitution of the Republic of Uganda (1995). Although laws like the Constitution are important, the laws that have been made since 1997 are many yet the issues of unethical performance continue unabated in Ugandan districts. All the cited instances indicate that ethical performance is still an issue in Uganda in general and Wakiso District in particular. This situation therefore raises a question of what contribution legislation does bring to ethical performance of Local Government Administrators in Wakiso District.

1.3 General objective of the study

The general objective of the study was to analyse the contribution of legislation to ethical performance of Local Government Administrators with specific reference to Wakiso District of Uganda.

1.4 Specific Objectives

(i) To analyse the relationship between Local Government Administrators’ awareness of legislation and methods used for implementation of legislation to ensure ethical performance.

(ii) To establish the key methods used in implementing legislation and their contribution to strengthen moral virtues of Local Government Administrators as a basis of ethical performance.

(iii) To assess the relationship between moral virtues of Local Government Administrators and ethical performance.

(iv) To determine the effect of legislation on ethical performance of Local Government Administrators.

1.5 Research Hypotheses

Following the specific objectives, the following null hypotheses were formulated:
H0₁ There is no significant relationship between awareness of legislation and methods used for implementation of legislation to ensure ethical performance.

H0₂ There are no key methods used in implementing legislation and their contribution to strengthen moral virtues of Local Government Administrators as a basis of ethical performance.

H0₃ There is no significant relationship between the moral virtues of Local Government Administrators and ethical performance.

H0₄ There is no significant effect of legislation on ethical performance.

1.5 Significance of the Study

The main theme of the study was to establish if there is a significant contribution of legislation to ethical performance of Local Government Administrators in Wakiso District, Uganda. A study of ethical performance among Local Government Administrators is important for policy makers and policy implementers, practitioners, and the community.

Understanding relationships between legislation and ethical performance contribute to literature of legislation and ethical performance. The study is useful to Local Government Administrators in the country as this enables them to identify their level of ethical performance. The research report forms part of the references for those pursuing Public Administration and Management in Ugandan context. The study is of significance to the district and public service in the country as a whole, in that it is not only technical performance which is needed in the district but also ethical performance. Government officials, politicians, suppliers, investors, bankers, and the wider community also benefit in as far as transparency, accountability and integrity are concerned.
1.7 Scope of the Study

This section explored the content scope, time scope and geographical scope of the study of the contribution of legislation to the ethical performance of Local Government Administrators of Wakiso District. Wakiso was curved out of Mpigi District in 2000. The study examined the ethical performance of the district Local Government Administrators who are mandated by law to ethically formulate and implement policy in sectoral committees such as Finance, Administrative officers; Medical workers, Head teachers and Engineering and Construction. Each of these statutory bodies is mandated by law to carry out specific roles and responsibilities to ensure effective and efficient service delivery.

Content Scope

The study focused on legislation and ethical performance of Local Government Administrators of Wakiso District without indulging into how much work they deliver. That is how much ethics the Local Government Administrators uphold when they perform their duties and responsibilities. The study set out to examine ethical performance in the workplace, and not technical performance. So the study attempted to answer “what contribution does legislation make as the Local Government Administrators carry out their work”? The interest of the study was in the performance of Local Government Administrators. These were referred to as Local Government Administrators because they are mandated to serve the public. In this study, they are supposed to serve the citizens of the district ethically. There are various ethical performance indicators, however, in the current study only transparency, integrity, and accountability were considered. The ethical performance being dependent variable was explained by contribution of legislation as independent variable. The content of legislation include: Constitution of Uganda (1995); Local Government Act (1997); Local
The study was delimited in that it was not covering every district neither did it cover all Local Government Administrators in Uganda. The study focused on Wakiso district. Wakiso is the largest district in Uganda and has a well-established administrative system. It is one of the districts that has had a large number of complaints about unethical performances (Nambaziira, 2007). Geographically, Wakiso district is located in the central region of the country, bordering with districts of Luwero and Nakaseke in the north, Mukono and Kampala in the east, Mpigi and Mityana in the West, and Kalangala lying in Lake Victoria to the South. It covers Kampala District on all sides. It is divided into two counties, Busiro and Kyadondo, and one municipality, Entebbe. It constitutes 13 sub-counties, three (3) town councils and two municipal divisions. The District is made up of 135 parishes and 676 villages. The administration headquarter is located in Wakiso Town Council 10 km along Hoima Road from Kampala. It covers a total area of 2,704.55 square kilometres, out of which 1710.45 square kilometres is land area while total of 994.10 square kilometres is covered with forest, water and swamps (Appendix IX).

1.8 Summary

The purpose of chapter one was to provide a broad overview of the thesis. The perception of the problem deals with the fact that the general population perceive the performance of Local Government Administrators to be unethical. A number of hypotheses have postulated addressing some of the underlying aspects of the problem. Local Government Administrators were selected as the research population because all were available in the district and were readily identifiable and accessible.
CHAPTER TWO
LITERATURE REVIEW

2.1 Introduction
The purpose of this Chapter is to present the theoretical framework of the study by analysing the available literature on legislation and ethical performance. Furthermore, literature is reviewed in relation to the study variables and the objectives which are stated in Chapter One. This Chapter is organised in the following sections: a survey of available literature on legislation and ethics in civil service, legislation and public administration, the concepts of legislation and ethics; legislation process in Local Government, methods of implementing legislation, indicators of ethical performance; virtues of Local Government Administrators; summary and gaps filled by the study.

2.2 Survey of available literature on legislation and ethics
There is an apparent dearth of literature on the contribution of legislation on the ethical performance of Local Government Administrators. However, there is plenty of literature on law and on ethics. Most of this literature addresses different themes, some are too general to be easily generalized and applied to the concerns of the current study. The absence of direct literature on the contribution of legislation on ethical performance does not mean that the current study is unique. There are studies that have been done in the area of legislation in Uganda. These include: Nsibambi (1998) reported that good governance entails democratic decentralization, guarantees human rights, checks corruption, and promotes democratisation as well as accountability. Nsibambi (1998) related decentralisation to ethical administration and reports that before decentralisation there were unethical practices of misappropriated revenues raised from local populations, promoted inefficiency in the utilisation of resources and
ineffectiveness in the delivery of services to local populations; which were to be eliminated with decentralisation. Nsibambi (1998) argued that decentralisation would bring about improvement on financial accountability and responsible use of resources by establishing a clear link between the payment of taxes and provision of services that they finance. However, the practices in the districts and the findings of commissions of enquiry have all shown that decentralisation does not necessarily lead to ethical performance.

Kanyeihamba (2002) examined the constitutional and political history of Uganda since it became a British protectorate in 1894. Kanyeihamba (2002) discussed a number of aspects on the Constitution of the Republic of Uganda (1995). Although laws like the Constitution are important, the laws that have been made since 1997 are many yet the issues of unethical performance continue unabated in Ugandan districts. Langseth (1995) pointed out that the ultimate goal of the civil service reform programme is to restore the past glory and improve the responsiveness, efficiency and effectiveness of the civil service. The focus of this study was more on ethical performance of Local Government Administrators and not on policy.

Pope (1996) examined integrity systems in political life and public administration and how integrity can best be achieved and sustained based on practical experience around the world. Pope (1996), attempted to analyse the whole of a country’s integrity system, the laws and practices through which a just and honest government is promoted and protected. This is relevant to this study in the sense that it supports the view of the current study’s focus. However, Pope’s approach is too general and is focused more on national and international levels. Pope (1996) does not offer an exhaustive analysis of the law and ethics as a public policy for better performance in local governments. These
two are the major factors that promise to make Local Government Administrators of Wakiso district to be ethical in their performance.

Kahoza (1998) analysed the definition of corruption and good governance. He classifies corruption into major categories according to the form and discusses how each form occurs. Kahoza (1998) further examined mechanisms of controlling corruption and dwells more on the need to educate the public and public officials about ethical objective of the law. Kahoza’s focus is on corruption which is an aspect of ethics. This study examined whether ideas like those of Kahoza (1998) have ever been implemented among Local Government Administrators of Wakiso district.

Runsiyo (2001) examined the role of monetary rewards on the performance of Local Government Administrators of Wakiso District. Runsiyo (2001) noted that it is the policy of the Government of Uganda to pay monthly salaries to Local Government Administrators. The method of using monetary rewards to induce performance is considered to be the normal approach of making Local Government Administrators do their work properly. However, this does not appear to be the case in Wakiso district given the complaints as stated in the background to the study. The current study seeks to examine the level of ethical performance which Runsiyo (2001) does not analyse. Nsibambi (1998) and Mishambi (2004) examined the role of decentralization in service delivery in Uganda. Here, the contribution of legislation to the ethical performance of Local Government Administrators is not addressed because their concerns were decentralization.

2.3 Theoretical Framework

Given that the topic of this study falls within the realm of Public Administration and Management, it is imperative that the notion of legislation is located within the general
theory of the bigger field under which it falls. This panoramic view approach enables the understanding of the study topic and its related themes, from the general perspective to the specifics, and helps to show how legislation butresses the domain of Public Administration and Management.

Public Administration has two facets: the first denoting to the academic discipline, and the second referring to the activity. As an activity, public administration is as old as civilisation, and it preceded the academic discipline, long before the systematic study could begin in the 18th Century. Whereas the history of Western political thought shows that Plato’s Politics and Machiavelli’s, The Prince, were important contributors to administrative thought and practice, those scattered thoughts did not constitute a discipline (Basu, 1994). It is interesting to note, however, that even without a systematic study discipline; great empire cities and public works were built and administered, huge armies were organised, taxes collected, law and order were maintained and enforced (Basu, 1994). Recognisable administrative activity existed in ancient Egypt during the building of the pyramids and during the process of administering irrigation from the River Nile. Managing the affairs of the Roman Empire, with resources available, and organising nation states out of medieval feudalism were both administrative and political feat (White, 1995; Basu, 1994). However, the administration of the ancient times differed from that of the contemporary times in that the structure and goals of the former were predominantly patriarchal and authoritarian, and were preoccupied with collection of revenue and maintenance of law and order, as opposed to the promotion of citizen welfare.

The discipline of Public Administration has evolved through a number of critical stages with momentous transformations. Basu (1994) presented six main stages which include: Woodrow’s politics-administration dichotomy; the principles approach; human relations
rise; behavioural component; computer technology developments; and public policy analysis. The public choice and public management schools of the 1970s are also notable stages in the development of modern Public Administration.

However, this thesis did not intend to investigate in depth, nor make a critique of the various stages through which the development of the discipline of the Public Administration has gone. The subsequent discussion only provides a brief description of some critical elements of transformation that have embedded the growth of Public Administration over the years, but with some relevance to the notion of public legislation.

2.4 Concept of Public Administration

White (1995) contended that public administration consists of all those operations having the fulfilment or enforcement of public policy for their purpose. Pfiffner et and Prethus (1960) emphasised the coordinating role of administration when they consider public administration as getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish set tasks. To Hughes (1998), public administration is how the administrative parts of government are organised, information is processed and outputs produced into policies, laws or goods and services. In this case, Public Administration is an activity concerned with translating policies into public goods. Bailey (1986) defined Public Administration as human attempt through Government to harness natural and human resources for the purpose of approximating politically legitimated goals by constitutionally mandated means. Basu (1994) defined Public Administration as the management of the affairs of Government at all levels; national, state and local.

The seeming consensus from the above is that Public Administration is a generic expression of the entire range of activities involved in the management of government
business through the establishment and implementation of public policy, within the confines of public agencies, aimed at the production and distribution of goods and services designed to serve the needs of the citizens. The public realm therefore, generally connotes decisions that affect people’s lives, use public resources and are made in the name of the public (Harmon and Mayer 1986). Such activities in the bundle of Public Administration include decision-making, setting objectives and goals, planning work to be done, working with legislative and citizen organisations to promote public programmes, establishing and revising organisations providing leadership, appraising performance, determining work methods and procedures, exercising controls and other functions performance by government functionaries.

2.5 Concept of Legislation

Harvey (1975) stated that legislation is the framework by which governments achieve their purposes. To politicians and administrators, legislation is a means to attain their economic, cultural, political and social policies. Legislation is the normal means by which Government is able to govern. In fact so institutional is legislation to Government that, however well derived, no government could last long without the power to make laws for the good order and governance. It is through legislation that policies are turned into enforceable laws. Law as a concept does not have a specific definition. It means differently to different professionals for instance lawyers, police, judges, and clergy among others. The meaning of law ranges from being commands of God, rules of nature, to rules of state. Cicero cited in Aquinas (1959: 79) stated that:

“True law is right reason in agreement with nature; it is of universal application, unchanging and everlasting… one eternal and unchangeable law will be valid for all nations and all times, and there will be one master and ruler that is God, over us all, for He is the author of this law, its promulgator and its enforcing judge…”

This was meant to appeal to human reason to do good by abandoning what is bad. The assumption was that the presence of written constitutions revealed from God would
prevent humans from wrong-doings. The fact that this could be reflected back on the human constitution goes as far back as the 17th century, when Hobbes argued that laws were set in motion to enforce good conduct of the society (Hobbes, 1651). Hobbes argued that human beings are naturally evil, purposeless and lazy. Hobbes (1651) recommended that in order to force people to embark on civic duties, there was need for the establishment of government with specific rules and strict regulations (law and constitution) enforced by an absolute king assisted by instruments of force namely the police and the army. Other scholars, Robinson (1993), Rutten (1997), Dyzenhaus, (2001) and Malcolm, (2002) continued to discuss contemporary legal issues in the light of Hobbes (1651) critique. They particularly focused on the insights into the form of law and the interrelationship of law and politics.

Bryan (2004) stated that legislation is the process of making or enacting a positive law in written form, to some type of formal procedure, by a branch of government (Parliament) constituted to perform this process. Specifically in this study, legislation of Uganda include: the Civil Service Code of Conduct and Ethics (2005), Leadership Code 2002 (Articles: 233-235 of the Constitution of the Republic of Uganda 1995), Local Government Act 1997, and related Statutes on ethics and integrity in Civil service in the period since 1995. Legislation implies laws enacted by legislative authority such as Parliament. Parliament is empowered by the Constitution to make laws. In times when there is no functioning Parliament, legislation can be made in form of decrees. Furthermore, Parliament can delegate its power to a Minister of Local Government, an agency or any other institution to make subsidiary legislation in form of bye-laws, rules and regulations. The Constitution is the supreme law of the land. In a hierarchy of sources of law the constitution is the most significant legislation. Any other legislation must conform to the provisions of the constitution.
2.6 Legislation Process in Local Government

The supreme law-making body in Uganda is the Parliament. This is provided for under Chapter Six of the Constitution of the Republic of Uganda (1995), which deals with the Legislature; as provided in Under Articles 78 and 79. The powers of Parliament to make laws are exercised through bills passed by Parliament and assented to by the President as spelt in Article 9 of the Constitution of the Republic of Uganda (1995).

Legislation process in Local Government was reinforced through the Decentralisation Policy, which is governed by Local Government Act (1997). The overall objective of decentralisation is to transfer power, to plan, implement, and manage development, from Central Government, to the District and lower levels of Local Government. Decentralisation is also intended to bring political and administrative control over services to a point where they are delivered, to free local managers from central constraints, to improve financial accountability and responsibility. Decentralisation as a dynamic process provides government with the framework within which to implement policy priorities. In centralised system, under which Uganda operated before the present system, leadership operates from the centre and all issues and matters are dealt with from the centre and sent down for implementation. Under the decentralised system on the other hand, leadership stays as near to the people as possible where a leader can listen to the people and respond to them. The people define their priorities and make their choice about civil services and how they should be delivered. In Uganda today, with decentralisation in place, districts are designed with a strong autonomous decision making government to promote good governance within their areas of jurisdiction.

It is in the promotion of good governance that the Legislature saw it fit to give legislative powers to the District Councils, lower local governments and village Administrative
Units under the Local Governments Act (1997). Considering the increased range of responsibilities and the autonomous decision making powers of the District Councils, it became necessary to widen the legislative powers of the District Councils from just making ordinances to passing stronger laws. This increased range of responsibilities and the autonomous decision making powers give delegated powers to other bodies to make bye-laws. These laws are to be enforced through the normal enforcement procedures of a law. District Councils are therefore given powers to enact laws by passing bills into ordinances.

It should be noted that under the Local Governments Act (1997), the term Ordinance refers to laws made by district and City Councils. These laws only apply within the district that has made them. An ordinance of a District Council should usually cover matters not already covered by national laws such as the details on how to implement a national, district policy or law. Ordinances should not be inconsistent with the Constitution of national laws. Therefore, Ordinances and bye laws made by District and Municipal Local Governments respectively must be sent to the Attorney General through the Minister of Local Government for certification or confirmation that they do not contradict the Constitution or other national laws.

It should be further noted that bye-laws are laws made by urban, sub-county, division, parish or lower local councils. The bye-laws must not be inconsistent with the constitution, national laws, ordinances made by the District Council or bye-laws passed by a higher Local Council within the District. Bye-laws made by lower councils must be certified by superior Local Government Councils. For instance, Wakiso District Local Government has come up with bye laws whereby they require new people in the area to produce letters of introduction from their previous local councils before they are allowed
to settle. Another bye-law is about the sellers of the land to give the local councils one percent (1%) of the cost price for administrative requirements. However, local governments on the other hand can not make laws on the administration of justice and areas that have been reserved for Central Government. Another bye-law is getting permission from local councils when somebody wishes to hold a big function.

2.7 Concept of Ethics

Greene, Sommerville, Nystrom and Darley (2001), Greene (2002); and Harman (1997) believed that ethics is ‘a set of standards that guide our conduct and helps us when we face decisions that involve moral choices’. They observed that while ethics reflect personal and professional standards, it is values that give meaning to the term ‘ethics and it is values that define what we view as right’. Taylor (1975) explained ethics as an inquiry into the nature and grounds of morality where the term morality is taken to mean judgements, standards, and rules of conduct. Beauchamp and Bowie (1983; 2001) observed that ethics pertain to good and evil, right and wrong, and thus what we ought and ought not to do. The domain of civil ethics concerns the ethics of Local Government Administrators and of individuals and groups in organisations. Barry (1979) and Lewis (1985) have common understanding of ethics as comprising the rules, standards, principles, or codes giving guidelines for morally sound behaviour. Ethical behaviour implies adherence to these moral norms whereas unethical behaviour implies the violation of these moral norms.

Ethics is defined as that branch of philosophy, which addresses issues relating to human conduct specifically with respect to the rightness or wrongness of human actions and the goodness or badness of the motives for and ends of human action (Foley, 1977). This is in line with what the study is concerned with since ethics is the goodness of human being and thus the intention captures very well with this study.
De Finance (1991) stated that ethics is the categorically normative science of human actions, pursued in accordance with natural light which reason casts. This definition implies that ethics are concerned with what people ought to do so as to live as they ought to, and be what they ought to become, so as to attain ones’ supreme value. Upholding accepted ethics in a society therefore means continuous improvement in the moral standards, which is a gradual process that builds integrity. Maintaining high ethical standards means being honest, trustworthy and morally upright which builds integrity. The weakness with De Finance (1991) statement is that it excludes a description of morals or techniques for leading a happy life. It is a strong definition especially its usage of the term “normative” which implies that ethics concerns itself with the norms goodness of living, the right orientation of our existence. Its strength also lies in its being a practical science, not only because it treats human “action” but also because it aims at guiding it. In other words, advocates of ethics not only describe human behaviour, they also judge with a view of rectifying it. They propose regulations and give warnings, counsel and give precepts so as to make the Local Government Administrators ethical in their service delivery.

Hanekom (1984) contended that ethics and public sector are linked with history of humankind. Ethics deal with the character and conduct and morals of human beings. It deals with good or bad, right or wrong behaviour. It evaluates conduct against some absolute criteria and puts negative or positive values on it. Guy (1990) agreed with Hanekom (1984) in that ethics is the study of moral judgements and right and wrong conduct. Furthermore, Guy (1990) argued that ethics is different from law because it involves no formal sanctions. It is different from religion because it makes no theological assumptions. It is different from aesthetics because it is aimed at conduct and character rather than objects. It is different from prudence because it goes beyond self-
interests of others. Ethics are both a process of inquiry and code of conduct. As a code of conduct, it is like an inner eye that enables people to see the rightness or wrongness of their actions.

Heynes (1986) conceptualised ethics as the actions of human being. Ethics require adjustments in the actions and attitudes of the public manager in relation to the colleagues and the public as well as in relation to oneself. According to Hondeghem (1998) ethics must be seen as an ongoing activity and not as a status to be attained. Ethics are not just about establishing set of rules or code of conduct but ongoing management process that underpin the work of Government. Hondeghem (1998) asserted that ethics are not set of rules or values waiting to be discovered, that provide all the answers. In the complex world of public administration, norms and values rarely provide clear-cut answers to difficult problems. In this case ethics should be thought of as helping to frame relevant questions about what Government ought to be doing and how public administration ought to go about achieving those purposes.

Hence, Taylor (1975), Kenneth (2006; 2007) and Christine et al (2008), shared the view that ethics refer to inquiry into the nature and grounds of morality where the term morality is taken to mean moral judgement, standards and rules of conduct. Its performance involves the general conception of right and wrong in the attitudes of individuals and the communities of which they are part (Toffler, 1986).

2.8 Methods of Implementing Legislation

It is presumed that once laws are implemented effectively, Local Government Administrators will carry out their work ethically. The various methods used in implementing legislation in Uganda include: workshops, seminars, circulars, press releases; publicity through mass media, training, investigation and Prosecution.
2.8.1 Workshops and Seminars.

Local Government Administrators need to be aware of these methods so that they are able to improve on the implementation of legislation. They need training orientation through workshops and seminars in form of creative training, communication training for collaboration, conflict resolution training (Reynes, 2000), and even improvisation and humour sessions (Bourrie, 1995). Local Government Administrators need to be trained to enhance their creativity and innovation on how to implement the requirements of laws. Conflict resolution is important for keeping peace when groups come together to accomplish a task, since not everyone will agree on all points. Humour brings enjoyment to the workplace, and the person enjoying the job will feel less stressed and appear more approachable (Bourrie, 1995). Improvisation allows for team building and requires imagination and most importantly, teaches “yielding” which means going with your colleague’s idea rather than entertaining your own ideas. People have a tremendous impact on idea collection through the corporate culture they promote as shared by (Penson, 1995; Michalko 1997; Kouzes and Posner 1995).

A workshop is a task-oriented meeting organised around a particular topic or activity and can be organised internally or externally by other institutions and civil society organisations. Workshops and Seminars target Local Government Administrators and other stakeholders to inform and they solicit opinions on methods of implementing legislation. For instance between 2004 and 2006 workshops on “strategic/ contemporary challenges in the fight against corruption” were organised at regional level throughout the country to disseminate the findings of the National Integrity Survey (2003) and discussed a way forward against corruption.

2.8.2 Circulars

Under the Local Government Act, circulars are statements of government policy containing guidance on policy implementation. Circulars are intended to guide local councils in applying clear policies, consistent procedures and effective risk management
strategies in accordance with the Government of Uganda (1997) under the Local Government Act. Circulars are also used by the Heads of Department/Section for monitoring the performance of Local Government Administrators at the district. Circulars are brief and address only specific matters and as such, they are used to relay information and promote accountability by public servants.

2.8.3 Publicity through mass media

Jefkins (1980) asserted that publicity results from the information being made known, which may be result oriented and may be good or bad for the subject concerned. In this case behaviour has a great bearing on whether publicity is good or bad about individuals, organisations and services. Publicity involves awareness raising among the Local Government Administrators and other members of the public through mass media. For instance, programmes using different radio stations and print media, to educate the public about the evils of corruption and their constitutional rights and to access civil services without having to pay bribes or any other extra costs. Further, the public is made aware of their civic duties and responsibilities to demand for accountability of public funds, value for money and report corrupt practices, mismanagement or abuse of public office to Inspectorate of Government (Inspectorate of Government, 2005). In Uganda, public awareness programmes were undertaken by Inspectorate of Government through radio and television programmes; publication of booklets and flyers; and newspaper inserts advertisements, to educate the public about the nature and evils of corruption. During 2005-2008, the public awareness programmes were funded by African Development Bank through the Institutional Support Project for Good Governance (IG-Report, 2007). Such programmes continue to encourage the public to report unethical behaviour among civil servant and to create dialogue and interaction with IG in promoting public sector accountability.
2.8.4 Training

Training is the process of providing learners with specific knowledge and skills in order to enable them perform specific public tasks (Armstrong 2001). This is supported by Baum (1996) who pointed out that training is a systematic process through which enterprises’ employees gain knowledge and develop skills by instruction and practical activities that result in improved corporate performance. Training is an educational process which utilises systemic and organised procedures by which Local Government Administrators learn technical knowledge and skills for a definite purpose as required by the laws.

2.8.5 Press releases

Another method used for implementing legislation is a press release. Levy (1990) explained a press release as being a means of helping local governments improve services for their constituents, share information internally and across governments nationwide. As governance structures that are closest to the people, local governments are expected to provide essential services to their respective communities. Local governments are, therefore, always in the public eye. It is from the public that one knows whether one is delivering or whether the leadership vision is creating the desired impact. This implies that one is under pressure to create opportunities for more qualitative life for the communities that is being served. Press releases further offer dashboards for government officials and citizens making operations more transparent and encouraging open, effective government. Press release are normally prepared for local authority of different organisations with identified own needs and problems (Black, 1993). In Uganda, a press release by the Ministry of Finance, Planning and Economic Development to all Accounting Officers, (2001) was concerned with the issues regarding the requirements of the Government of Uganda (1998) under the Public Finance Act and Local Governments Financial and Accounting Regulations. The press releases emphasised to the Local
Government Administrators of the district to be responsible for ones decisions or actions and to be expected to explain when asked or as a matter of procedure and routine. Society expects Local Government Administrators at the district level to be responsible for a number of decisions and actions and to provide an accurate explanation of what was decided upon and done by them.

2.8.6 Investigation and Prosecution.

Under Article 230 (1) of the Constitution of the Republic of Uganda (1995), the IGG has powers to investigate, cause investigation, arrest or cause arrest, prosecute, or cause prosecution in respect of cases involving corruption, abuse of authority or of public office. Corruption cases are defined in the IGG Act (2009) to include embezzlement, bribery, nepotism, influence peddling, theft of public funds or assets fraud, forgery, causing financial or property loss and false accounting in public affairs. The DPP in collaboration with the IGG does not investigate or arrest but relies on the police for investigations and arrest. Bitarabeho (2003) confirmed that investigation is geared towards providing inaccurate accountability, misuse public funds adequately and providing partial services to the public. Investigations normally arise from different categories of reports for instance, pointing out inadequate capacity in local governments to handle the devolved functions and responsibilities, reducing locally raised revenue in districts and corruption among others.

Further on prosecution is a legal proceeding in which a person accused of a criminal offence is tried in a court by the Government (State) approved by a public prosecutor called district attorney. In order to promote fair, efficient and good governance in public offices, policies, systems, procedures and legislation of various government departments and institutions should be put in place with a view of identifying weak areas for a corrective recommendation (Government of Uganda, 2002) under the Inspectorate of
Buteera (2010) emphasised that a public prosecutor is guided and governed by the Government of Uganda (1995), under the Constitution of the Republic of Uganda and the laws of the country, and has a duty to treat all people equally in accordance with the law. A public prosecutor has the duty to protect and promote the human rights of the people as well as to balance the need to protect society from criminals with the need to protect law abiding citizens from abuse of court process. However, the challenge is the capacity of authorities to investigate cases of corruption and then prosecute them. This can be overcome by well trained investigators and prosecutors who have to unearth other physical evidence. Thus public awareness of the dangers of corruption is important for citizens to be able to resist the temptation of corruption, report it and be willing to act as witnesses in a law court. This is one of the initiatives the anti-corruption authorities have been implementing together with media.

Cox (2000) emphasised the idea of a decision architecture constituting the key elements: fairness and equity are of paramount concern; good management is a product of capacity and desire; an ethic of doing what is right; multiple participants and accountability systems (grievance procedure). In civil service where the Local Government Administrators fail to comply with what the laws require them to do then disciplinary measures can be taken by local governments’ District Service Commission as one of the methods of implementing legislation.

The Government of Uganda (2000) under the Civil Service Standing Orders stated that failure to comply with established legislation by local governments, the District Service Commission shall be the disciplinary authority and is supposed to investigate any charge against a public officer, who is in turn supposed to show cause why one should not be disciplined. If guilty, a public officer is punished either by dismissal, demotion, and deduction in salary, stoppage or deferment of increment, reprimands or recovery of the
amount of loss by government against the officer due to his conduct (Government of Uganda 2000). Investigations for instance, are carried out where there is alleged corruption and abuse of office or authority, breach of the Leadership Code of Conduct by the leaders specified in the Government of Uganda (2000) under the Leadership Code Act and administrative injustice and mal-administration in public offices. Where the subject of an investigation is found to have committed a criminal offence, investigations may result into prosecution. Where the culprit is found to have breached the Leadership Code or is involved in administrative malpractice, disciplinary action in varying degrees from a warning to dismissal may be recommended by the Ministry of Ethics and Integrity (2010).

Corruption is not the simple problem of individual bad behaviour. Even where corruption is common, the tendency is to focus on individual transgressors and imply that the problem is that of a few “bad apples” (Johnson and Cox 2005). In this regard, Local Government Administrators in their execution of duties need field inspections, monitoring and evaluation. The inspection method is a critical control management tool that involves monitoring on the progress of agency and individual activities to ensure that they are in line with the preconceived objectives of the organisation. Through the monitoring and inspection of Public Accounts Funds (PAF) -related activities such as feeder roads maintenance, primary health care, water and sanitation and Local Government Development Programme (LGDP) were able to uncover loopholes in the local government monitoring and evaluation formation purchase of tyres, purchase of office furniture, and others were diverted to cater for day to day office operations in total disregard of PAF guidelines (IGG-Report, 2007).

Arendt (2003) observed that corrupt persons, seemingly have an infinite capacity to excuse their own behaviour (everyone does it, but I am different). In Uganda’s local
government declaration of assets and liabilities by Local Government Administrators is a prerequisite. It is one of the methods used for implementing legislation since the key aspects of Leadership Code of Conduct (2002) is to prevent corruption through the declaration of income, assets, and liabilities by people holding administrative posts. This requirement prevents illegal accumulation of wealth and hence acts as deterrent measure to the Local Government Administrators who would otherwise engage in corruption. Additionally, Leadership Code of Conduct (2000) prohibits conduct that is likely to compromise the honesty, impartiality and integrity of specified officers; prohibits conduct that is likely to lead to corruption in public affairs; or which is detrimental to the public good or welfare or good governance. It also prescribes the penalties to be imposed for breach of the code; it prescribes powers, procedures and practices for ensuring the effective enforcement of the code.

Arendt (2003) argued that the capacity to exercise discretion well is not merely the result of thinking or wanting to do things well. It involves a prior judgement of what is right that includes an accurate assessment of the situation. As one of the methods used for Local Government Administrators to implement legislation, it is mandatory that failure to comply with established legislation, the disciplinary authority investigates any charge against a public officer, who is in turn supposed to show cause why one should not be disciplined (Government of Uganda 2000) under the Civil Service Standing Orders. If guilty, a public officer is punished either by dismissal, demotion, and deduction in salary, stoppage of increment, deferment of increment, reprimands or recovery of the amount of loss by government against the officer due to his conduct (The Government of Uganda 2000) under the Standing Orders.
All the above methods or measures are aimed at ensuring: the rule of law in public offices, accountability, integrity, and transparency in the exercise of administrative functions by public officials.

### 2.9 Ethical Performance and Legislation

The key indicators of ethical performance of Local Government Administrators are full accountability, transparency and integrity.

#### 2.9.1 Accountability

The concept of accountability in this study is considered to be: providing accurate financial reports, use of resources for intended purposes, giving service to the people, providing accurate communication and responsiveness to people’s needs (Government of Uganda 1997, 2000, 2005).

Ashaba (2000) argued that holders of a civil service office should be accountable for the decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to the office. Further, Local Government Administrators are supposed to make decisions about the funds they get and give explanation to the government every financial year.

Accountability requires defense or justification of one’s conduct to an audience that has reward or sanction authority, and where rewards or sanctions are perceived to be contingent upon audience evaluation of such conduct (Buckley cited in Tetlock, 1985, 1992). Organisations form social systems that have shared expectations, including ethical systems. When individuals are involved in these social systems, they are held accountable for their actions due to the existence of a shared system of expectations and the responsibility they have for those actions (Frink and Klimoski 1998; Tetlock, 1992).
Individuals are held accountable by laws, rules and expectations (Mitchell and Scott 1990), the way their behaviour or performance is evaluated (Mitchell, 1993), and by mechanisms of social control, including expectations communicated by salient others (Ferris and Judge, 1991).

Cadain (2003) considered giving accountability as to answer for one’s responsibilities, to report, to explain, to give reasons, to respond, to assume obligations, to render reckoning and submit to an outside or external judgement. While Edwards and Hulme, (2003) generally perceived accountability as means by which individuals and organizations report to recognized authorities, and are responsible for their actions. Olowu (1999), Muthein (2000) and Mulgan (2003), contended that accountability is the answerability for one’s actions or behaviour. These scholars posited that accountability involves development of objective standards of evaluation to assist in evaluating the performance of duties by individuals and units within organizations. They pointed out three components that are important to accountability as a clear definition of responsibility, reporting mechanisms and a system of review, rewards and sanctions. That accountability flows vertically between subordinates and superiors and laterally between professional peers. Conventionally, accountability refers to an array of procedures that ensures a desired level of performance (Munene, 1995). The effectiveness of accountability depends on monitoring performance and incentive system. However, in civil service, accountability means holding an individual or unit responsible for performance measured as objectively as possible (Aucoin and Heintzman, 2000).

Accountability or public accountability is a universally accepted standard for Public Administration in theory and practice, although its specific meaning and institutional application may vary from one place to another or one institution to another. Traditionally, the notion of accountability involves individual responsibility for
performance of specified duties and the top-down control within an official hierarchy (Wolf, 2000). ‘Even where accountability in public administration is not at all an institutional reality, the concept has powerful potential as a tool for democratic reform’ Wolf (2000). While there may be a considerable difference between the realities of today’s public administration in practice and the classical theories of Public Administration from which the concept of accountability has evolved, the accountability requirements have remained vivid in pursuit of public sector responsiveness and improved performance.

Campbell (in Chapman, 2000) wrote that public officials, who are employed in complex government departments, have to be accountable to their immediate superiors, the political leadership and the public at large. Hondeghem (1998) contended that ‘Public accountability rests both on giving an account and on being held to account’. All government departments have to be efficient because they have to ensure value for taxpayer’s money. Efficiency encompasses the qualitative and value-laden expectations of the society. It can be argued that accountability is the fundamental prerequisite for preventing the abuse of power and for ensuring that power is directed towards the achievement of efficiency, effectiveness, responsiveness and transparency. An open, transparent and accountable government is an imperative prerequisite for community-oriented civil service delivery because without it, covert unethical behaviour will result (Ebrahim, 2003).

Burke and Minassians (2003), noted that public officials are accountable in that they must explain to their constituency their actions and reasons for taking these actions. They are liable legally and morally for omissions or commissions of duties entrusted to them. Fox and Meyer (1995) argued that the responsibility of government and its agents towards the public to achieve previously set objectives and to account for them in public. It is also
regarded as a commitment required from public officials individually and collectively to accept public responsibility for their action and inaction. In this case, the burden of accountability rests on each public functionary to act in the public interest and according to his or her conscience, with solutions for every matter based on professionalism and participation (Fox and Meyer 1995).

Within the Uganda Local Government Act (1997) the requirements of accountability indicate that the Local Government Administrators who deal in financial matters of various departments must keep proper books of accounts and other records with integrity, diligence, professionalism, accountability and financial credibility. Accountability is also understood as being responsible for ones decisions or actions and being expected to explain them when asked or as a matter of procedure and routine. Local Government Administrators at the district level are responsible for a number of decisions and actions and the society expects them to provide an accurate explanation of what was decided and done by them. The law of Government of Uganda (2000, 1998) under the Public Finance Act and the Local Government Financial and Accounting Regulations states that a District Auditor is to audit all accounting officers and receivers of district revenues and all persons entrusted with the collection, receipts, custody, and issue of payments of public moneys. In other words, district officials are supposed to make decisions about the funds they get and give explanation to the government every financial year.

**Different levels of accountability**

There are different levels of accountability exposed to Local Government Administrators in local government of Uganda. One of them is accountability to the department through performance appraisal. This is aimed at improving performance of both the individual and of the enterprise. During this process individuals or group’s weakness and strengths
are identified. The weaknesses are corrected and strengths developed on. Performance appraisal further determines whether employees indeed perform at the required level and whether their performance has improved over a certain period of time. However, the success of performance appraisal systems depends on whether the management is convinced that the results of the appraisal will be useful in achieving organisational goals, and employees believe that the method of appraisal is fair and unbiased (Armstrong and Appelbaum, 2003). In the human resource management environment, the effective implementation of the performance appraisal systems is critical for the enhancement of positive work ethics and making both parties more accountable. This is, however, possible where a positive attitude is recognised and rewarded in line with good job performance.

Financial form filling is another level of accountability made by Local Government Administrators. According to the Government of Uganda (2007) under the Local Government Financial and Accounting regulation, the Accounting Officer of a district is supposed to compile and forward the financial statements of the district to the Auditor General within three months after the end of financial year. It should be further noted that the Ministry of Local Government broad - casts to the general public the conditions that local authorities should fulfil; the amount of money received from Central Government, as well as the reasons for which they were granted. As a result the public is much more concerned with the performance of local governments as they have a direct link to service provision. The Local Government Administrators who are entrusted with public resources should account for how they are used, with supporting documentation in form of invoices, vouchers, receipts and other items that may prove disbursement of such funds.
Different Approaches of Accountability

There is a general tendency to regard accountability as a single unit concerning financial matters only. Yet accountability is a diverse concept dealing with legal, political, administrative and financial dimensions. While there might be other classifications depending on preference of approach, accountability carries four major typologies (Basu, 1994) in public administration, namely hierarchical, legal, political and professional approaches. Hierarchical accountability forms part of the classical type, operating in the conventional public administration schema, where accountability relationships follow a rather strict superior-subordinate hierarchy, and where the public servant is technically accountable through the leadership of the department/unit up to the top. It is an internal organizational form that utilizes the organization structure; lines of authority and official channels of communication. The accountability relationship is based on the internal controls through supervision of individuals with reliance on seniority of position arrangement (Basu, 1994).

Some of the usual manifestations of hierarchical accountability include immediate supervisors and periodic performance reviews, where individual evaluation is based on obedience and adherence to organizational directives, rules and other mechanisms that reduce employee discretion (Romzek, 2000). It is hence an input control mechanism, meant to secure accountability from those on whom authority and responsibility is conferred or delegated. The other manifestation involves the conventional emphasis on separating politics from administration and therefore, policy-making from policy implementation; where it is the politician who is accountable to the public since the public servant is expected to be neutral, anonymous and only responsible for implementing policies. In this case, the bureaucrats (public servants) merely advise the
political leadership on policy and only manage resources on behalf of the political leadership.

Given that the managerial focus in this approach of accountability is that of limited discretion, performance is judged by how well administrators have utilized the inputs at their disposal such as effort, time, fund, and workforce. It, therefore, limits individual creativity and innovation since it is more accustomed to stereotypes of designation and lines of reporting. Owing to limited discretion, even when the prescribed mode of operation is found to be wanting, the opportunity to exercise ingenuity and professional judgement is thwarted. Likewise, the emphasis on individual evaluation deters teamwork, as emphasis on input encourages risk-averse behaviour, where everyone appears to avoid making mistakes. One major advantage of the hierarchical accountability approach is that authority and responsibility are laid clearly and concentrated; and thus, accountability is more easily attributed to a central authority that bears it.

Legal accountability is another conventional type where accountability relationships involve a great deal of external oversight (by legislative and constitutional structures/agencies) such as Parliamentary Committees, Auditor-General and Civil service Commission to ensure that individual or group performance complies with established standards and performance mandates. Legal accountability utilizes externally derived expectations, where External agencies normally review and verify the quality of public management through processes like financial or programme audits (Romzek, 2000). Performance evaluation is thus, based on adherence to mandated processes where administrative actions are weighed in compliance with formal performance systems, including both management and reporting systems as prescribed under the rules and standard procedures. The core unit of value is henceforth the process rather than the output and outcomes.
Both the legal and hierarchical forms of accountability minimize discretion and appear to simplify the accountability process by prescribing standards. However, focusing on securing compliance with input control and process can be a great deterrent to procuring accountability for performance, especially in terms of output and outcomes. Moreover, emphasis on the process and legalities offer a viable excuse to public servants who may simply be reluctant to respond to critical citizen needs, only to claim that they are following rules and procedures, and so the rules can provide some kind of security for incompetence (Peters, 1995).

Political accountability forms the cornerstone of democratic practice where the mandate of elected officials and public administrators must reflect on the agenda and expectations of the public. The accountability relationships afford administrators the discretion of being responsive to the concerns of the key stakeholders, such as elected officials, clientele groups and the general public (Romzek, 2000). Political accountability is more people-focused unlike the traditional model where accountability is through hierarchical leadership with hardly any direct links with the people, either through consultation or through interest groups. Thus political accountability aims at greater responsiveness to meeting citizen needs and active participation. Political accountability performance measure is linked to the value of responsiveness to the constituents, the various stakeholders, where public employees are argued to vigorously support their political leaders’ agenda as part of their career objectives in serving the public interest.

Professional accountability is one type of accountability that is accorded increased advocacy in the reform strategies, which is intended to promote flexibility and expertise in the public sector. Under professional accountability, public officials are expected to exercise their best judgement, achieve results and this type is, therefore, more output-outcome-oriented, rather than a mere following of rules and directives. This type shifts
from the traditional approaches, by allowing substantial discretion to the individual or agency and by way of emphasizing that public servants be personally accountable for their actions and achievement of results. Performance standards are established by professional norms and prevailing ‘better’ practices of one’s peer or work group and, hence, public official action and decision are influenced more by internalized values and appropriate practice, than mere political responsiveness (Romzek, 2000). The assumption under professional accountability is that public servants have special skills, experience and work methods and that they exercise discretion responsibly in a manner that is consistent with acceptable norms. All the different accountability approaches that have been explained manifest themselves in behavioural expectations and managerial strategy as summarised in Table 2.1.

Table 2.1: Behaviour expectations of different accountability approaches and managerial strategy

<table>
<thead>
<tr>
<th>Accountability Approaches</th>
<th>Behavioural expectation</th>
<th>Managerial strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hierarchical</td>
<td>Obedience to organizational directives</td>
<td>Inputs</td>
</tr>
<tr>
<td>Legal</td>
<td>Compliance with external mandates/rules/procedures</td>
<td>Process</td>
</tr>
<tr>
<td>Political</td>
<td>Responsiveness to key external stakeholders</td>
<td>Outputs</td>
</tr>
<tr>
<td>Professional</td>
<td>Expertise and individual/professional judgement</td>
<td>Outcomes</td>
</tr>
</tbody>
</table>

Adapted from Romzek (2000)

From Table 2.1 the four accountability approaches can come together in an organization to separately or simultaneously demand answers for the performance of individuals or agencies. They can limit or reinforce one another, and are therefore, not mutually exclusive. Often, there are shifts in the relative priority and preference given to different accountability approaches, owing to particular changes in expectations and imperative. Romzek (2000) points out that as a result, the same actors can be involved in different
accountability relationships at different times, sometimes emphasizing obedience and, at other time, deference to expertise, rule of law and/or responsiveness. When this happens, then public servants must also adjust in order to suit the changing performance requirements and accountability patterns. When accountability of this type is provided what remains to be satisfied is quality of the services or the quantity or amount of resources that the community members receive.

Haque (2000) looked at public accountability from the entire governance system as the answerability of public officials to the public for their actions and inactions for which they are subject to both external and internal sanctions. In the same vein, Basu (1994) considered public accountability as the liability of government servants to give a satisfactory account of the use of official power and/or discretionary authority. It is an obligation to expose, explain and justify actions taken on behalf of delivering services to the public (Basu, 1994). According to White (cited in Basu, 1994), public accountability consists of the sum total of constitutional, statutory, administrative and judicial rules and precedents and the established practices by means of which public officials may be held responsible for their official actions.

One may consider the different conceptual dimensions, under which the notion of accountability is espoused. Spiro (in Gildenhuys, 1997) identified the primary connotations of accountability, namely accountability as responsibility, as a cause and as an obligation. Accountability as a responsibility makes a person who undertakes an assignment under the control and command of another person or institution to be responsible (answerable) to one’s principal for the efficient, effective and responsible execution of that assignment (Rasheed and Olowu, 1993). Accountability as a cause means that a person, due to personal conduct, becomes the reason for the success or failure of a specific programme or an event. Accountability as an obligation looks at the
ultimate resting of the burden of explanation. The accounting officer can be responsible for effective, efficient and responsive management of public resources, but the minister concerned is obliged to account/report to parliament (Day and Klein, 1987).

The following elements/ tenets capture the accountability as advocated in the public sector realm: undertaking official decisions/ activities in a transparent way, capturing various stakeholders’ interests, making optimal use of resources – taking consideration of value for money and cost-benefit analysis, with tolerance to waste and corruption; adhering to ethical and professional standards and regulations; responding to community needs as much as possible with prioritisation; implementing viable mechanisms of providing feedback and information to the public and making an effort to foster awareness and civil society participation (Dusty, 2005).

In general, accountability can be understood as the answerability for performance and the obligation that public functionaries (elected and appointed officials) have to give a satisfactory explanation over the exercise of power, authority and resources entrusted to them on behalf of the taxpayers (Jenkins and Goetz, 1999). Accountability is an ethical virtue, since ethics concern principles and rules that govern the moral value of people’s behaviour. In this respect, it has a close relationship with virtues of Local Government Administrators and ethical performance.

The notions of ethics and accountability are considered more critical in public administration, because of the continued public sector institutional failings that are attributed to public servants lack of moral values, which in turn, are associated with weak values and weak administrative systems. While the need to restore accountability and responsibility is high on the public sector’s agenda, Peters (1995) believed that Local Government Administrators are probably no better or worse, ethically, than individuals who work in the private sector. Peters (1995) pointed out that the only difference is that
they work for Government, and probably in a democratic setting, where it is assumed that they work, at least indirectly, for all citizens. It is this ‘bigger’ public image that, perhaps, makes the accountability notion appear more acute in public agencies, not because of the nature of the individuals employed and their lack of personal responsibility, but because of the nature of the jobs and the nature of the responsibilities vested in government (Peters, 1995).

Ethics relate to a set of values, norms or standards that prescribe acceptable individual or group behaviour. As such, one can validly argue that accountability is an ethical virtue. This is so because, ethics concern principles and rules that govern the moral value of people’s behaviour. It is held that improving ethics is crucial to enhancing accountability and vice versa (Klimoski and Inks, 1990). Being responsible and responsive are some of the ethical domains of civil service, which at the same time, augments accountability. The civil service is public trust and the citizens expect public officials to serve the public interest with fairness and to manage public resources with utmost sobriety. This constitutes the core significance of public sector ethics, which also calls for high behavioural uprightness among public servants while executing duties in the name of the people – from whom taxes are levied – in order to pay emoluments and salaries of public officials.

At the same time, since the Local Government Administrators use public funds, there ought to be adequate checks and balances to ensure that wastage and impropriety are avoided. Factually, it is to achieve an optimum combination of the two. Moreover, whatever the form of accountability, the final results depend upon the way a system operates and the human being operating it (Bhatia, 1986). According to the study of various cases were generalized from different perspectives: Nambaziira (2007), The Government of Uganda (2005), under the Inspectorate of Government; Mugeere (2000);
Senkaaba (2000); Ocwich (2002), and Karugaba (2005) cited instances of abuse of office; corruption among Local Government Administrators of Wakiso District. The instances of abuse included mismanagement and misappropriation of funds, complaints covering unqualified tender board members, lack of accountability for funds used, and misuse of local government property, recruiting unqualified staff into local government offices and involvement of examination malpractice. Most of these cases involved deliberate flouting of the existing laws and regulation.

Mugeere (2000); Senkaaba (2000); Ocwich (2002), and Karugaba (2005) contributed well on the aspect of accountability in civil service. However, a point of interest noted from their views, is bias towards one party – Local Government Administrators only and little concerning employers. For instance, when accountability is perceived to be poor, the tendency is to look for ways of strengthening the checking mechanism from the employees’ performance only (Rasheed, 1995). However, this rarely helps, unless responsibilities of the employers and employees are properly assigned on the outset (Goldsworthy, 2001).

2.9.2 Transparency

Generally, “transparency” implies openness, communication and accountability. It is a metaphorical extension of the meaning of a “transparent” object that can be seen through. With regard to the civil services, it means that holders of public office should be as open as possible about all the decisions and actions they take. They should give reasons for their decisions and restrict information only when the wider public interest demands it (Chapman, 2000). Radical transparency in management demands that all decision making should be carried out publicly. All draft documents, all arguments for and against a proposal, the decision about the decision making process itself, and all final decisions, are made publicly and remain publicly archived.
Transparency is widely recognised as a core principle of good governance. According to Kailasam, Geeta and et al (2004), transparency means sharing information and acting in an open manner. Free access to information is a key element in promoting transparency. Information, however, must be timely, relevant, accurate and complete for it to be used effectively. Transparency is also considered essential for controlling corruption in public life. Civic engagement is understood as the active participation of citizens in public life and their contribution to the common good. The level of trust in the government and public agencies is a key factor that determines the extent and quality of civic engagement. Loss of trust can lead to disengagement of citizens and discourage participation of communities as well as the private sector in functions such as public services delivery, or even in democratic processes such as elections.

In essence, transparency is about opening up government's records to public scrutiny, and arming citizens with a vital tool to tell them about what the government does and how effectively. Transparency in government organisations makes employees function more objectively, thereby enhancing predictability of decision-making and ruling out arbitrary decisions. Transparency enables citizens to participate in the governance process effectively. In that sense, transparency becomes the key to strengthening participatory democracy and ushering in people-centred governance. It empowers the poor and vulnerable to get information about public policies and actions and leads to their welfare (Cook and Wall, 1980).

Ashour (2004) contended that transparency helps not only to inform the public about development ideas and proposals, but also to convince citizens that the public agencies are interested in listening to their views and responding to their priorities and concerns. This in turn enhances the legitimacy of the decision-making process and strengthens
democratic principles. Transparency also influences civic engagement in a more direct manner. Responsiveness often holds the key to successful involvement of citizens and the private sector. Governments that share their assessments and plans with citizens and seek their views on a regular basis can be far more effective in implementing development programmes with participation of stakeholders (Briggs, 2007).

2.9.3 Integrity

In order to manage the conduct of public servants, it entails having in place – among other systems – an overall national integrity strategy, sound human resource management practices, and comprehensive disclosure procedures. The United Nation Development of South Africa (2001) survey observed that although some African countries espouse a national integrity strategy or broad ethics or anti-corruption policies, few seem to have coordinating strategies in place. Similarly, measures for guiding and managing the behaviours of government employees require enforcement procedures to be effective. The government, as the employer, must have a way of enforcing minimal standards, not only to punish violations but also to serve as a deterrent for other contemplating similar actions. Essentially, managing the conduct of public servants means being able to monitor their behaviour, and being able to detect any systematic failures that allow high degrees of misconduct in order to take prompt remedial action.

Integrity is a primary determinant of interpersonal trust (Yukl, 2002). Integrity refers to the trusted party’s reputation for honesty and truthfulness (Den and Koopman, 2002). Indicators of integrity are the extent to which one is honest and truthful rather than deceptive. Another indicator of integrity is keeping promises. A further indicator is the extent to which a person can be trusted not to indiscriminately repeat something said in the utmost confidence. Integrity also means taking responsibility for one’s action and decisions (Yukl, 2002). The most basic definition emphasises honesty and consistency
between a person’s values and one’s behaviour. But critics contend that this definition is insufficient, because the values must be moral and the behaviour must be ethical. For these critics integrity means that a person’s behaviour is consistent with a set of justifiable moral principles. Consistency between actions and immoral principles does not qualify (Yukl, 2002). This is further confirmed by Parachin (2002) who said that one must adhere to the spirit of moral principles. It is not enough to merely stick to the letter of the law when it comes to agreements made.

According to Pinchot and Pinchot (1997), true integrity goes beyond loyalty to the power structure. Integrity includes loyalty to the part of oneself that cares about family, service to society and protecting the grandchildren’s environment (Pinchot and Pinchot 1997). Integrity within an organisation needs also to be defined. Organisation integrity relates to the human side of the business and reflects the sum total of its people’s integrity. The same basic values are shared by virtually everyone in the organisation. The employees know, understand and trust each other, because they share same basic values, attributes, norms and standards (Fick, 2005). Byrd (1992) confirmed the above definition by saying that organisational integrity is more than just honesty or ethical standards; it is also a function of how employees approach everything they do. In an organisation with integrity, people tend to work together, say what they believe, and generally behave in healthy ways. In the context of this study, integrity is a human attribute whereby the person’s behaviour is consistent with espoused moral values, and the person is honest, ethical and trustworthy.

Ayee (1997) contended that integrity is one of the most important and often-cited of virtue terms. The concept of integrity has to do with perceived consistency of actions, values, methods, measures, principles, expectations and outcome. When used as a virtue term, “integrity” refers to a quality of a person’s character. Some people see integrity as
the quality of having a sense of honesty and truthfulness in regard to the motivations for one’s actions. Persons of integrity do not just act consistently with their endorsements, they stand for something: they stand up for their best judgement within a community of people trying to discover what in life is worth doing. Some commentators stress the idea of integrity as personal honesty, that is, acting according to one’s beliefs and values at all times. Hulme and Sanderatne (2008) asserted that speaking about integrity can emphasize the “wholeness” or “intactness” of a moral stance or attitude. Some of the wholeness may also emphasize commitment and authenticity. In the context of accountability, integrity serves as a measure of willingness to adjust value system to maintain or improve its consistency when an expected result appears incongruent with observed outcome. Some regard integrity as a virtue in that they see accountability and moral responsibility as necessary tools for maintaining such consistency.

Halfon (1989: 298) offered a different way of defining integrity in terms of moral purpose. Halfon (1989) described integrity in terms of a person’s dedication to the pursuit of a moral life and their intellectual responsibility in seeking to understand the demands of such life. Halfon (1989: 298)) wrote that persons of integrity:

“………embrace a moral point of view that urges them to be conceptually clear, logically consistent, appraised of relevant empirical evidence, and careful about acknowledging as well as weighing relevant moral considerations. Persons of integrity impose these restrictions on themselves since they are concerned, not simply with taking any moral position, but with pursuing a commitment to do what is best”.

Integrity means that a person’s behaviour is consistent with espoused values, and the person is honest, ethical and trustworthy (Yukl, 2002). Integrity means that the values must be moral and a person’s behaviour must be ethical and consistent with a set of justifiable moral behaviour (Buchholtz, 2003). Integrity is, like personality, a human attribute. It refers to the person’s perception and attitude regarding one’s entire position, role, responsibility and accountability to the ‘world’ one lives in and associates with. In
the business world it relates to the human side of enterprise; individually and corporately (Fick, 2002). The organisation reflects the sum of its people’s integrity. An important indicator of integrity is the extent to which one is honest and truthful rather than deceptive. Another indicator of integrity is keeping promises. A further indicator is the extent to which a person can be trusted not to indiscriminately repeat something said in the utmost confidence. Integrity also means taking responsibility for one’s action and decisions (Yukl, 2002).

Other words associated with integrity are being: fair, just, sincere, faithful and loyal. Although much has been said about integrity, even with integrity, one can still make a blunder, commit a major error of judgment, and can act or speak unwisely. The difference, however, is that a person with integrity will admit a mistake and accept responsibility for it. A person with integrity will learn from the mistake and do what one can, to make amendments.

Abraham Lincoln a previous president of the United States of America guided his life and presidency by his personal integrity credo:

“I am not bound to win, but I am bound to be true. I am not bound to succeed, but I am bound to live by the light that I have. I must stand with anybody that stands right, stand with him while he is right and part with him when he goes wrong” (Parachin, 2002).

Integrity can also be developed in a person. People are not deviant in their very nature. Certain circumstances however are conducive for the development of factors associated with that kind of behaviour. Some people are more vulnerable than others to influence and change towards deviant behaviour, similarly some people are more responsive to corrective action (Fick, 2002). Figure 2.1 indicates that by creating a culture of integrity
within an organisation through the individual employees, that employees with low integrity can however be developed.

**Figure 2.1: The Model: Progression through culture of integrity**

![Diagram of The Model: Progression through culture of integrity](image)

Adapted from: Fick (2005)

<table>
<thead>
<tr>
<th>Low Integrity is Characterized by:</th>
<th>High Integrity is Characterized by:</th>
<th>Result of High Integrity:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fraud</td>
<td>Honesty</td>
<td>Ever Increasing</td>
</tr>
<tr>
<td>Corruption</td>
<td>Trustworthiness</td>
<td>Sustained efficiency</td>
</tr>
<tr>
<td>Collusion</td>
<td>Credibility</td>
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</tr>
<tr>
<td>Deceit</td>
<td>Predictability</td>
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<tr>
<td>Embezzlement</td>
<td>Responsibility</td>
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</tr>
<tr>
<td>Cheating</td>
<td>Loyalty and Respect</td>
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<tr>
<td>Manipulation</td>
<td>Consistency</td>
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</tr>
<tr>
<td>Self-Centred &amp; Interest</td>
<td>Reliability</td>
<td></td>
</tr>
<tr>
<td>Inconsistency</td>
<td>Positive Work ethic</td>
<td></td>
</tr>
<tr>
<td>Inefficiency</td>
<td>Perseverance</td>
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</tbody>
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Adapted from: Fick (2005)

In the development of integrity within persons it must however be remembered that generalised beliefs about the corruptibility of others (especially role models, seniors) influences the corruption and deviance potential of individuals. The greater the value attached to and openly displayed to people (for example, that they are being kept informed, being respected, held accountable for important issues), the more immune such people are to deviant behaviour; the higher their resistance level to corruption (Fick, 2002).
Further on, integrity is about the ethics public servants are required to maintain while in public office in order to preserve the public confidence in civil service. Integrity requires Local Government Administrators to maintain high ethical standards by being honest, trustworthy, frank but unobtrusive, principled and morally upright to avoid bringing discredit upon the civil service (Sadig and Olowu, 1993). To be morally upright, public servants should not indulge in corrupt activities, which may discredit the service. Moreover, there are institutional morals involving loyalty upwards and downwards, the manners of disagreement and resignation, all kinds of conscience and ethics.

Personal and organisational integrity in business is such an important value to hold a society together. Civil service seems impossible without integrity since an organisation is the integration of different actors and factors. A person of integrity in a civil service is an asset to that civil service. It is often easy to recognise a person of integrity. A person of integrity distinguishes oneself by a good relationship with other people, indeed with one’s entire environment, whose moral liberty and right are respected (Opio, 1996). However, to command such an integrative power requires boldness to meet and face challenges. This is because integrity entails acting according to principles such as justice, selflessness, truthfulness, even under circumstances which threaten these virtues. Despite such challenges, Ugandan Local Government Administrators in general, and Wakiso District Local Government Administrators in particular, need integrity very urgently. This is in line with what Opio (1996: 54) noted:

The importance and urgency of integrity within the Ugandan and African context needs no elaboration. It is clear that crimes such as embezzlement, fraud, corruption, etc, stand in sharp contradiction to the demands of justice, fairness, honesty, and more others, as moral principles. However, the transgression of a moral principle or a prescribed code of behaviour would in itself be nothing more than unfortunate, if it were not for that fact that an act of injustice, dishonesty, fraud or corruption impairs the wholeness both of the economic community and of the person who engages in such an activity (Opio, 1996: 54).
Therefore, integrity in civil service is nothing other than maintaining the wholeness and completeness of a person acting in civil service and of a particular district itself. This means therefore, that Local Government Administrators have a duty to place district goals in the larger contexts of the goals of life and the interest of society which the district intends to serve.

It should be put in mind that civil services arise from a voluntary choice of employment, rather than from compulsion. As in other forms of employment, civil service is characterized by privileges and obligation basically essential in the conduct of public affairs. By becoming a public servant, a person assumes these obligations which include administering laws to which one’s duties pertain, rendering faithful service to effect the aims and obligations of Government, implementing lawful decisions, advising one’s political or social master and above all, serving the public diligently and impartially (Cruise and Brannon, 2002). Impartiality means that staff of the district are not supposed to serve with prejudice or bias. All Local Government Administrators are supposed to be seen to be objective and should put the interests of Government above their private interests. This imposes an obligation to be fair, honest and free of conflicts of interest. Local Government Administrators are supposed to refrain from certain actions and behaviour. But in many other situations in life, conflicts between these obligations and the public servants’ private interests and conscience do occur. A public servant however, is required to reconcile one’s private interests and conscience with these obligations.

2.10 Moral Virtues of Local Government Administrators

Aristotle (1998) defined virtue as moral and intellectual excellence. He defines moral virtue as the habit of right action, formed by acting rightly. He distinguishes this from intellectual virtue which is for most part both produced and increased by instruction, and therefore, requires experience and time. But the interplay between moral and intellectual
virtues is significant for a life of happiness: the ultimate goal of all human actions. Virtue in a person or a human being is, therefore the disposition which renders one a good person and also which cause one to perform one’s functions well. In short, virtues are the ideals that define good character (Lachman, 2007; Crane, 1999).

Virtuousness has been described as the best of the human condition, the most ennobling behaviours and outcomes, the excellence and essence of humankind, and the highest aspirations of human beings (Comte-sponville, 2001; Weiner, 1993; Chapman and Galston, 1992; Dent 1984; MacIntyre 1984). When encountered, virtuousness is highly prized and admired, and virtuous individuals are almost universally revered, emulated, and even sainted (Chapman, 2001).

Williams (1985), referred to virtue as a disposition of character to choose or reject actions because they are of a certain ethically relevant kind. Defining virtue as ethical character allows virtue ethics theory to play a more accessible and meaningful role in business ethics. According to Velasquez (2006) ‘virtue theory’ suggests that the aim of moral life is to develop these general dispositions called virtues, and to exercise and exhibit them in many situations. If people exercise virtues in their actions, then these actions are morally right. It is argued that an action is morally right if in carrying out the action the agent exercises, exhibits or develops a morally virtuous character, and it is morally wrong to the extent by carrying out the action the agent does not exercise, exhibit, or develop a morally virtuous character (Velasquez, 2006). Rawls (1993) stressed that virtues are inclinations to act in accordance to moral principles. Brandt (1991), Brandt (1988), Schwepker (2001), Seeger and Ulmar (2001) emphasised that moral virtues prompt us to morally good actions.
Organisational virtues are ethical characters of organisations that can be operationalised using human personality traits validated as corporate personality. Virtues are therefore ethical character traits that are learnt from a cumulative perception of firm’s behaviour in everyday business life (Johnson, 2001; Cooper, 2001). Thus there are factors attributed as causes for why employees behave unethically focusing on organisation level rather than individual level explanations. Unethical behaviour may be inherent in business organisations because of their culture or climate (Cohen, 1993; Paine, 1994). The culture of an organisation may intensely pressurise employees for high performance or goal accomplishment, leading employees or managers to use any means possible, including illegal or unethical ones, to achieve management objectives (Baucus and Near 1991; Clinard, 1983; Staw and Szajkowski, 1975).

Apart from the likely challenges and problems that may be faced by legislation, each law has got a specific legal requirement of civic performance. Conversely, there are many virtues that are relevant to civil service life. These include among others: honesty, impartiality, loyalty, sincerity, prudence, resourcefulness and hospitality (Solomon, 1998).

Moral virtues of Local Government Administrators have a direct relationship with laws and ethics. This was conceived by MacIntyre (1985), as dispositions that enable people to achieve the good at which human practices aim. This means that even Local Government Administrators should exercise virtuous character when carrying out technical work in the district. A person of virtuous character, an ethical person regularly and consistently exhibits the character traits in conduct, in compliance with the associated principles, calling for honest, fair, reliable, trustworthy commitment to others (Cawley, Martin and Johnson, 2000). Personification analogy can be evoked to link this to an organisation. If human virtues are derived from human personality items, organisational virtues should also be usefully informed by a measure of corporate personality since
personality traits are the whole of which the virtues are some of the components (Hartman, 1998). This means that even Local Government Administrators should exercise virtuous character when carrying out technical work in a district.

Proponents of virtue (Velasquez, 2006; MacIntyre, 1984; Brandt, 1988), contended that what is most important in moral life is not consistent adherence to principles and rules, but rather: a person with reliable character being one who is honest and whose conduct can be predicted, being able to make good judgement of knowing what is right and wrong, what is suitable and unsuitable; responding emotionally to other people’ predicament like suffering, pain, need or incapacitation (Johnson et al 2005).

In view of the above, it is contended that principles and rules cannot fully encompass or explain what occurs when people assist others beyond the formal rules and principles. For instance when community nurses and doctors provide palliative care for a dying patient and comfort to the patient’s distressed spouse, they are doing more than what they are formally required to do as medical personnel. Basing on that argument one can insist that people’s feelings and concerns towards others and towards duties cannot be reduced to following principles and rules. In other words virtuous ethics demands more than what rules prescribe.

A virtue is an acquired human quality of character that allows one to achieve personal happiness. A virtue is therefore something good, an ‘excellence’ of human character. Virtues are valuable to human kind because they are the requirements for living the good life. Doing something to undermine one’s virtues or ability to practice virtues is a great harm to people. The following are characteristics in play to make something a moral virtue: a deposition feature of character, which makes one good and does one’s jobs well and moral virtues if possessed are (in the sense of must always be) used; voluntarily
acquired in the sense that people are not born with them as they are beneficial to everyone, hence the reason for acquiring them; involve acting with judgement moral virtues engage the will and they involve people’s emotive side, virtues therefore blend emotion and judgement in a way that is mutually supportive; needed for living well which requires getting all the components of acting and feeling right by the target, that is what the virtue does (Lynch, 1999; Maklin, 1982; Dent 1984).

Virtues or character are not innate. Barney (2008) identified two kinds of virtues, the intellectual and the moral. He argued that intellectual virtues emanate from teaching and learning. From school people learn co-operation, time management, tolerance, assiduousness, and the like. For this reason, learning requires experience and time. People get some virtues by first exercising them. This is because people have to learn before they can do. People learn by doing them just as builders learn by building, so also people become just, by doing just acts; temperate by doing temperate things; brave by doing brave acts (Aronson, 2001; Aquino, 2002). Hence, moral virtues for Local Government Administrators can be affected by various role models and moral exemplars where employees acquire virtues by observing others, implying that one person can find the actions of another person so inspirational that the person attempts to reproduce the behaviour in question. Such inspiration occurs when an observer sees a model similar to oneself, wrestling with a problem one is having, such that the model’s accomplishments are seen as attainable (Moberg, 1999).

Studies (Dienstbier et al 2002; Masten et al 2002; Hatch, 1999; Seligman 2002; George, 1991) suggested that organizational virtuousness mitigates the negative performance outcomes of downsizing and is positively associated with higher organizational performance. Two key attributes of virtuousness help explain these results: its amplifying qualities which can foster escalating positive consequences and its buffering qualities which can protect the
organization against negative consequences. When virtuousness is demonstrated in
organizations (as when leaders or exemplars manifest virtuous behaviours), or when the
organization recognizes and legitimizes virtuous behaviours (as when courageous or
compassionate acts are applauded and encouraged), virtuousness becomes self-reinforcing,
and it fosters resiliency against negative and challenging obstacles.

Virtuousness provides an amplifier effect on people’s behaviour because of its association
with three outcomes: positive emotions, social capital, and pro-social behaviour. First,
Fredrickson (1998), Seligman (2002), Fineman (1999) have a common belief that virtuous
behaviours produce positive emotions in individuals, which, in turn, lead to a replication of
virtuousness and an elevation in positive well-being. That is, positive emotions for instance:
compassion, optimism and joy, lead to positive activities in organizations. When
organization members observe compassion, experience love, or witness forgiveness, for
example, they increase their pride in the organization, enjoyment of the work, satisfaction
with the job, and thereby they experience love, empathy, verve, zest, and enthusiasm
(Fineman, 1999).

George (1995) demonstrated that this sense of affective elevation which is fostered by
observing virtuousness is disseminated throughout an organization by way of a contagion
effect. The entire organization is influenced positively when virtuousness is displayed,
especially by individuals in leadership positions. An example is the observation of Nobel
laureate Tutu (1999; 290):

    The world is hungry for goodness and it recognizes it when it sees it and has
    incredible responses to the good. There is something in all of us that hungers after the
good and true, and when we glimpse it in people, we applaud them for it. We long to
be just like them. Their inspiration reminds us of the tenderness for life that we all
can feel.

All human systems at the physiological, psychological, and emotional levels respond
positively to virtuousness (Cooperrider and Srivastva, 1991), so that experiencing
virtuousness produces a self-reinforcing effect (Maslow, 1971; Hatch, 1999; and
Nicholson, 2001). A second reason for the amplifying effects of virtuousness is its association with the formation of social capital. This occurs because as pointed out by Gittell and Cameron (2002), virtues such as care giving, empathy, and trust tend to build high quality relationships among organization members. People feel free to exchange more and better information, experience more positive energy, desire to strengthen the relationship, and exchange more valued resources. Hence, organizational virtuousness enhances social capital, and in turn, organizational performance.

Social capital is signalled by the existence of positive interpersonal relationships among individuals (Coleman, 1998; Baker, 2000). Social capital in organizations reduces transaction costs, facilitates communication and cooperation, enhances employee commitment, fosters individual learning, strengthens relationships and involvement, and, ultimately, enhances organizational performance (Adler and Kwon, 2002; and Leana and Van Buren 1999; Nahapiet and Ghoshal, 1998). Organizations function better when members know, trust, and feel positively toward one another (Bolino, Trunley, and Bloodgood, 2002). Observing virtuous actions creates a sense of attachment and attraction towards the virtuous actor (Bolino, et al 2002) which, in turn, helps members of an organization experience a compelling argue to join with and build upon the contributions of these others (Hatch, 1999; Eisenberg, 1990; Sethi et al 2001; Leavitt, 1996; and Quinn, 2002). Positive human connections and spirals of virtuous actions are fostered.

When employees observed displays of citizenship behaviours among fellow employees (for instance: sharing, loyalty, advocacy, caring, liking), commitment, participation, trust, and collaboration are enhanced, and these behaviours contribute significantly to organizational performance (Podsakoff et al 2000; Koys, 2001; and Walz and Niehoff 2000).

Third, virtuousness fosters pro-social behaviour. Pro-social behaviour occurs when individuals behave in ways that benefit other people. Usually it is explained as being
motivated by an exchange relationship, reciprocity, or equity (McNeeley and Meglino 1994; George, 1991; and Blau, 1964) in which individuals attempt to reciprocate to those who benefit them. In the case of virtuousness, however, several authors (Batson, 1991, 1994; 1995; Berkowitz, 1972; and Cialdini, et al 1987) have pointed out that individuals engage in pro-social behaviour because of internal definitions of goodness and an intrinsic motivation toward helping others, among other factors. Evidence on impulse helping suggests that individuals may be genetically disposed to engage in impulsive acts of helping (Krebs, 1987). Behaving virtuously toward others (for instance, being generous, forgiving, benevolent, loving) regardless of personal reward and aside from establishing a condition of equitable exchange appears to be innate. Observing and experiencing virtuousness helps unlock the human predisposition toward behaving in ways that benefit others. Cialdini, et al (1987) supported the idea that when people observe exemplary or moral behaviour, their inclination is to follow suit. Hence, positive spirals of pro-social behaviour, following from spirals of positive affect, tend to flow from virtuous behaviour.

At group and organization levels, virtuousness enhances the ability to absorb threat and trauma and to bounce back from adversity (Dutton et al 2002; and Wildavsky, 1991). Virtuousness serves as a source of resilience and “toughness” (Dienstbier et al 2002) helping to preserve social capital and collective efficacy. Thus, it helps protect organizations against the deterioration associated with downsizing (Turner, Barling and Zacharatos, 2002). Similarly, virtuousness helps replenish or renew organizations through its association with positive affect, social capital, and pro-social activity. Observing or experiencing virtuousness fosters positive energy and, hence, replenishes the human capital needed to capably absorb or recover from damage. Virtuousness also helps limber the organization or increase its capacity to respond adaptively to unanticipated and potentially damaging situations by enhancing relational coordination (Gittell, 2000).
Organizations reinforce these buffering elements through a variety of processes and structures, including open communication channels, empowered and cohesive work groups, conducive reward and recognition systems, facilitative physical architecture, clear statements of values and vision, and opportunities for interpersonal interaction (Worline et al 2002; Cameron, 2001). These processes and structures help facilitate the development of virtuousness, and hence, the capacity to overcome the deleterious effects of cutting down, namely, the destruction of relationships, trust, loyalty, information sharing, and teamwork, and the escalation of deception, rigidity, conflict, and vindictiveness (Cameron and Caza, 2002).

Allen and Meyer (1990) and Fisher (1986) argued that moral virtues are acquired through socialisation which is related to learning from the family and peer groups characters like respect, gratitude, being responsible, caring, loving, co-operation and selflessness. A family lives in communities hence it is possible to learn cultural norms, care, and responsibility. The same applies to church or mosque where religions teach people to be loving, compassionate, caring and others (Baker, 2000; Baker and Feldman, 1990). Moral virtue can further be acquired from the wider society through internet, magazines, radios, public statements, and television calling for people to be caring, just and the like. Therefore, most virtues are learnt except temperament. It is argued that most people are born kind or with mercuric tempered, or even tempered. Since these are innate, a person’s duty is to try and control temper or emotions. If one does this habitually, one finally becomes temperate.

Moral values such as honesty, impartiality, sincerity, prudence, hard work, care for people, commitment, contentment, humility, gratitude, confidence, perseverance, respect, resourcefulness and hospitality form part of the common values, which guide public sector action and performance (Solomon, 1992; 1998 and 1999). Given position in Wakiso District the performance of Local Government Administrators was guided by the moral virtues that they have. As prescribed by Government of Uganda (2000), under the Public Service Standing
Orders, public officers are required to display virtuous and reliable character that is honest and whose conduct can be predicted. They should be able to make good judgement that; knows what is right and wrong, what is suitable or unsuitable in any given circumstances. Public officers therefore are expected to have virtues that lead them to respond emotionally to other people’s predicament like suffering, need, or incapacitation; maintain a high standard of personal conduct both in carrying out their duties and in their private lives. Public officers are further required by-law to make decisions and implement them in an objective manner without being biased or without attaching personal interests.

Velasquez (1998) stated that moral standards deal with matters that people think can seriously injure or seriously benefit human beings. They are not established or changed by the decisions of particular authoritative bodies, moral standards should be preferred to other values including self-interest; moral standards are based on impartial considerations. Moral virtues of Local Government Administrators have a direct relationship with laws and ethics that one might surmise that moral standards are what are used to resolve a moral problem that is not against law, that it is a problem that requires us to be objective and ignore our self interest while feeling a certain emotion (Velasquez 1998; 2002; and 2006).

The moral virtues of Local Government Administrators were investigated in this to establish which of them are important. Indeed when employees display virtuous behaviours among fellow employees for instance, sharing, loyalty, advocacy, caring commitment, participation, trust and collaboration are enhanced, and these behaviours contribute significantly to organisational performance (Podsakoff, et al 2000; Koys, 2001; Walz and Niehoff 2000).
2.11. **Indicators of Moral Virtues**

The key indicators of moral virtues in civil service are belief, consistent application and perception.

Belief is taken to belong to the soul, inner man, (Devettere, 2002). It is a virtue that has to do with feeling, choosing and acting well. The soul has three sorts of components including: passions which are feelings, desires, fears and ambitions. Faculties are our natural capacities for feeling and acting in the various ways. States of character can be thought as complex tendencies or dispositions to act and feel in certain ways under given circumstances (Devettere, 2002). Hence this study is of the view that character is a manifestation of what belongs to the soul. Local Government Administrators are exposed to the circumstances which propel their feelings and tickle their faculties to act. Ultimately, if the Local Government Administrators lack the ability of self control which is cemented by one’s belief, then one can not exhibit virtues.

Consistent application is an aspect of moral virtue whereby a person behaves in the same way while carrying one’s official duties irrespective of the different situations exposed one is exposed to. Consistency application is regarded as the quality of having an intuitive sense of honesty and truthfulness in regard to one’s actions, values, methods, measures, principles, expectations and outcomes (Doris, 2002). Consistency application implies that a civil servant handles every person in the same way notwithstanding the position of an individual being served. However, with time, there is a tendency of moral virtues of Local Government Administrators to be influenced by work place environment which results into loosing consistence application in carrying out one’s duties.

Robbins (2008) defined perception as a process by which individuals organise and interpret their sensory impressions in order to give meaning to their environment. People vary in perception. While at work people see what they want to see, hear what they want
to hear, and feel what they want to feel and not what is, in fact there. What one perceives can be very different from actual reality. The world that is perceived is the world that is behaviourally important. Perception as a process can be influenced by the perceivers’ time, environment, mind-set, personality, intentions and experience. It can also be influenced by ones’ situation in terms of time, work and social setting (Smith, 2001). Hence in this study it is proposed that ethical performance of Local Government Administrators of Wakiso District is greatly influenced by a given civil servant’s perception, and work environment. In this regard Local Government Administrators must gather as much factual information on work environment as they can before making a decision since quick judgement may have negative effects on their performance.

2.12 Weber’s Theory of Bureaucracy

The theory behind the relationship between legislation and ethics can be traced far back to Max Weber’s theory of bureaucracy (1968). In the theory of bureaucracy, Weber (1968) raised an argument that there were three forms of bureaucracy: that is the charismatic, traditional and rational or legal. He opposed the two and preferred rational or legal because it was based on rules, policies and regulations and this is the type of authority which had to be followed in public administration. The legal authority was preferred by Weber (1968) who derived six principles cited in Hughes (1998) as: fixed and official jurisdictional areas ordered by rules or laws, office hierarchy with those at higher levels supervising those at lower levels, a body of officials actively engaged in public office based upon written documents; office management by people with thorough and expert training, office demanding full working capacity, management of the office following general rules which are stable; exhaustive and which can be learned. Authority is derived from the law and rules made according to law and no other form of authority are to be followed (Weber, 1968). Legislation was seen by (Weber, 1968) to be the key
guide of administration. Weber (1968) defined the term law as a set of rules, regulations or principles used for governing human conduct at any given time. From the above observation, it can be noted that Weber considered legislation as a basis for ethical performance. However the challenge is that legislation qua legislation has not made Local Government Administrators exhibit unquestionable ethical standards in their performance of official duties. The implication of this is that legislation may not be sufficient to lead the Local Government Administrators carry out their official roles ethically. This is the gap that the current study seeks to establish and close or fill.

2.13 Conceptual Model

Basing on the literature reviewed, there are themes on legislation and civil service but they do not emphasise the relationship between legislation and ethical performance. For instance (Nsibambi, 1998; Kanyeihamba, 2002; Langseth, 1995; De finance, 1991; Harvey, 1975; and Cooper, 2001) emphasised legislation in civil service mainly without relating it to ethical performance. From the literature review the contribution of the above authors have been put together to conceptualize the relationship between legislation and ethical performance of Local Government Administrators. The hypothesised relationships among the study variables can be schematically represented as in Figure 2.2.
The conceptual framework (Figure 2.2) was constructed to reflect the relationship between legislation (independent) and ethical performance (dependant). This relationship was found to be mediated by the moral virtues local government administrators had. This implied that if local government administrators had high moral virtues, they might perform ethically and vice versa. The literature accessed did not reflect a coherent relationship that brings all the three variables together as shown in Figure 2.2. For example, Nsibambi (1998) Kahoza (1998) and Kanyeihamba (2002) all emphasised enactment of legislation as a basis for good governance in public administration. Indeed a number of laws have been enacted and implemented in Wakiso District (A). In spite of that ethical performance has remained a concern as indicated by various issues outlined in the problem statement.
To attain ethical performance one would need the virtues as a mediator of Local Government Administrators’ work. These authors focused on laws being implemented and therefore leading to Local Government Administrators performing their technical work well. The model (Figure 2.2) suggested that the methods of implementing legislation are the means of enforcing ethical performance among Local Government Administrators in Wakiso district (A and D). Whereas this is conceived to be the case, ethical performance in terms of full accountability, transparency and integrity still remains a continuous problem. The relationship between legislation and ethical performance is mediated by the virtues that Local Government Administrators hold (C). The presence of virtues is believed to enhance ethical performance with respect to full accountability, transparency and integrity. This meant that only when Local Government Administrators take virtues seriously that they perform their technical work ethically, hence the arrow C to D. So the current study was concerned with ethical performance which other authors did not consider.

This study examined the applicability of the virtue theory of ethics to Local Government Administrators. Virtue theory suggests that the aim of moral life is to develop these general dispositions called virtues, and to exercise and exhibit them in many situations. If people exercise virtues in their actions, then these actions are morally right (Velasquez, 2006). It is argued that an action is morally right if in carrying out the action the agent exercises, exhibits or develops a morally virtuous character, and it is morally wrong to the extent by carrying out the action the agent does not exercise, exhibit, or develop a morally virtuous character. (Velasquez, 2006; MacIntyre, 1985) pointed out that virtues are dispositions that enable people to achieve the good at which human practices aim. This means that even Local Government Administrators should exercise virtuous character when carrying out technical work in the district.
2.14 Summary and Gaps filled by the study

The Literature Review Chapter has surveyed the available literature and found out that many authors: Nsibambi (1998), Langthseth (1995), Ruzindana et al (1998), Kahoza (1998) and Kanyeihamba (2002) wrote about the laws enacted to guide Local Government Administrators. However, their studies left some gaps in that they did not relate legislation to ethical performance. Harvey (1975) and Bryan (2004) discussed the concept of legislation but did not tell whether Local Government Administrators are aware of the legislation and their ethical implications. Velasquez (2006) and MacIntyre (1985) wrote about virtues and how people can exercise and exhibit them in many situations. Their interest was to expound moral values at which human practices aim and without emphasis on the application of virtues.
CHAPTER THREE

METHODOLOGY

3.1 Introduction

The purpose of this Chapter is to explain fully the methodology that was used in carrying out this research. This involved the following procedures: research design, target population, sampling process and selection, preparation for data collection; instruments for data collection; determining quality of data; measurement of research variables, operationalization of the variables; data processing and ethical consideration is provided.

3.2 Research Design

A cross sectional research design was adopted for this study. This is where data is gathered just once from a cross section of sources for purposes of answering research questions (Sekaran, 2003). Furthermore, this being a snap shot study, the other research designs of longitudinal and experimental were considered unsuitable. Data were gathered from Local Government Administrators who are responsible for making decisions, providing accurate accountability, handling the public resources with honesty, managing budgets and participating in the resourcing of Wakiso District. Cross sectional research design was deemed to be the most appropriate for this study which sought to establish the contribution of legislation to ethical performance of Local Government Administrators with specific reference to Wakiso District in Uganda. This is because data were collected from different sectors of Local Government Administrators at one point in time.

Furthermore a cross-sectional survey is the most commonly used research method in social research (Amin, 2005) and can produce data which permits the establishment of causal relationships (Sarantakos, 2005). The cross sectional design required one to use a number of data collection methods and collecting information from a cross section of
respondent (Sekaran, 2003). Other scholars who used cross sectional research design include: Nabikindu (2007) did a study on the contribution of public financing to the alleviation of poverty among rural women and she used this design. Balagadde (2010) focused on the role of micro-credit institutions in the provision of financial service and found the design appropriate for his study. Mande (1999) used the cross sectional design on ethical responsibility in management and Mande (2009) did a study on the effect of cost on quality of MBA programmes. Therefore, this is a popular research design in this kind of study.

This study was a mixed method design using the dominant (quantitative) – less dominant (qualitative) design (Creswell, 2003). Quantitative research was preferred because it provides the fundamental connection between empirical observation and mathematical expression of quantitative relationship. The quantitative method also enabled the study to work out the relationships between variables. The main benefit of quantitative and qualitative approach is that it allows the strengths and weakness of each technique to be addressed and produce more convincing research findings (Creswell, 2003). At the same time, the above approach enabled an element of triangulation or convergent validity to build into research design (Creswell, 2003).

3.3 Target Population

The target population was the Local Government Administrators of Wakiso District who were approximately 2616 in total (Wakiso District Administrative Records, 2006). The Local Government Administrators were categorised by sectors: Finance, Engineering and Construction, Administration, Health centres and Education. The above sectors of Local Government Administrators participate in providing accountability, distribute resources, provide services; give information; handle resourcing in the district; receive and control
public funds. The sectors and numbers of Local Government Administrators in Wakiso District are shown in Table 3.1.

**Table 3.1: Sectors and numbers of Local Government Administrators in Wakiso**

<table>
<thead>
<tr>
<th>Category of Local Government Administrators by sectors</th>
<th>Number of Local Government Administrators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>554</td>
</tr>
<tr>
<td>Engineering and Construction</td>
<td>350</td>
</tr>
<tr>
<td>Administration</td>
<td>300</td>
</tr>
<tr>
<td>Health</td>
<td>680</td>
</tr>
<tr>
<td>Education</td>
<td>732</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2616</strong></td>
</tr>
</tbody>
</table>

Wakiso District Administrative Records, 2006

Out of the 2616, the largest sector was Education with 732, followed by Health with 680, finance 554, engineering and Construction 350, and Administration with the lowest number of 300.

### 3.4 Sampling process and selection

Since the number of Local Government Administrators was high for the current study where the respondents were scattered in different sub counties, town councils and a municipality, it would be time consuming and difficult to find all of them, as it would involve high cost of data collection and analysis. Hence sampling was the way of minimizing this problem. Sampling is the process of selecting a representative number out of the population of interest (Kakinda, 2000). Apart from the pragmatic reason of reduced cost and time saving, sampling enables a researcher to estimate some unknown characteristics of the population and make generalisation (Zikmund, 2003). Henry (1990) argued that sampling makes it possible to get a higher overall accuracy than a
census. The smaller number of cases for which the data needed to be collected means that less time was spent designing and piloting the questionnaire.

3.4.1 Sample Size

The primary step taken was to define the population that was to be sampled (the target population summarised in 3.1). The sample size was determined based on the following criteria: the required level of precision of statistical results, the level of detail in the analysis, level of accuracy, available time and budget (Veal 2005, Churchill 1987 & Sekaran, 2003). Based on the size of the target population of 2616 for Local Government Administrators, there was need to determine a minimum sample size. The “estimate” chosen was at 95% degree of accuracy which corresponds to a z-score of 1.96 (Saunders et al 2003). The minimum margin of error (e) was 5%. This calculation assumed that data would be collected from all cases in the sample and would have a 95% chance of being right (level of confidence) leaving a 5% chance of being wrong. The 95% confidence was chosen because it is used by many statisticians and it represents a reasonable level of certainty.

Using the method popularized by de Vaus (2002), the required minimum sample of Local Government Administrators that received the questionnaires was determined as follows:

\[ n = p\% \times q\% \times \left( \frac{z}{e} \right)^2 \]

where \( n \) = minimum sample

\( p \) = proportion that would respondent accurately

\( q \) = proportion that would fail or make mistakes

\( z \) = value corresponding to the level of confidence required

\( e \) = margin of error required.
In this study it was presumed that 80% of the selected respondents would answer the items on the questionnaire correctly and return them, leaving a non response rate of 20%.

By substituting the formula: \( p\% \times q\% \times \left( \frac{z}{e} \right)^2 \)

\[ n = 80 \times 20 \times \left( \frac{1.96}{5} \right)^2 \]

\[ n = 1600 \times (0.392)^2 \]

\[ n = 1600 \times 0.154 \]

\[ n = 246.4 \]

\[ n = 246 \]

This minimum sample of 246 was further adjusted using the formula developed by de Vaus (2002) as follows:

\[ n' = \frac{n}{1 + \left( \frac{n}{N} \right)} \]

\( n' \) = the adjusted minimum sample size.

\( n \) = the minimum sample size (as calculated above).

\( N \) = the total population.

Given the minimum size \( (n= 246) \) and total population \( (N = 2616) \),

\[ n' = \frac{246}{1 + \left( \frac{246}{2616} \right)} \]

\[ \frac{246}{1 + 0.09} \]

\[ n' = \frac{246}{1.09} \]

\[ n' = 226 \]

So, adjusted minimum sample of 226 Local Government Administrators was used in the study.
In determining the numbers of respondents a stratified sampling was used to select the respondents from Wakiso District, who would respond to the questionnaire. Stratified sampling was preferred because there were several sectors of respondents in the strata of the Local Government Administrators in Wakiso District. The formula used in sampling technique determined the numbers of respondents in each stratum was:

\[ r = \frac{c \times s}{p} \]

where 
- \( r \) = respondents desired from a stratum
- \( c \) = category (stratum) population
- \( s \) = desired sample
- \( p \) = population of all the Local Government Administrators.

The number of respondents from each category was determined as follows: The results are presented in table 3.2 as shown below:

Finance \( r = \frac{554 \times 226}{2616} \) \( r = 48 \) (respondents).

Engineering, Construction and Works \( r = \frac{350 \times 226}{2616} \) \( r = 30 \) (respondents).

Administration \( r = \frac{300 \times 226}{2616} \) \( r = 26 \) (respondents).

Health centres \( r = \frac{680 \times 226}{2616} \) \( r = 59 \) (respondents).

Education \( r = \frac{680 \times 226}{2616} \) \( r = 63 \) (respondents).
Table 3.2: The number of Local Government Administrators respondents from each stratum

<table>
<thead>
<tr>
<th>Category of Respondents by sectors</th>
<th>Total population</th>
<th>Sample Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>554</td>
<td>48</td>
</tr>
<tr>
<td>Engineering and Construction</td>
<td>350</td>
<td>30</td>
</tr>
<tr>
<td>Administration</td>
<td>300</td>
<td>26</td>
</tr>
<tr>
<td>Health</td>
<td>680</td>
<td>59</td>
</tr>
<tr>
<td>Education</td>
<td>732</td>
<td>63</td>
</tr>
<tr>
<td>Total</td>
<td>2616</td>
<td>226</td>
</tr>
</tbody>
</table>

Source: Author (2011)

3.4.2 Selection Techniques

After determining the number of respondents from each stratum, the individual respondent was selected using both purposive and simple random sampling techniques. Purposive sampling was applied to select the type of respondents according to the sectors where they belong. Purposive sampling is one where sampling is confined to specific types of people who can provide the desired information (Sekaran, 2003; Amin, 2005). Purposive is a judgemental sampling method whereby respondents are picked on the presumption that each would satisfy the research objectives (White 2002; Dawson, 2005). Respondents were purposively selected according to sectors. These were: Head of Finance, Head of Engineering and Construction, The Chief Administrative Officer, Director of Health services, Education Officer, Town Clerks and Sub County Administrative Secretaries. The reason for purposive selection of these heads and directors was that each sector was known and therefore the heads and directors were the right respondents to give the information from their respective sectors. The Purposive sampling was also used because of the small samples and especially in selecting cases that are particularly informative (Neuman, 2000).
Since the sample size is 226 out of target population of 2616, a simple random sampling was used. Simple random sampling was preferred because the individual to be included in the sample were to be given equal chance. The following procedures were taken to arrive at the selection criteria for individual local government administrator to be included in the sample. A list of all Local Government Administrators was obtained. This list was particularly useful for constructing a sampling frame from which the individual respondent was picked to be included in the sample. After constructing the sampling frame by numbering, from 0 to 2615, and ordering accordingly a total of 226 were selected randomly using a computer. Based on the random number method the names corresponding with the numbers selected by the computer were identified and picked and until the required sample size of 226 was obtained. This was the sample size used to constitute the respondents surveyed in the study.

3.5 Preparation for Data Collection

The procedures of data collection followed the research objectives and hypotheses. The main objective in this study was to assess the level of Local Government Administrators’ ethical performance being a dependent variable and moral virtues as a moderating variable and legislation being independent.

In order to collect data on variables, a questionnaire was developed in accordance with the guidelines given by Rotter (1966), Bandura (1997), Boles et al. (2000). After developing the questionnaire a pilot testing of the questionnaire was conducted and the outcome was used to review the questions. This pilot testing of the survey instrument was carried out in Mukono District. This District was selected for the pre-test because it was not included in the final sample for the actual data collection. A total of 30 respondents were selected to participate in the pre-test. The pre-test was mainly for further refinements of the questionnaire for glitches in wording of the question items,
clarity of instructions, as well as different terms which were corrected. Apart from section (a), section (g) section (l) section (m) in the questionnaire which had nominal, interval and ranked data, other items were rated on a five-point Likert Scale ranging from: ‘1’ ‘strongly disagree’ to ‘5’ ‘Strongly agree’; basing on the opinions and the views of respondents’ awareness of legislation, methods used in implementing legislation, Local Government Administrators’ moral virtues and ethical performance of Local Government Administrators as well as understanding of ethical behaviour at work places.

Arrangements were made to obtain research introductory letter from the Deputy Vice Chancellor in charge of Academic Affairs of Kyambogo University, and research permit from National Council for Science and Technology. An authorization letter (pp. 248) was also obtained from the Graduate School, Kenyatta University on approval of the proposal. Permission (pp. 249) to carry out research in the District was also obtained from the Chief Administrative Officer of Wakiso District.

Research assistants were identified and trained for data collection. They were trained on the procedures of data collection using the different research instruments, terms of technicality, key protocol and ethical issues to be observed.

3.6 Methods of Data Collection

To obtain quantitative and qualitative data, several instruments were used in this study. These included the following: questionnaires, interview guide, and primary and secondary document analysis.
3.6.1 Questionnaires

The main instrument used in data collection for this study was self-administered questionnaire (SAQ). The questionnaire helped to derive quantitative interpretation used in examining the contribution of legislation to ethical performance of Local Government Administrators. The questionnaire was prioritized because it works best with standardized questions that can be interpreted in the same way by all respondents (Robson, 2002) cited in Saunders et al (2003). The questionnaires are techniques of data collection in which each person is asked to respond to the same set of questions in a predetermined order (de Vaus, 2002). There seems to be consensus among researchers (Kakooza 2002; Leedy 1989; Hedrick 1993; Black, 1993) that the questionnaire and the interview guide/ schedule are the main instruments of data collection in a research of quantitative nature.

Self administered questionnaires (SAQ) were distributed to Local Government Administrators categorised in their respective departments. It had one hundred sixteen (116) items, consisting of thirteen sections: (a) personal variables, (b) awareness of legislation and ethical requirements, (c) application of legislation, (d) Local Government Administrators moral virtues; (e) methods of implementing legislation; (f) ethics contents in the law; (g) accountability; (h) meritocracy; (i) hardwork; (j) value for property and resources; (k) corruption as an indicator of unethical conduct; (l) incidences of unethical behaviour; (m) effects of unethical performance in the district. Apart from the sections (a), (g), (l), (m) which had nominal, interval and ranked data, the rest of the sections had questions based on a five point Likert scale. The scale was as follows: 1 = Strongly disagree; 2 = Disagree; 3 = Neither agree nor disagree; 4 = Agree; 5 = Strongly agree. The questionnaire is given in appendix I. All this was done to ensure that all the study objectives were taken into account.
Bakkabulindi (2000) and DeVaus (2002) observe that the questionnaire is quite effective when one is dealing with a large population in research. Wakiso is a large District where the Local Government Administrators are scattered in different stations of work. This therefore justifies the use of questionnaires in this study where the population was 226 respondents. A questionnaire method in some instances is more useful than the face to face interaction (Gilbert, 1995). So it was possible to get questionnaires to many people (226) at the same time than fixing appointments to interview each respondent individually. Through the administration of the questionnaire, this study was able to obtain information, opinions and experiences of the Local Government Administrators. This would have been difficult using any other method like review of basic records.

In designing the questionnaire, Dillman’s (2000) types of data variables such as opinion, behaviour, attribute, knowledge and skills was adapted. Opinion variables record how respondents feel about something or what they believe is true or false. Behaviour variables contain data on what people or (their organisations) did in the past, do now or will do in the future. By contrast, attribute variables contain data about respondents characteristics or things they posses rather than what they do. Knowledge embraces understanding of some aspects of legislation, ethics and performance. Skills include experience in ethics of Local Government Administrators. This is in line with the Local Government Administrators’ awareness of law, methods used in implementing the laws and their moral virtues. Based on opinion, behaviour, attribute, knowledge, skills/experience, a data requirement table was formulated as in Table 3.3
### Table 3. 3: Data Requirement Detail

<table>
<thead>
<tr>
<th>Investigative Questions</th>
<th>Variable(s) required</th>
<th>Details in which data is measured</th>
<th>Check if included in Questionnaire</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there a relationship between Local Government Administrators’ awareness of legislation and methods used for implementation?</td>
<td>Opinion, Knowledge and experience</td>
<td>Strongly disagree, disagree, Neither agree nor disagree, Agree, Strongly Agree</td>
<td>✓</td>
</tr>
<tr>
<td>Are there key methods used in implementing legislation and their contribution to moral virtues among Local Government Administrators?</td>
<td>Knowledge and experience</td>
<td>Strongly disagree, disagree, Neither agree nor disagree, Agree, Strongly Agree</td>
<td>✓</td>
</tr>
<tr>
<td>Do moral virtues of Local Government Administrators affect their ethical performance?</td>
<td>Behaviour, skill, knowledge and experience</td>
<td>Strongly disagree, disagree, Neither agree nor disagree, Agree, Strongly Agree</td>
<td>✓</td>
</tr>
<tr>
<td>Does legislation contribute to the ethical performance of Local Government Administrators?</td>
<td>Knowledge and experience</td>
<td>Strongly disagree, disagree, Neither agree nor disagree, Agree, Strongly Agree</td>
<td>✓</td>
</tr>
<tr>
<td>Do the Local Government Administrators responses differ depending on – Age, Sex, Level of education, position, experience, and salary scale?</td>
<td>Attribute about the Local Government Administrators</td>
<td>Indicate …Age, Sex, Position experience, and salary scale.</td>
<td>✓</td>
</tr>
</tbody>
</table>

3.6.2 Interview Schedule

Another instrument that was used to elicit information from a specific category of respondents was interview schedule. Taylor et al (1984), recommended the use of interviews since the conversation between the researcher and the respondent is likely to lead to more reliable answers than with any other research method. The interview method was chosen as it suited the nature of the research and the design. Kakooza, (2002); and Wisker, (2001) denoted that interviews have advantages as a method of data collection since it brings direct contact or conversation between the researcher and the respondent, and it also allows clarity of responses. Secondly, interviews give the opportunity to follow up the ideas and probe responses, which could lead to vital areas of information that the researcher might have overlooked while designing the interview schedules (Grinnell, 2001; Rothari, 2004). Nevertheless, this instrument of data collection was used to probe respondents on the contributions of legislations to the ethical performance of Local Government Administrators of Wakiso District; the extent to which Local Government Administrators have followed codes of conduct and ethics in executing duties and strategies for enhancing ethical conduct among Local Government Administrators. Both semi-structured and in-depth interviews were conducted to obtain qualitative data from the Local Government Administrators in their categorised departments.

Those interviewed included the following: Chief Administrative Office (CAO), District Police Commander (DPC), District Education Officer (DEO), District Medical Officer (DMO) and Town Clerks at various levels of town councils and Sub County Administrative Secretaries (SAS). The category and corresponding number of respondents are shown in Table 3.4.
Table 3.4: Sectors of Local Government Administrators interviewed

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Administrative Office (CAO)</td>
<td>01</td>
</tr>
<tr>
<td>District Police Commander (DPC)</td>
<td>01</td>
</tr>
<tr>
<td>District Education Officer (DEO)</td>
<td>01</td>
</tr>
<tr>
<td>District Medical Officer (DMO)</td>
<td>01</td>
</tr>
<tr>
<td>Town Clerks</td>
<td>05</td>
</tr>
<tr>
<td>Sub County Administrative Secretaries (SAS)</td>
<td>14</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>23 Respondents</strong></td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

The above Local Government Administrators were interviewed since they are responsible for making decisions, required to provide accountability, answerable for decisions and actions taken from time to time, carry on investigations for corruption cases and handle the resourcing in the district transparently. The Interview Guides are given in Appendix II.

Interviews were used to supplement the questionnaires especially where more explanation was required. The raw data was stored in form of field notes and transcripts. Through the use of interviews it was possible to gather qualitative information relevant to research hypotheses and objectives.

3.6.3 Review of Documents

One of the methods used to collect data from the field was the review of primary documents. This particular method requires reviewing all the information which has been collected by the District and therefore it provides raw information in the sense that there is no interpretation which has been given to the information and data that have been collected by different departments of the District. Document review method was deemed very
appropriate in this study because as observed by Hedrick (1993), documents allow the researcher to track what happened, when it happened, and who was involved. These documents were available at the District offices and they include: reports on blatant violation of Universal Primary Education (UPE) set guidelines; plans for investigating corrupt cases and make arrangements to defend them as the situation arises; lists displayed for Local Government Administrators involved in mismanagement of funds including forgeries of different kinds; nepotism and abuse of office by Local Government Administrators and others. These provided raw information about the operations, and disciplinary measures about performance some of which revealed elements of corruption and misuse of public resources. Other researchers like Zombeire (2004), Odeeda (2004) and Nsibambi (1998) who have done research have also used the above review of documents. Since these were important sources of information which is not available anywhere else for this study it was possible to access for example: list of circulars, work plans, reports, budgets; payrolls; training materials; programmes, press releases among others. Each document was examined and summary of content of the documents were presented as in Table 3.5.
Table 3.5: Summary of content of the documents reviewed

<table>
<thead>
<tr>
<th>Type of document</th>
<th>Nature of information</th>
<th>What happened</th>
<th>Action taken</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alleged Forgery of Academic Qualifications</td>
<td>Provision of insufficient services</td>
<td></td>
<td>Dismissed the teacher from service</td>
</tr>
<tr>
<td>(IG-Report, 2007).</td>
<td>Mismanagement of PAF Projects</td>
<td>Incompletion of feeder roads maintenance, primary health care, water and sanitation</td>
<td>Subjected to Commission of inquiry</td>
</tr>
<tr>
<td>Frame work contract (agreement) Ref. CR214/3: Officer of the chief Administrative officer</td>
<td>Curbing down illegal building developers and enforcement of collection of revenue from plan fees</td>
<td>Information that illegal buildings were going on without approved plans</td>
<td>District Engineer to monitor performance by Service Provider</td>
</tr>
<tr>
<td>Released lists of corruption between 2002-2009</td>
<td>Local Government Administrators involved in mismanagement and misappropriation of public of funds,</td>
<td>Shoddy work done</td>
<td>IGG carried the investigations.</td>
</tr>
</tbody>
</table>

Source: Author (2012)

The table presents the type of document, nature of information, what happened and action taken in each case. Further on with this type of data collection, it was possible to obtain unbiased information. This means that with the above mentioned documents the information obtained was reliable since they captured the original information. For instance, the amount of money received in the District, number of Local Government Administrators enrolled and payrolls; all mean that they provide accurate facts and figures about what happened at the District. However, the major weakness of review of documents was that they may not have covered every aspect or the whole scope the study was interested in. This shortcoming was mitigated by the questionnaire which was another
method that was used to give other perspectives and views of the Local Government Administrators.

3.6.4 Review of Secondary Data

Another method of gathering information was the review of secondary data. Secondary data refers to data which has been published or reviewed by researchers on specific areas of study. The reason of using this method was to clarify concepts to do with legislation and it included published papers, general articles, monographs, books among others. The use of secondary data is one of the recommended or popular ways of gathering information on any subject under study (Bryan et al 2003; Harris, 2001). The advantages of using this method were that it helped the researcher in the following ways: enabled one to clarify theories in legislation, ethics and performance in the study, comparing with what other people had done thereby establishing the gaps; it was possible to know the current state of research in public administration and management on which the current study is built; obtaining latest thinking and research in the study area and also establishing what had been done/ is being done or covered by other researchers. In that way, one avoids repeating what other people have done; but makes a significant contribution to knowledge.

Secondary data was reviewed in a number of places which included: Nkumba University Library, Makerere University Library, Kyambogo University library; Law Development Centre Library and websites especially those dealing with Public Administration, Ethics and Law. Review of secondary literature as a method of research has been used by many researchers including the following: Aheebwa, (2000); Amin, (2005); Basu, (1994); Chapman, (2001) and Dillman et al (2000).
3.7 Determining the Quality of Research Tools

Prior to using the questionnaire to collect data it was pilot tested. The purpose was to refine the questionnaire so that respondents have no problem in answering the question and no problem in recording the data. It enabled the assessment of questions validity and likely reliability of the data. The issues of reliability and validity were taken into account by this study. This is because the data collected had to be reliable and valid (Saunders et al 1997) if an accurate conclusion was to be drawn.

3.7.1 Validity Test

There are different types of validity, some of which include criterion and construct validity. The former aims at assessing whether a test reflects a certain set of abilities while the latter refers to whether the operational definition of a variable reflects the true theoretical meaning of a concept. However, this study considered only the content validity. White (2002) intimated that validity is concerned with the idea that the research design fully addresses the research objectives and hypotheses that have to be answered and achieved. Validity in this case refers to the extent to which an item on the questionnaire measured the concepts it represented. Content validity in this study was applied so as to reveal whether the wording of the items used to measure a concept were clearly related to the concept or one of its dimensions. In the current study validity was determined using Content Validity Index (CVI). An expert opinion was sought on the suitability (accuracy) of the questions. A full questionnaire was prepared using the following scale:

1 = not relevant at all; 2 = may be relevant; 3 = relevant; 4 very relevant. The formula used to calculate content validity index (CVI) was:

\[
CVI = \frac{\text{Number of items declared valid}}{\text{Total number of items on questionnaire}}
\]
From the pre-test result and view of the supervisor, as well as expert opinion, 99 items out of 124 were declared valid. The content validity index (CVI) test using the above formula yielded 0.87. The CVI of 0.8 was higher than the popular cut-off point of 0.6 (Amin, 2005). This meant that the items on the questionnaire were considered valid and could measure the study variables quite appropriately. In other words the items on the questionnaire could bring out the desired responses.

3.7.2 Reliability Test

The reliability of the questionnaire arose from a pilot of 30 Local Government Administrators of Mukono District. Reliability can be described as the extent to which any measuring procedure gives the same or similar results if the test is repeated with the same respondents (Koul, 2004). Reliability is about consistency of the research scales (White, 2002). Although there are different forms of reliability, the current study focused on internal consistency reliability. This is the type that measures whether several items on the questionnaire that propose to measure the same general construct produce similar scores. So the internal consistency reliability was measured with Cronbach’s (1964) alpha test. The method of computing reliability is:

$$\alpha = \frac{k}{k-1} \left( 1 - \sum \frac{\sigma_k^2}{\sigma^2} \right)$$

Where $$\sum \sigma_k^2$$ = the sum of variance of the items in the test.

$$\sigma$$ = standard deviation of the test. This was done in order to establish the internal consistency of the study variables. The reliability test is presented in Table 3.6
Table 3.6: Reliability

<table>
<thead>
<tr>
<th>Variables</th>
<th>Number of Items</th>
<th>Cronbach's Alpha</th>
</tr>
</thead>
<tbody>
<tr>
<td>Awareness</td>
<td>12</td>
<td>.834</td>
</tr>
<tr>
<td>Application of legislation</td>
<td>8</td>
<td>.870</td>
</tr>
<tr>
<td>Moral virtues</td>
<td>7</td>
<td>.750</td>
</tr>
<tr>
<td>Methods of implementing legislation</td>
<td>12</td>
<td>.793</td>
</tr>
<tr>
<td>Ethics requirement</td>
<td>9</td>
<td>.901</td>
</tr>
<tr>
<td>Ethical performance</td>
<td>28</td>
<td>.954</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>76</strong></td>
<td><strong>.85</strong></td>
</tr>
</tbody>
</table>

The average Cronbach alpha coefficient was 0.85. The reliability’s Cronbach alpha which is as high as 80% is good because it is above the usually accepted higher level of 75% (Sullivan, 2001). It is further held that the higher the coefficients are, the better the instrument (Sekaran, 2003; & Field, 2006). However, reliability greater than 95% is not desirable because it suggests that items may be entirely redundant. Given the fact that the above coefficients were high, it is appropriate to infer that the scales used in the study were consistent and reliable.

3.7.3 Multicollinearity Test
Multicollinearity exists when there is a strong correlation between two or more variables. Multicollinearity poses problem for regression analysis and therefore there was need its presence or absence before regression analysis. One way of identifying multicollinearity was to scan a correlation matrix of all the variables included in the study. The Pearson correlation coefficient was used to measure the strength of the linear relationship between the variables and this was presented in the appendix (III).

According to the correlation Matrix table (appendix III), the relationship between the variables ranged between 0.176 to 0.458, is an indication that they were not highly correlated, therefore, independent of each other. This is consistent with Cohen and
Holliday (1998) where a multiple correlation coefficient of 0.7 or above is considered a high relationship. This means that the awareness of laws, methods of implementing legislation, belief in accountability and consistent in accountability were the right variables to include in the study.

3.7.4 Normality Tests

Before embarking on the final statistical analysis the data were examined for normal distribution. A normal distribution is assumed by statistical procedures. Normality in this study was assessed using the graphical method. The graphical method was chosen because it provides a visual assessment by looking at the histogram or by looking at normal probability plot produced by SPSS package.

Although all the variables were subjected to normality test, the dependent variable (ethical performance) was the focus since it was the variable to be explained. The histogram and corresponding stem and leaf plot (Appendix IV for histogram) show a normal curve for ethical performance data. Further normality test was carried out using quantile-by-quantile or Q-Q plot (Appendix V). The Q-Q plot formed a 45-degree line indicating that the observed values were in conformity with hypothetical distribution. Q-Q plots plotted the quantiles of ethical performance variable’s distribution against the quantiles of the test distribution.

A detrended Q-Q plot (Appendix VIII) obtained in the same way in SPSS, provided similar information. If a variable is normally distributed, cases in the detrended Q-Q plot should cluster around the horizontal 0 line representing 0 standard deviations from the 45-degree line seen in the non-detrended Q-Q plot. The detrended Q-Q plot was useful for spotting outliers.
The box plot test was used to indicate the presence of outliers and skewness in the dependent variable (ethical performance). In the graph (Appendix VI) for ethical performance the height of the rectangle indicated the spread of the values for ethical performance. The horizontal dark line within the rectangle indicated the mean for standardised variable, ethical performance. If most of the rectangle is on one side or the other of the mean line, this indicates the dependent is skewed (not normal). In the graph (Appendix VI) the lower part of rectangle was approximately the same with the upper part of the rectangle hence indicating normal distribution.

3.8 Measurement of Research Variables

There are several scales that were used in this study. The first one, on personal variables, was a nominal scale. The variable on awareness of legislation and methods used for implementation was measured using the following Likert Scale; ranging from 1-5 where: 1. strongly disagree 2. Disagree 3. Neither agree nor disagree 4. Agree 5. Strongly agree. The same scale was used to measure the variables on Local Government Administrators moral virtues, methods of implementing legislation among Local Government Administrators, accountability, integrity and transparency and corruption. The variable on accountability was measured using a similar ranging from very low to very high where: 1. Very low 2. Low 3. Moderate 4. High 5. Very High. The variable on incidences of unethical behaviour was measured on a scale of 1-4 where: 1. Never 2. Rarely 3. Sometimes 4. Always. The final variable on effects of unethical performance in the district was measured using percentages from 10% to 100% of the individual rating.
3.9 Operationalisation of the Key Variables

The overall objective of this study was to examine the contribution of legislation to ethical performance of Local Government Administrators in Wakiso District, in relation to awareness of laws by the Local Government Administrators, methods of implementation and moral virtues of Local Government Administrators. Before the objectives were accomplished there was need to identify the dependent and independent variables, and describe how they would be measured. In this study, the independent variable was legislation and dependent variable was ethical performance. These variables were operationalised as below: Legislation was subdivided into three sub-variables - awareness of legislation, application of legislation and methods of implementing legislation for Local Government Administrators. While ethical performance was subdivided into four sub-variables - accountability, meritocracy, hard work and value for public property and assets. Meanwhile moral virtues were a moderating variable with belief, consistence application and perception as sub-variables.

3.9.1 Legislation

The sub-variables of legislation are explained below:

Awareness of laws

As for the awareness of the legislation, it was measured by rating what respondents know about the Constitution, Public Service Act, Local Government Act, Public Finance Act, Leadership Code, Standing Orders and whether these Local Government Administrators have had training on law. A five point likert scale was used (Strongly Disagree, Disagree, Neither Agree nor Disagree, Agree and Strongly agree).
Application of legislation

Much as Local Government Administrators are aware of laws, they are expected to apply them in their day-to-day office work activities. A five point likert scale was used (Strongly Disagree, Disagree, Neither Agree nor Disagree, Agree and Strongly agree).

Methods of implementing legislation

The methods of implementing legislation for Local Government Administrators was measured by the number of training, workshops, circulars issued to Local Government Administrators, frequency of press releases and number of Local Government Administrators prosecuted. A five point likert scale was used ranging from Strongly disagree (1) to Strongly agree (5).

3.9.2 Ethical Performance

Ethical performance was measured by full accountability, transparent and integrity. This was supported by Basu (1994), Haque, (2000), Chapman (2000). Kailasam and Geeta (2004), Ahmed (2004). The following scale was used to measure accountability (1=Very low, 2 = Low, 3= Moderate, 4= High, 5= very high).

Accountability was measured in terms of providing accurate financial reports, use of resources for intended purposes, giving service to the people, providing accurate communication and responsiveness to people’s needs; and accountable for decisions and actions.

Transparency was measured by allocation of resources, declaration of funds, carrying out recruitment and promotion on merit; and keeping open line of communication. A five point likert scale was used.
Integrity was measured through employees’ trustworthiness, honesty, having strong moral principles; perseverance, loyalty and respect. A five point likert scale was used ranging from Strongly disagree (1) to Strongly agree (5).

### 3.9.3 Moral Virtues of Local Government Administrators

Having considered both independent and dependent variables, it was important to note that the relationship between the independent and dependent variables would be mediated by moral virtues of Local Government Administrators. This variable was measured by the Local Government Administrators’ belief, consistence application and perception on accountability, transparency, and integrity. This was measured using a ten point interval scale. After the operationalization in the questionnaire, the next step was to determine the source and type of measurement of each of the variables. There are alternative measurements of the variables depending on the type of data. Diamantopoulos and Schlegelmilch, (1997) cited by Saunders et al (2003), identified alternative measurement such as nominal, ordinal and interval. Nominal equates to descriptive and ordinal to ranked data. While interval states the difference between any two data values that can be emitted on a five-point or more scale. Table 3.7 gives a summary:
Table 3. 7: Summary of sources of data, and type of data

<table>
<thead>
<tr>
<th>Variable</th>
<th>Source of Data</th>
<th>Operationalisation in the questionnaire</th>
<th>Measurement of Variable/Likert Scale</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Personal Data</strong></td>
<td>Local Government Administrators</td>
<td>Section A</td>
<td>Nominal</td>
</tr>
<tr>
<td>Independent Variable</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Legislation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-Awareness of laws and ethics.</td>
<td>Local Government Administrators</td>
<td>Section B</td>
<td>Interval</td>
</tr>
<tr>
<td>-Application of legislation.</td>
<td>Local Government Administrators</td>
<td>Section C</td>
<td>Interval</td>
</tr>
<tr>
<td>-Methods of Implementing legislation.</td>
<td>Local Government Administrators</td>
<td>Section E</td>
<td>Interval</td>
</tr>
<tr>
<td>Dependent Variable</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ethical performance</td>
<td>Local Government Administrators</td>
<td>Section F</td>
<td>Interval</td>
</tr>
<tr>
<td>-Accountability</td>
<td>Local Government Administrators</td>
<td>Section G</td>
<td>Ordinal</td>
</tr>
<tr>
<td>-Transparency</td>
<td>Local Government Administrators</td>
<td>Section H</td>
<td>Interval</td>
</tr>
<tr>
<td>-Integrity</td>
<td>Local Government Administrators</td>
<td>Section I</td>
<td>Interval</td>
</tr>
<tr>
<td>Mediating Variable</td>
<td>Local Government Administrators</td>
<td>Section D</td>
<td>Interval</td>
</tr>
<tr>
<td>Moral virtues of Local Government Administrators</td>
<td>Local Government Administrators</td>
<td>Section D</td>
<td>Interval</td>
</tr>
</tbody>
</table>

*Adopted from the Questionnaire (2012)*
3.10 Data Preparation and Processing

Qualitative data was transcribed by typing the text from tape-recorded interviews, handwritten field notes and memos into word processing documents. Meaningful segments were coded. Each interview was assigned a number or code. After completing the initial coding of qualitative data, a summary and reorganisation of data was done. This was followed by searching for relationships in the data, since there are no ‘quick fix techniques in qualitative analysis (Pope et al 1996). As for coding and data entry quantitative data was edited and then coded. Extra questionnaires were distributed in anticipation for those that would be incomplete, or some irregularities in answers and those that would not be filled at all. The total number of questionnaires that were distributed to respondents was 300 out of which 226 were the target number of respondents for the study. Data was directly entered into SPSS Window called the Data Editor using (version 17).

3.11 Methods of Analysing Quantitative Data

The quantitative approach to data analysis involved the presentation of the findings descriptively in form of frequency tables with varying percentages. Descriptive statistics were used to describe the basic features of the data in a study and present quantitative descriptions in a manageable form. SPSS software version 17.0 was used to obtain inferential statistics, to reach conclusions that extend beyond the immediate data alone and to make inferences from the data to more general conditions (Cohen et al 1998). The following analyses were used: Pearson’s Product Moment, Linear Regression Analyses, Factor Analysis and Path Analysis Output.

Pearson’s Product Moment Coefficient was used to determine how strongly the scores of two variables are associated with each other in the following objectives: Pearson’s Correlation Coefficient was used to test hypotheses that established relationship between
awareness of legislation and methods used for implementation. It was also used to test hypothesis 3 to establish relationship between the moral virtues of Local Government Administrators and ethical performance. In order to test hypothesis 4 a simple linear regression was used to determine the effect of legislation to ethical performance.

Hypothesis 2 was tested with Factor analysis to find out the key methods used in implementing legislation and moral virtues of Local Government Administrators. Factor Analysis is a collection of methods used to examine how underlying constructs influence the responses on a number of measured variables. Factor analysis was used for the following reasons. First, to simplify a set of data by reducing a large number of measures (in which some may be interrelated causing multicollinearity) for a set of respondents to a smaller manageable number of factors (which are not interrelated) that still retain most of the information found in the original data set. Secondly, to identify the underlying structures of the data in which a large number of variables may really be measuring a small number of basic characteristics (constructs) of the sample.

The principle component analysis (PCA) was used since it works better where data reduction must be performed (De Coster et al 2004). The responses from the participants in the study were subjected to factor analysis, which allowed intercorrelations between the factors to be revealed. The Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy was used to show that the data was adequate for factor analysis. Kaiser (1974) cited in Field (2006) recommends a bare minimum of 0.5 and that values between 0.5 and 0.7 are mediocre, values between 0.7 and 0.8 are good, values between 0.8 and 0.9 are great and values above 0.9 are superb. Factor loadings greater or equal to 0.5 were regarded as significant, and factors with eigenvalues greater than 1 (based on scree tests and KMO stopping rule) were used to decide on optimal number of factors to retain.
The fourth hypothesis was tested by a simple linear regression in order to determine the effect of legislation on ethical performance of Local Government Administrators. This was considered by regressing independent variable against dependent variable.

A hypothesised model regarding the contribution of legislation to ethical performance was carried out using path analysis. In the path analysis model (p. 191) the independent (X) variable is called exogenous variable, implying that it is the only variable which has no arrows pointing to it. In the development of a hypothesised model three (endogenous variables) emerged as dependent variables. The dependent (Y) variables are endogenous variables as they had arrows pointing to each of them. For this analysis they were: methods of implementing legislation (2), moral virtues (3), and ethical performance (4). Each endogenous variable was explained by one or more variables in the model. An endogenous variable could be a cause of another endogenous variable, but not of an exogenous variable. A path analysis indicated the direct effect of a variable assumed to cause an effect on another variable. In the model the exogenous was legislation while the endogenous were methods, moral virtues and ethical performance as indicated in chapter four. (Hair et al 1998) pointed out that path diagrams are the basis for the path analysis, the procedure for empirical estimation of the strength of each relationship (paths) depicted in the path diagram.

3.12 Analysis of Qualitative Data

The information generated from in-depth interviews was transcribed and summarised following developed themes and sub-themes related to the four specific objectives of the study. Thus, the material was subjected to thematic analysis to establish possible disparities and nuances in meaning. This enabled the researcher to compare the data across and discover connections between themes, which offered a reliable and elaborate interpretation of the research into the contribution of legislation to ethical performance of
Local Government Administrators in Wakiso District local government. Qualitative data was analysed by use of thematic analysis approach dealing with data that involved the particular patterns of coding (Miles et al 1994). This study used Krueger’s (1994) framework analysis approach. The advantage of the Krueger’s (1994) framework analysis is that it provides a clear series of steps, which help the researchers to manage large amount and complex nature of qualitative data much more easily. Another advantage of Krueger’s (1994) framework analysis is that although it uses a thematic approach similar to that of Miles et al (1994), it allows themes to develop both from research questions and narratives from the participants. Framework analysis, as described by Ritchie et al 1994; Ritchie et al 2003; Silverman, 2006), is an analytical process which involves a number of distinct though highly interconnected stages.

The process of data analysis began during the data collection by skilfully facilitating the discussion and generating rich data from the interview, complementing them with notes. This stage was followed by familiarisation with the data, which was achieved by reading the transcripts in their entirety several times and reading the notes taken during interview and summary notes written immediately after the interview. The aim was to immerse in the details and get a sense of the interview as a whole before breaking it into parts. During this process the major themes began to emerge.

The next stage involved identifying a thematic framework, by writing memos in the margin of the text in form of short phrases, ideas or concepts arising from the texts and beginning to develop sectors. At this stage descriptive statements were formed and an analysis was carried out on the data under the questioning route.

The third stage of indexing comprised shifting the data, highlighting and sorting out quotes and making comparisons both within and between cases.
The fourth stage of charting, involved lifting the quotes from their original context and re-arranging them under the newly-developed appropriate thematic content. Indexing and charting from a transcribed text. Indexing and charting was also used as a means of managing the data. One of the most important aspects of this task was data reduction, which was achieved by comparing and contrasting data and cutting and pasting similar quotes together.

Having gone through this systematic process, the data were then ready for the final stage of analysis that is, mapping and interpreting. In this case, one of the tasks was not only to make sense of the individual quotes, but also to be imaginative and analytical enough to see the relationship between the quotes, and the links between the data as a whole. Krueger (1994) provides seven established criteria, which suggest the following headings as a framework for interpreting coded data, words, context; internal consistency; frequency and extensiveness of comments; specificity of comments; intensity of comments; and big ideas. These are:

*Considering the actual words used and their meaning.* In this the participants talked about the terms, for example, ‘ethical performance’, and it became evident that their actual experience reflected understanding of what is expected from them at the work places.

*Considering the context.* The wording of the moderators’ questions and subsequent comments made by others in the group influenced the context within which the comments were made. The respondents were never asked directly to talk about their actual experience while performing ethically and the requirements of laws, although when the conversation got round to talking about how they felt and what they thought about the future, it seemed that they needed to recount their experience.
Considering the frequency and extensiveness of comments. Frequency related to consideration of how often a comment or view was made. The term extensive refers to the number of participants who expressed a particular view in relation to the study themes.

Intensity of the comments. In this, the depth of feelings in which comments or feelings of respondents were expressed was considered.

Considering any changes in opinion or position by the participants. For example, the common quotes about misappropriation of public funds, corruption, irrelevance in application of law and un followed cases in corruption clearly indicated some changes in participant’s views and an extent of consensus.

Specificity of responses. Greater attention was placed on responses referring to personal experience as opposed to hypothetical situations.

Big ideas. Larger trends or concepts that emerged from an accumulation of evidence and cut across the various discussions formed the big ideas. Finally those interview notes were coded, analysed and incorporated in the presentation of results and interpretation.
Table 3.8: A summary of the methods of data analysis

<table>
<thead>
<tr>
<th>Variable</th>
<th>Statistical Analysis used</th>
<th>Reasons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relationship between awareness of legislation and methods of implementation.</td>
<td>Pearson’s coefficient Correlation</td>
<td>To determine the direction of the relationship between awareness of the legislation and methods of implementation.</td>
</tr>
<tr>
<td>Methods of implementing legislation and moral virtues of Local Government Administrators.</td>
<td>Factor analysis</td>
<td>To obtain the most popular methods used to implement legislation and moral virtues of Local Government Administrators.</td>
</tr>
<tr>
<td>Relationship between moral virtues and ethical performance.</td>
<td>Pearson’s Coefficient Correlation</td>
<td>To establish the direction of relationship between the moral virtues and ethical performance.</td>
</tr>
<tr>
<td>The effect of Legislation to ethical performance.</td>
<td>Simple Linear Regression Model</td>
<td>To determine the effect of legislation to ethical performance of Local Government Administrators.</td>
</tr>
<tr>
<td>Effect of legislation on ethical performance</td>
<td>Path analysis</td>
<td>To generalise a model on legislation and ethical performance.</td>
</tr>
</tbody>
</table>

Source: Author (2012)

3.13 Output from the field research

Using the methods described in this chapter the following was obtained from the field: With that data, it was possible to do the analysis and report the findings in the form of a high standard thesis. The results of this thesis would be immediately available to a fairly large targeted audience in the civil service. The version of the findings would be scheduled for publication in public policy documents and journals. The information from the findings would be disseminated to stakeholders. District Service Commission of Wakiso would use the findings and recommendation of this study to develop suitable strategies to prepare the workers for better performance. Finally, formulation and
implementation with regard to legislation and ethical performance of Local Government Administrators in Wakiso district would be enhanced.

3.14 Ethical consideration

The principle underlying research ethics is paramount and concern issues such as confidentiality, honesty and respect for individual rights. Welman and Mitchell (2005) identify consent, right of privacy, protection from harm and deception as ethical problems that require serious consideration by social researchers. Ethical considerations were taken care of during field research. For instance, during the interview, the individual rights were taken care of by requesting for appointments for the interview to be conducted. Furthermore, issue of confidentiality was considered by assuring the interviewees that no recording whatsoever would be done; consent of the respondents was sought before distributing the questionnaires and right of privacy was considered by avoiding interviewing respondents outside the place of work.

Respect for individual rights was considered by seeking rapport before delivering questionnaires or conducting the interviews. Furthermore, to gain the confidence of respondents, the interviewees’ names were not mentioned though in few cases false names were used as a way of concealing their true identity. Therefore, the names of the interviewees which are mentioned in this study are not the real names of the respondents.

3.15 Summary

This Chapter gave the description of the research methodology which included: research design, target population, sampling process and selection; preparation for data collection, instruments for data collection; measurement and operationalisation of key variables.
CHAPTER FOUR
PRESENTATION AND DISCUSSION OF FINDINGS

4.1 Introduction

In this Chapter, empirical findings of the study are presented using descriptive and inferential statistics. The findings are presented in the following order: the demographic characteristics of the Local Government Administrators who participated in this study as respondents; objective one on the awareness of legislation and methods used for implementation of legislation to ensure ethical performance, objective two on the key methods used in implementing legislation and their contribution to moral virtues among Local Government Administrators as a basis of ethical performance; objective three on the moral virtues of Local Government Administrators and ethical performance; finally objective four on the effect of legislation on ethical performance of Local Government Administrators. Each objective has been presented and discussed in line with the findings. Before the presentation and discussion of the findings, the descriptive statistics concerning the respondents are given in section 4.2.

4.2 Demographic Characteristics of the Respondents

The demographic characteristics explored included age, sex, highest academic qualifications attained; occupation, years of service at the work place and position at the work place. This information was considered vital in order to articulate how each demographic characteristic is linked to the study variables. First demographic variable considered is the age of respondents. Age of a respondent is very important in this research because it indicated the suitability of the respondents for performance at work. The modal age of respondents in this study was in the range of 30-39 years (39.7%). This category was followed by those aged between 40-49 years (28.9%), meaning that the
respondents constitute active workforce who are still capable of being trained and learn on the job. The training and learning on the job would give the category of workers more understanding of the laws for better performance in the district. The distribution of the age of respondents is presented by a pie chart as in Figure 4.1

![Pie chart: Age distribution of respondents]

**Figure 4.1: Age distribution of respondents**

From the pie chart approximately 39% of the respondents were in their 30s and 29% in their 40s. These are people who were born and grew up during and after the chaotic years that followed Amin’s regime. Their attitude to morality cannot be taken for granted. Most respondents had been born in 1960s and 1970s. They are now officers in Public Service in Uganda in general and Wakiso District in particular. They are a unique generation because the social milieu they were exposed to as young people was one of brutality and fighting. They were the most appropriate age group to include in this study.

The second demographic variable was sex. Sex was considered important in that involvement of either sex in decision making minimises prejudice based on gender
issues. Approximately equal number of men (52%) and women (48%) were involved in the leadership positions in Wakiso District. The sex distribution of the respondents was presented by a pie chart as in Figure 4.2.

![Pie chart showing sex distribution of respondents.](image)

**Figure 4.2: Sex distribution of respondents**

The sex composition of respondents being 52% female and 48% male was important for this study because it implies there is gender balance in planning and decision making for Wakiso District activities in particular and in Public Service in general. So as far as sex composition was concerned the 52% versus 48% was about the equity in sex composition and therefore appropriate to include in the study as respondents. Data on academic qualifications attained by respondents were collected. The result was presented using bar graphs as shown in Figure 4.3.
Figure 4.3: Respondents’ level of education

Since Local Government Administrators are educated it implies that they understand and have the ability to interpret the laws that enable them to uphold ethical requirements in the execution of their duties. This made it easier to give them self administered questionnaires. This is confirmed by the graph which shows that about 43% of the Local Government Administrators hold Bachelor’s degree, 32% hold Diploma; 11% at Post Graduate Diploma level while 5% at Master’s degree level; leaving only 10% as certificate holders. These qualifications were attained in different areas of specialisation such as education, health, administration, engineering and finance. All these implied that respondents were well suited to answer questions of this study.

The experience of the Local Government Administrators in Wakiso District was another demographic variable considered. The result shows that only 8% has experience of less than one year; 25% has experience of one to three years; 22% fall between four to six
years; while 23% have experience of seven to ten years. This is presented by bar graphs as shown in Figure 4.4.

![Bar graph showing distribution of respondents by working experience](image)

**Figure 4.4: Distribution of respondents by working experience**

The majority of the respondents had served the district for more than one year. This implies that they were knowledgeable and experienced in their work. Only 8% had worked for less than one year, possibly because they were new entrants in the civil service. If years of service can be equated to experience, then the respondents have acquired experience at different levels which means these are people who know the workings of Wakiso District at different levels. Following this and by beginning of this study (2006), those who have worked for six years and above must have participated in formulating the laws in the district through workshops and seminars. They must have participated in formulating the laws in the district, in all workshops and seminars about legislation that have been given in the district in the past ten years. Since these people were likely to have had a good amount of time to reflect on the legal and ethical
implications of their work, it is right to infer that they were appropriate respondents for the study.

Local Government Administrators’ belong to different occupations and departments. This explains that the requirement for ethical performance is spread out in the various occupations and departments in the district, implying that all Local Government Administrators are obliged and expected to adhere to ethical requirements at their workplaces. Data on occupation of the respondents are presented by way of bar charts as in Figure 4.5.

![Bar Chart of Respondents’ Occupations](image)

**Figure 4.5: Respondents’ occupations**

There are seven key occupations in the District as seen in Figure 4.5. In Figure 4.5 Finance and Accounting represent 13%; those in Teaching about 30%; Medical, 22%; Administration is 16%; Engineering, 4%; and Agriculture 6%. There are those who belong to other professionals: veterinary, surveying, social work, community
development and information technology constituting 8%. All these were appropriate respondents because they were united by being employees of government, of one district and one locality. For that reason they served the same people using the same laws and bye-laws as required in Wakiso District.

In the district, a good number of Local Government Administrators were found to be at management level. The middle management (52.34%) was followed by lower management (21.09%), technical professional (16.41%); and top management with 10.16% respectively. This implied that they were at the level where performance and implementation of laws and policies are quite critical because as heads of department and sections; they had overall responsibility of overseeing proper adherence to the laws and policies that govern district operations. The results of the management levels of respondent are as shown in Figure 4.6.

![Pie chart showing management levels of respondents]

**Figure 4.6: Management levels of respondents**

In view of the above demographic findings, the Local Government Administrators of the district are involved in planning, decision making and implementation which give them
opportunity to be ethical in their work performance in line with national legal requirements and Wakiso District bye laws. This made them the right people to participate in this study as respondents on legislation and ethical performance in Wakiso District.

4.3 The relationship between Local Government Administrators’ awareness of legislation and methods used for implementation of legislation to ensure ethical performance.

This section presents an analysis of the relationship between Local Government Administrators’ awareness of legislation and the methods used for implementation. The key terms or words in this objective are: awareness of legislation and methods of implementing laws. Each of these words is clarified before data about them are presented.

The Local Government Administrators are made aware of the laws using various methods and when one is aware of the laws, one would equally be aware of the ethical requirements of the laws. Awareness implies that one knows what the law covers, the contents of the law, readiness to apply what one is aware of, and the implications of the law for professional conduct. So awareness in this study goes beyond having information about an issue to include appropriation of that information in such a way that it can be applied in various situations. Objective one is therefore presented and discussed under the following subsections.

4.3.1 Local Government Administrators Awareness of Legislation

Awareness of legislation is one of the major factors that enable Local Government Administrators to be conversant and hence comply with requirements of the law. Awareness may not be necessarily translated into belief. That is to say if people have high level of awareness of legislation it means that they have the information on different
laws. Therefore, this does not necessarily mean that one has to change his/her mind of what the laws say.

During field research respondents were requested to provide their views by indicating the level of agreement or disagreement with items that were formulated to elicit their opinions in relation to their level of awareness of legislation. The responses were based on a five point likert scale ranging from strongly disagree to strongly agree. Accordingly, extremely positive responses (such as strongly agree) were given a higher score (5) while negative responses like strongly disagree were assigned a low score (1), where the former implied higher level of awareness while the latter signified low awareness of the legislation. The responses to a series of statements on this variable are given in Table 4.1.

**Table 4.1: Awareness of legislation**

<table>
<thead>
<tr>
<th>Item</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware of the contents of the Constitution</td>
<td>69</td>
</tr>
<tr>
<td>Local Government Act (LGA)</td>
<td>67</td>
</tr>
<tr>
<td>The Public Service Act</td>
<td>66</td>
</tr>
<tr>
<td>The Standing Orders</td>
<td>65</td>
</tr>
<tr>
<td>Leadership Code</td>
<td>78</td>
</tr>
<tr>
<td>Public Finance Act</td>
<td>88</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

As indicated in Table 4.1, the findings do reveal that 69% of Local Government Administrators were aware of the contents of the Constitution. It is clearly indicated in Article 2 of Uganda’s Constitution 1995 that all other laws like the Local Government Act (1997), the Leadership Code (1995); Public Service Act (2008); Standing Orders (2000) and Public Service Act (2008) should not contradict it. Table 4.1 further revealed that 31% of Local Government Administrators in the district were either not aware of
some sections of the Constitution or its contents. This implies that their implementation of the law is limited and so their ethical performance is likely to be inadequate.

The results for the awareness of the Local Government Act showed 67% of awareness of legislation. The Act requires Local Government Administrators to be ethical in their service delivery by exercising impartiality, objectivity; transparency; integrity, efficiency and effectiveness while executing their duties.

The majority (66%) of the respondents also indicated knowledge of the requirements of the Public Service Act which emphasises delivery of services in a professional and non-partisan way; promoting the effectiveness and efficiency of government entities and equality of employment opportunity in the public service. The Act further requires public servants to apply the merit principle in appointing persons with abilities, aptitude, skills, qualifications, knowledge, experience and personal qualities relevant to carrying out the duties in question.

The findings further revealed that most (65%) of the respondents who filled the self-administered questionnaire were knowledgeable of the contents of the Standing Orders which among other factors require Local Government Administrators to exercise ethical behaviours or conduct at their work places. The Standing Orders include providing accurate accountability to superiors, the general public, to themselves and other agencies. The Standing Orders in addition require Local Government Administrators to maintain a high standard of personal conduct both in carrying out their duties and caring for others outside the official duties.

Local Government Administrators in the District are guided by the Leadership Code. The results revealed that 78% of Local Government Administrators were aware of the contents of the Code. This requires them to declare their incomes, assets and liabilities
from time to time and how they acquired the property; to ensure the promotion and maintenance of honesty, probity, impartiality in public affairs and the protection of public funds and other public property.

Furthermore, the Public Finance Act requires the Local Government Administrators to give accurate accountability, District Auditor to audit all accounting officers and receivers of district revenues and all persons entrusted with the collection, receipts, custody, and issue of payments of public money. In other words, district officials are supposed to make decisions about the funds they get and give explanation to the government every financial year. Since the results revealed that 88% of the Local Government Administrators were aware of the Act, meaning that they have had information about it and if this is not part of the Local Government Administrators character/belief, then they can still do things that are unethical. This implies that Local Government Administrators must adhere to the requirements of the Act and be able to put it in practice while performing their day to day activities. Hence, conduct which concentrates on providing a firm basis for ethical requirements only succeeds in developing a workplace culture which focuses on compliance with the legislation.

4.3.2 The Role of Experience in Awareness of Legislation

Awareness may increase with accumulation of information. The more time one stays in civil service, the more information one accumulates. For that matter, Local Government Administrators will be more aware than those who are just coming in the civil service who are not aware of the history and scope of issues in the district. The district brings in different levels of professionals like the accountants, engineers, finance officers, administrative officers; health doctors and head teachers. So as Local Government Administrators work, they tend to be aware of the legislation in that particular district. Experience is further reflected in the age of respondents meaning that the older someone
is the more likely one is aware of the legislation at the district. For instance the age group of respondents at the district is shown in Table 4.2.

**Table 4.2: Age Category of Respondents**

<table>
<thead>
<tr>
<th>Age Group (Years)</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-29</td>
<td>13.67</td>
</tr>
<tr>
<td>30-39</td>
<td>38.67</td>
</tr>
<tr>
<td>40-49</td>
<td>28.91</td>
</tr>
<tr>
<td>50-59</td>
<td>17.19</td>
</tr>
<tr>
<td>60 and above</td>
<td>1.56</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

This means that as someone stays longer at the work place, one gathers information and facts which make him/her aware of legislation. Age also affects the physical and psychological state of a person. It is in line with this that the Government of Uganda set the normal retirement age for Local Government Administrators to be between 55 and 60 years (Pension Act, Cap 286 revised 2001). Much as older people are expected to be physically slow, they tend to be psychologically stable. Most old people have stable values. On the other hand, young people are likely to be more interested in exploring things, though they may lack experience and may not have the level of maturity in terms of decision making and values. Awareness is more than just getting information about something; it includes adapting an issue or something which influences ones choices, actions and decisions. Hence Local Government Administrators’ awareness of legislation in this case is enhanced by ones work experience attained over a period of time.

Experience further implies that staff have been employed for some time and in the course of their employment they have been able to learn and improve their abilities, knowledge and methods of performing their duties. Although experience is usually
associated with time duration or the time one has taken working in an organization, the most important issue is not the time, but rather the skills, knowledge, methods and other capabilities an employee may have gained over time. It can be therefore argued that the employees who had worked for longer time should be more aware of the legislation and also of the ethical requirements.

The longer a civil servant stays in the district employment, the more used he/she becomes to implementing laws to different situations, thus gaining experience. Data on the duration of service was sought to ensure that the information provided by the respondents was based on sound working experience. Whereas there are ethical obligations and codes of conduct particularly to each profession within Local Government Administrators, it was envisaged that Local Government Administrators with more years of working experience display a higher understanding of legislation than the new entrants. This is likely to lead the former to perform better in ethical performance. This is because those who spent more years at the district working in different capacities were exposed to the code of conduct, Leadership Code Act (2000), policies, work methods, technology and work etiquettes and other laws pertaining to ethical performance at the work place. The new comers were not yet well conversant with the legislation and ethical requirements in the laws at the district.

In order to determine the relationship between awareness and experience, Pearson’s Product Moment Correlation was executed. A bivariate correlation matrix that was employed to test this relationship revealed results that are given in Table 4.3.
Table 4.3: Correlations between Awareness of Legislation and Experience

<table>
<thead>
<tr>
<th></th>
<th>Awareness of legislations</th>
<th>Years of service at the district</th>
</tr>
</thead>
<tbody>
<tr>
<td>Awareness of legislations</td>
<td>Pearson Correlation</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Sig. (2-tailed)</td>
<td>.317**</td>
</tr>
<tr>
<td></td>
<td>N</td>
<td>226</td>
</tr>
</tbody>
</table>

*Correlation is significant at the 0.01 level (2-tailed).

Source: Author (2011)

The results reveal that there was a low positive significant relationship between experience and awareness (r (226) = .317, P<0.01). This implies that the more a person does the job the more likely he/she is to accumulate a lot of information about the awareness of the legislation and ethical requirements which are embedded in the laws.

Awareness is about information accumulation. The experience in terms of years is that the longer the period people have worked in the district, the more information they have accumulated. The regression result, Table 4.4, showed that there is a contribution of 10% to awareness of law.

Table 4.4: Regression of awareness of Legislation and experience at work

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
<th>t</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
<td>Beta</td>
<td>Beta</td>
</tr>
<tr>
<td>1</td>
<td>constant)</td>
<td>3.109</td>
<td>.105</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Years of service at the district</td>
<td>.151</td>
<td>.030</td>
<td>.317</td>
</tr>
</tbody>
</table>

a. Dependent Variable: Awareness of legislations

Source: Author (2011)
The model summary produced the Adjusted $R^2$ of 0.096 (9.6%) which meant that experience alone contributes about 10% percent to awareness of the law. This implies that those who are not experienced may not be aware of the law at the same level with others or those that have had the experience. The result of $\beta = .317, P< 0.05$ showed that awareness of legislation had a significant relationship with the experience at work.

### 4.3.3 Awareness of Legislation and Education Levels

Does education increase awareness of the law? Respondents in the district comprised of the core staff who are professional people, well educated and trained in their specific areas of specialization. This means that many of them had diplomas (32.03%), degrees (42.97%), professional qualifications and postgraduate diplomas (10.55%) and masters with 4.69% respectively. So it became necessarily to investigate whether the high levels of education contribute to the awareness of the law. Therefore the study is dealing with people who are well educated. This was clearly shown earlier in Figure 3. The majority of them were graduates. A good number of them were well educated. Those who had certificates (9.77%) were primary teachers and medical nurses, who go for training after their Uganda Certificate of Education (‘O’ Levels) and become trained people in the district. However, it was important that education which people had led to their awareness of their different levels. Some of them had diplomas, degrees, post-graduate diplomas and master’s degrees that include the accountants, local government chiefs, cashiers; heads of department and administrators of the district respectively. Since all the Local Government Administrators were educated they are expected to be aware of legislation and to have information about the laws that govern the various activities in the district. The correlation result as shown in Table 4.5.
To investigate this issue, first of all a correlation was carried out and the results indicated that there was no significant relationship between education level and awareness of the law. The reason for this is that the Local Government Administrators were trained in their own areas of specialisation. That is to say, people had degrees, diplomas, certificates in health education, financial management, public administration, environment, land management among others. This means that these Local Government Administrators in the district had good training in their specific professionals but had not been introduced to all the laws that govern the work in the district. If all the laws are put together the Local Government Administrators are likely not to be aware because they are trained as professionals not district administrators. A simple linear matrix also did not reveal that there was a significant contribution to awareness of the law \[ r (226) = .070, \ P>0.05 \]. The frequency distribution and corresponding percentage of education levels of the respondents are presented in Table 4.6.

**Table 4.6: Distribution of education levels of respondents**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Certificate</td>
<td>21</td>
<td>9.3</td>
</tr>
<tr>
<td>Diploma</td>
<td>75</td>
<td>33.2</td>
</tr>
<tr>
<td>Bachelor's Degree</td>
<td>98</td>
<td>43.4</td>
</tr>
<tr>
<td>Post-graduate</td>
<td>23</td>
<td>10.2</td>
</tr>
<tr>
<td>Master's Degree</td>
<td>9</td>
<td>4.0</td>
</tr>
<tr>
<td>Total</td>
<td>226</td>
<td>100.0</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

To investigate this issue, first of all a correlation was carried out and the results indicated that there was no significant relationship between education level and awareness of the law. The reason for this is that the Local Government Administrators were trained in their own areas of specialisation. That is to say, people had degrees, diplomas, certificates in health education, financial management, public administration, environment, land management among others. This means that these Local Government Administrators in the district had good training in their specific professionals but had not been introduced to all the laws that govern the work in the district. If all the laws are put together the Local Government Administrators are likely not to be aware because they are trained as professionals not district administrators. A simple linear matrix also did not reveal that there was a significant contribution to awareness of the law \[ r (226) = .070, \ P>0.05 \]. The frequency distribution and corresponding percentage of education levels of the respondents are presented in Table 4.6.

**Table 4.5: The relationship between education levels and awareness of the law**

<table>
<thead>
<tr>
<th></th>
<th>Awareness of legislations</th>
<th>Highest education level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Awareness of legislations</td>
<td>Pearson Correlation</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Sig. (2-tailed)</td>
<td>.070</td>
</tr>
<tr>
<td></td>
<td>N</td>
<td>226</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*
In relation to the highest academic attainment of participants who responded to the items of the questionnaire, the findings further indicate that besides being adult members of the community, the respondents also possessed adequate academic qualifications with the majority of 98 (43.4%) having a Bachelors degree, followed by diploma holders who totalled to 75 (33.2%). Among the various things education is supposed to make people knowledgeable and informed. Therefore it is presumed that the more people are educated the more they should have information about the laws that govern their issues in the district.

4.3.4 Awareness of Legislation increases with Position Levels

The higher the position of a person in the department, the greater the responsibility. For this reason if an officer is to perform well he/she must be conversant with the laws and policies that govern the operation in the department. The term position refers specifically to the levels within the hierarchy either in the district or department. For instance, they may be educationist in the district but their positions could be teachers, Deputy Head teachers, Head teachers, Inspectors of schools. All the above mentioned are positions but when one moves from one level to another it is presumed that a person gets an initial training or an induction which enables this civil servant to obtain information regarding his/her work area. When somebody is in a higher position that person has a privilege of getting all categories of information. In that way, he/she becomes aware of the laws that work in a particular district. So it was important to examine whether position of a person occupied in the department or district increases ones awareness of the law in the district. The proportion of awareness of laws and position of staff is illustrated in figure 4.7
Position at work in figure (8) also shows that Local Government Administrators in the different positions were represented in this study comprising of participants occupying top management positions with (10%). These included the CAO, the Deputy, and the three assistants at the District, Sub County and at the Town Council level. The Local Government Administrators in the middle management positions had (53%) and these were mainly the top officials such as the Town Clerks, Treasurers; Internal Auditors at the District, Sub County and at the Town Council level. Similarly, persons in the lower management had (21%) constituting of Secretaries, Typists, Messengers; and the other categories whose positions at work fell under technical professionals with (16%). These were Teachers, Health workers, Engineers and Agricultural extension workers. However, it should be noted that the middle management calibre of workers constitute a bigger percentage of the Local Government Administrators that responded to the questionnaire. It is this middle management where many technocrats are found to handle the district affairs.

The awareness of law with position of staff was analysed using both correlation and regression test. Table 4.7 indicates that Correlation tests produced results
which revealed that there was a low negative significant relationship between awareness and position \[ r (226) = -1.177, p<0.01 \].

**Table 4.7: Correlation between awareness of legislation and position**

<table>
<thead>
<tr>
<th>Awareness of legislations</th>
<th>Pearson Correlation</th>
<th>Position at work</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Sig. (2-tailed)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>N</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Awareness of legislations</th>
<th>1</th>
<th>-.177**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sig. (2-tailed)</td>
<td></td>
<td>.008</td>
</tr>
<tr>
<td>N</td>
<td>226</td>
<td>226</td>
</tr>
</tbody>
</table>

**. Correlation is significant at the 0.01 level (2-tailed).

Source: Author (2011)

This meant that if the awareness of legislation is limited it is only the Local Government Administrators in high position who would be aware of legislation. The more the awareness is increased within the civil service, the less dependent it becomes on positions at work place. Although there is a relationship between position and awareness after sometime the awareness stops being dependent upon the position one occupies in the department or district. Training in the district policies, through circulars and seminars to make one conversant with the information required in the law is also carried out to Local Government Administrators according to ones position. The result of the regression was presented in table 4.8

**Table 4.8: Regression of awareness of laws and position**

<table>
<thead>
<tr>
<th>Coefficients*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Model</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>1</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

Source: Author (2011)
Furthermore, a simple linear regression indicated that there was linearity of the model \[ F(1, 224) = 7.246, p<0.01 \]. It also produced an adjusted R\(^2\) of .027 which meant that position contributed only 3% to the awareness of legislation. There was a low negative relationship \( \beta = -1.77, p<0.01 \) respectively. The contribution of position to awareness of legislation is low and negative, meaning that it is possible for all public servants to gain awareness of the law without necessarily occupying a specific position in the organization. This is possible because there are methods used to make all Local Government Administrators aware of the law. The methods as explained elsewhere in this study include: giving out circulars, holding workshops, press releases, presentations at meetings and so on. Through these methods, most public servants get the information concerning the law and for that reason the differences in awareness based on positions are not critical or permanent.

### 4.3.5 The Effect of Methods of Implementation on Awareness of Legislation

It is important to consider how the methods of implementing legislation contribute to peoples understanding of the laws. This is because as pointed out in the literature review under section 2.7, each of the methods used for implementation has an effect on awareness of legislation. It is also important to note whether or not the methods used in implementing legislation also help Local Government Administrators to comprehend the laws.

In order to determine the effect of the methods on the awareness of legislation, an analysis was carried out. The analysis revealed that the methods have effect as
follows: workshop, 0%; circulars, 6%; attachment of a legal, 9%; press release, 8% and training 10%. From the given percentages, it can be noted that each method had an effect apart from workshops.

4.3.6 The Contribution of the Methods to the Application of Laws

Each law and each method was considered to find out how each of the methods contributed to each of the application of the laws. For instance, if training, workshop, circulars, press release, attaching legal officer and prosecution were used, how much does each method contribute to each of the application of laws? The strength of the relationships between these variables was determined by running several regressions. The regression results were so many and they could not be included in the write up of the thesis, since each regression comes with four sets of the methods, model summaries, ANOVA and coefficients. The results were all grouped together into one table as shown in Table 4.9.

Table 4.9: A Simple Linear Regression Matrix on the Contribution of the Methods to the Application of Laws

<table>
<thead>
<tr>
<th>Method</th>
<th>Adherence to constitution</th>
<th>Workshops</th>
<th>Circulars</th>
<th>Press Release</th>
<th>Attaching Legal Officer</th>
<th>Prosecution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adherence to constitution</td>
<td>-0%</td>
<td>6%</td>
<td>0.6%</td>
<td>0%</td>
<td>2%</td>
<td>0%</td>
</tr>
<tr>
<td>Local Government Act</td>
<td>2%</td>
<td>10%</td>
<td>6%</td>
<td>-4%</td>
<td>2%</td>
<td>3%</td>
</tr>
<tr>
<td>Public Service Act</td>
<td>0%</td>
<td>9%</td>
<td>0.9%</td>
<td>0%</td>
<td>0%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Standing Orders</td>
<td>0%</td>
<td>5%</td>
<td>1.1%</td>
<td>0.7%</td>
<td>0.7%</td>
<td>2.4%</td>
</tr>
<tr>
<td>Public Finance Act</td>
<td>-0.4%</td>
<td>2.3%</td>
<td>-0.4%</td>
<td>-0.5%</td>
<td>-0.2%</td>
<td>0.2%</td>
</tr>
<tr>
<td>PPDA</td>
<td>-0.1%</td>
<td>10%</td>
<td>3.4%</td>
<td>0.7%</td>
<td>0.3%</td>
<td>0%</td>
</tr>
<tr>
<td>Leadership Code</td>
<td>-0.35</td>
<td>4.1%</td>
<td>6%</td>
<td>0%</td>
<td>-0.1%</td>
<td>-0.4%</td>
</tr>
<tr>
<td>Local Government Administrators taking laws seriously</td>
<td>0.1%</td>
<td>5.3%</td>
<td>4%</td>
<td>-0.4%</td>
<td>-0.2%</td>
<td>-0.4%</td>
</tr>
</tbody>
</table>

Source: Author (2011)
From the above regression assessment the analyses were done revealing that the method of workshops was one of the significant contributions to the methods of implementing laws. From Table 4.9, adherence to the Constitution contributed 6%. The Local Government Act contributed 10%, Public Service Act had 9%, Standing Orders, 5%, Public Finance Act 2.3%, PPDA 10%, Leadership Code 4.1% and Local Government Administrators taking the laws seriously with 5.3% respectively. The representation of the press release percentages contributed 4% to the Local Government Act, 0.7% to Standing Orders and PPDA, 0% to adherence to Constitution and Public Service Act. The other methods therein contributed negatives. The method of attaching a legal officer contributed 2% to the adherence to the Constitution and Local Government Act, 0.7% to Standing Orders, 0% to Public Service Act and 0.3% to PPDA. Prosecution as a method contributed 3% to the Local Government Act, 2.4% to Standing Orders, 0.3% to Public Service Act, 0.2 to Public Finance Act and 0% PPDA and adherence to constitution

Elsewhere the contribution was in negative. Lastly but not least training was the less significant method which contributed 2% to Local Government Act. Otherwise elsewhere the contribution was in negative. Generally the contribution of other methods to the application of laws was fair since all of them showed relatively low positive and negative contributions. Figure 4.8 depicts the results of the methods of implementing legislation.
In Figure 4.8 it is shown that workshops had more influence in implementing legislation. The LGA was followed by circulars and press releases. Similarly workshops had more influences in implementing PPDA, followed by circulars, press releases and prosecution. Both had limited influence on the implementation of legislation. The total influence of all methods on implementing LGA was 27%. While the total influence of all methods on implementing PPDA was only 14.3%. That implies that 87.37% was not influenced by the methods considered in this study.

4.4 Testing of hypothesis one:

*The first hypothesis (H0₁) was stated as: There is no significant relationship between awareness of legislation and methods used for implementing legislation to strengthen ethical performance.*

This hypothesis was first tested using Pearson’s Correlation Coefficient. The test revealed that there was a moderate positive significant relationship between awareness of legislation and methods used for implementing legislation ($r (226) = .468$, $p<0.01$). The results of the correlation are shown in Table 4.10.
Table 4.10: Correlation between awareness of legislation and methods used for implementing legislation

<table>
<thead>
<tr>
<th>Methods of implementing the legislation</th>
<th>Pearson Correlation</th>
<th>Awareness of legislations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Methods of implementing the legislation</td>
<td>Sig. (2-tailed)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>N</td>
<td></td>
</tr>
</tbody>
</table>

 Pearson Correlation 1.468**  
 Sig. (2-tailed) .000  
 N 226  

*. Correlation is significant at the 0.01 level (2-tailed).  
Source: Author (2011)

The hypothesis was also tested using a simple linear regression. The results of this test are indicated in table 4.11.

Table 4.11: showing simple linear regression of awareness of legislation on methods used for implementing legislation

<table>
<thead>
<tr>
<th>Coefficientsa</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
</tr>
<tr>
<td></td>
<td>1.796</td>
<td>.202</td>
</tr>
<tr>
<td></td>
<td>.439</td>
<td>.055</td>
</tr>
</tbody>
</table>

a. Dependent Variable: Methods of implementing the legislation  
Source: Author (2011)

The result indicates that there is a moderate linear relationship $\beta = .468$, p<0.01. The ANOVA Table 4.12 confirms the linear relationship between legislation and methods of implementation ($F (1,224) = 62.825$, p<0.01).
Table 4.12: ANOVA

<table>
<thead>
<tr>
<th>Model</th>
<th>Sum of Squares</th>
<th>df</th>
<th>Mean Square</th>
<th>F</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Regression</td>
<td>15.785</td>
<td>1</td>
<td>15.785</td>
<td>62.825</td>
<td>.000</td>
</tr>
<tr>
<td>Residual</td>
<td>56.281</td>
<td>224</td>
<td>.251</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>72.066</td>
<td>225</td>
<td>.251</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. Predictors: (Constant), Awareness of legislations
b. Dependent Variable: Methods of implementing the legislation
Source: Author (2011)

The most important part of the table is the F-ratio (Field, 2005) which is the ratio of the average variability in the data that a given model can explain to the average variability unexplained by the same model. It is used to test the overall fitness of the model in simple or multiple regressions. From the above, F is 62.825, which is significant at p<0.01. Therefore, the conclusion was that the regression model overall was good and predicts the methods of implementation.

The result in the model summary had an Adj. $R^2$ of .216. This meant that the model explained 22% of the variations in methods used for implementing legislation. The remaining 78% could be explained by other factors which were outside the scope of this study. The result of regression analysis is as shown in Table 4.13.

Table 4.13: Regression results of awareness of legislation and methods for implementation

<table>
<thead>
<tr>
<th>Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Unstandardized Coefficients</strong></td>
</tr>
<tr>
<td><strong>Model</strong></td>
</tr>
<tr>
<td>(Constant)</td>
</tr>
<tr>
<td>Awareness of legislations</td>
</tr>
</tbody>
</table>

a. Dependent Variable: Methods of implementing the legislation
Source: Author (2011)
Furthermore, in the table above the regression results yielded coefficients with Beta = .468, p<0.01. The results substantiate the fact that legislation is very important in advancing methods of implementation among Local Government Administrators of Wakiso District. The “Coefficients” provides information on the effect of individual variables on the dependent variable and the confidence with which the estimate for each is supported. Since the “sig” value is <0.01, it is assumed that the estimate in column “B” could be assessed as true with 99% level of confidence.

In conclusion there has been a moderate significant relationship between legislation and methods of implementation. Awareness of legislation contributes to some extent to the methods of implementation. In this regard, Local Government Administrators are made aware of laws through various methods of implementing legislation.

4.5 The key methods of implementing legislation and their contribution to moral virtues of Local Government Administrators

This section is about the key methods used in implementing legislation and how much they contribute to moral virtues of Local Government Administrators. The findings on the following issues are presented and analysed: a description of the methods used in implementing legislation, the key methods used in the district; the contribution of the methods to the moral virtues of Local Government Administrators.

4.5.1 Methods used in implementation of legislation

Methods used in implementing legislation in Uganda’s districts include: training, workshops, circulars, press releases, publicity through mass media, seminars and prosecution of offenders. The same methods are used to implement national laws like the Constitution of the Republic of Uganda (1995) and Local Government Act (1997). They are also used to implement professionally focused laws like Public Finance Act (2000,
Leadership Code of Conduct Act (2000), Public Service Standing Orders (2000), Public Procurement and Disposal of Public Assets Act (PPDAA), 2003, Public Finance Act 2000 and Local Governments Financial and Accounting Regulations (1998). When the above methods are well implemented it means that Local Government Administrators are able to apply effectively the requirements of law in the execution of their duties. The main purpose of legislation is to be a custodian of order and set rules that all individuals (Local Government Administrators) are expected to follow in order to achieve social control. The use of the above methods of implementing legislation is imperative to make Local Government Administrators understand the laws and practise them. This chapter analysed these methods one by one and identified the most commonly used methods. Before the summary to the chapter, there was a section where the contribution of the methods to moral virtues of Local Government Administrators was analysed.

4.5.2 Training as a method of implementing legislation

Training is the process of providing learners with specific knowledge and skills in order to enable them perform specific public tasks. This is supported by Baum (1996) who pointed out that training is a systematic process through which enterprises’ employees gain knowledge and develop skills by instruction and practical activities that result in improved corporate performance. Training is an educational process which utilises systemic and organised procedures by which Local Government Administrators learn technical knowledge and skills for a definite purpose as required by the laws. Training and capacity building aim at various categories of local government staff for achieving the objectives of enhancing accountability, setting high standards of conduct at work places, exercising transparency, effectiveness and efficiency especially when allocating resources, appointing staff; ensuring promotion and maintenance of honesty in public affairs in Wakiso district.
Some of the training, their objectives, number of participants and the law concerned as have happened in Wakiso District in the recent past are given in Table 4.14.

<table>
<thead>
<tr>
<th>Year</th>
<th>Training</th>
<th>Objective</th>
<th>Participants</th>
<th>Law concerned</th>
<th>Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>PPDPA</td>
<td>Procurement Compliance</td>
<td>112 Heads of Departments</td>
<td>PPDPA (2003)</td>
<td>Six days</td>
</tr>
<tr>
<td>2003</td>
<td>Corruption Investigative techniques</td>
<td>Capacity Building for staff</td>
<td>26 Officers</td>
<td>Local Governments Act (LGA) 1997</td>
<td>fourteen days</td>
</tr>
<tr>
<td>2003</td>
<td>Controlling corruption</td>
<td>Capacity Building for staff</td>
<td>04 Officers</td>
<td>Local Governments Act (LGA) 1997</td>
<td>Ten days</td>
</tr>
</tbody>
</table>

*Source: Wakiso District Resource Centre 2002/2009*

All the above selected trainings held between 2002 and 2009 were organised by IGG for the Local Government Administrators at individual and group levels. These training sessions emphasized the benefit of declaring one’s wealth as specified in the *Leadership Code Act* (2002). The law requires that: “A person shall (a) within three months after becoming a leader, and (b) thereafter every two years, during the month of December submit to the Inspector General of Government a written declaration of the leaders income, assets and liabilities, the names, income, assets and liabilities of his or her spouse, child and dependant in the prescribed form, without prejudice to the rights of the leaders spouse, child and dependant to independently own property.” (Part II; 4 2(a) and (b). The purpose of this provision is to encourage leaders to be ethical and to guide their decision in situations involving conflict of interest. This is a situation where a leader has
got to make a decision between his or her personal interest and public interest. At district level the concerned leaders are: Resident District Commissioner, Deputy and Assistant Resident Commissioner, Chief Administrative Officer, Deputy Chief Administrative Officer, Town Clerk and Assistant Town Clerk, Treasurer and Deputy Treasurer, Head of Department, Head of Secondary School/Tertiary Institution, and member of any Board or Commission.

This law further prohibits a leader from accepting gifts exceeding five currency points; engaging in a contract in which the leader or relative has personal interest or stake; using public property for personal gain; using official information for personal advantage; improperly acquiring property; neglecting one's financial obligation; furthering foreign interests at the expense of national; practising favouritism or nepotism.

The training was intended to create awareness and emphasize the above provisions among others. In view of the above focus, it is true to infer that training was used as a method of implementing legislation in the district. After that training IG began to get declarations from the leaders as shown above.

Furthermore a training session was held in 2003 to sensitize the Local Government Administrators on the procurement process and compliance to the legal requirement as per the *Public Procurement and Disposal of Public Asset Act* (2003). This law provides for open domestic bidding; open international bidding; employees (like Local Government Administrators) upholding ethical principles especially integrity; requiring Local Government Administrators to disassociate from situations of conflict of interest, requiring Local Government Administrators to respect confidentiality of information and to avoid using such information for personal gain; avoiding business arrangements that do not allow fair competition; Local Government Administrators to avoid accepting
business gifts and to refrain from business hospitality that may influence one’s business decision. This was purposed to enhance their ethical performance in relation to value for money.

So the above training involved Accounting Officers, Commercial Officers at the district, and members of procurement committees/contract committee comprised of a Chairperson; Secretary and three persons appointed including a lawyer, appointed by the Accounting Officer. In the training they learn among other things the basic principles many of which emphasize ethics. For instance: no-discrimination, transparency, accountability, fairness, competition, confidentiality, economy and efficiency, [PPDPA Act (2003) Part IV 43-54].

It is through training that Local Government Administrators who are concerned with procurement come to learn the requirements of the law and be able to implement it as required. In that way it is true to say that training is one of the methods the district uses to implement the laws that govern the performance of duties in the district.

In the years 2002 and 2009, the Ministry of Local Government under the Local Government Act (1997) initiated training for capacity building of Local Government Administrators in corruption investigative techniques, controlling corruption, transparency and standard of conduct at work places at the district (IGG Report to Parliament, 2010). The Local Governments Act (LGA) 1997 requires all local government Local Government Administrators to behave ethically. Furthermore the law (LGA 1997) requires Local Government Administrators at the district to make the district budgets, financial statements and advertise all jobs and tenders. So the trainings involving: DPP, Accounting Officers, Heads of Department, Head- teachers of public primary and secondary schools, Chairperson of LC III’s at sub county levels at the district. Other district officials who
attended the same training include: Resident District Commissioner, Assistant Resident Commissioner; Chief Administrative Officer; Town Clerk, Treasurer, Deputy Treasurer and Head of Secondary School/Tertiary Institutions. Specifically in the training of 2009 issues like impartiality, objectivity, transparency, integrity, efficiency and effectiveness were emphasised to Local Government Administrators. At the end of the trainings participants made individual assessments acknowledging the relevancy of the training in their duties.

In an interview with the Heads of Department at the district head quarters, it was stated that, ‘Local Government Administrators do appreciate the input by the district to equip them with the necessary skills, and the challenge now is to apply the methods used in implementing legislation effectively in our execution of work’ (Interview held on 20th February 2010). This means that there is a contribution that training as a method of implementing legislation is appreciated by Local Government Administrators. So training is an important method in as far as effecting laws and bye laws in the district are concerned.

In Uganda, training of legislation for Local Government Administrators is also done at Law Development Centre (LDC). The (LDC) offers a certificate course in Administrative Officers’ Law to Local Government Administrators to enable them gain knowledge concerning legal issues at work places. Local Government Administrators and public officers are introduced to the administration of justice and law enforcement in the country. For example they are introduced to administrative law, criminal law, criminal procedures, constitutional law, human rights and recent legislations.

The course content for Administrative Law comprises the introduction to the concept of administrative law, purpose, the administrative process, meaning of administrative agency, administrative structure of the Government of Uganda, the civil service and its
classifications; functions of Local Government Administrators; disciplinary procedures, the structure of local governments and its functions. Criminal law includes the following issues: the nature of criminal law; the purpose of criminal law; the methods of criminal law, reasons for punishment; defences in criminal law and cases highlighted therein. As for criminal procedures it focuses on meaning and purpose of procedural law, nature of criminal prosecutions, the distinction between criminal proceedings and civil proceedings and sources of criminal procedure, court systems in Uganda and their jurisdiction, trial procedure, sentencing and orders.

Local Government Administrators are also introduced to Constitutional law (Public law). It reflects the definition of constitutional law, classifications of constitutions, types of governments, the rule of law, constitution history of Uganda, constitution of Uganda and Parliament of Uganda. In human rights Local Government Administrators are introduced to the basic concepts, historical development of human rights, nature and classification of human rights, international human rights, African concepts of human rights, analysis of some specific rights (equality and non-discrimination, the right to a fair trial and others). These courses help promote better understanding of law and to improve the efficiency of the Local Government Administrators in the performance of their duties. However, this training is so comprehensive in terms of content since it covers twenty different topics. The training runs the whole day meaning that the trainees were covering three hundred sixty hours (360) a month. The training would start from 7.00 a.m to 7.00 pm: covering 12 hours a day. According to the (LDC) training policy one has to cover 20 credit units in one month with each being equivalent to 18 hours.

The training course is of one month duration within which all the contents are covered. The methods used in teaching include: lecture, group discussion, and case studies. A
lecture method is relevant where the students have limited knowledge of the aspect. Hence, lectures are cost effective in cases of teaching large numbers, in terms of using limited resource materials, making available to learners the most up to date formation and facts through the lecturers, individual research and preparation. As for group discussion it is used on areas where students are knowledgeable so as to bring up the application aspect of the knowledge. The method enhances interaction between the lecturer and students, and between students and students. However, the method is criticised for providing opportunity to a fluent learner to dominate the discussions, and the need to have a lecturer who can ably control and guide the discussion. A case study involves presentation of a real situation problem which took place in an organisation on a given topic and a participant is required to give his/her view of how such a problem could have been solved.

Local Government Administrators are exposed to various trainings in the laws. In spite that exposure the Councillors of Wakiso Town Council were suspicious of some cases of district officials embezzling huge amounts of public funds intended to pay staff salaries and allowances, finance projects and repair of government vehicles. Further still, it was also believed by some head teachers that some district officials were involved in stealing drugs meant for hospitals and dispensaries conniving with procurement officials to get money (an interview of 19th August 2010). When money is misappropriated it becomes difficult to provide accurate accountability. When accountability is either lacking or inaccurate, the CAO is summoned to either sessional committee of parliament or to the public accounts committee to explain the issues of inaccurate accountability. For instance the CAO and other district officials were summoned in Public Accounts Committee to explain the alleged misappropriation of public funds (TS/159/2007) issued on 21/01/2009.
4.5.3 Workshops as a method of implementing legislation

In addition, there are workshops conducted to sensitize Local Government Administrators on various issues concerning their work area. A workshop is a task-oriented meeting organised around a particular topic or activity. Typically, it involves a relatively small number of participants of (20-40). The objectives of workshops are: (a) to highlight specific aspects of issues to be applied in planning, (b) provide focus and direction to participants, (c) resolve conflicts and work towards a consensus; (d) to demonstrate findings and conclusions of the work effort; (e) to give a ‘snapshot’ of community concerns and reactions to actual service delivery of Local Government Administrators; (f) to discuss statutes and regulations and ‘clear the air’ on contentious issues (Katusiime, 1997). Table 4.15 show the details of the workshop.

**Table 4.15: Workshop for Local Government Administrators**

<table>
<thead>
<tr>
<th>Year</th>
<th>Workshop</th>
<th>Objective</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>Leadership Code</td>
<td>Effectiveness in enforcing the Leadership Code in civil service.</td>
<td>96</td>
</tr>
<tr>
<td>2002</td>
<td>Financial regulations</td>
<td>Enhancing good governance through Improved financial accountability and transparency.</td>
<td>143</td>
</tr>
<tr>
<td>2003</td>
<td>Constitutional rights</td>
<td>To have people take constitutional rights.</td>
<td>216</td>
</tr>
<tr>
<td>2004</td>
<td>PPDP</td>
<td>Procurement and Disposal standard and practices.</td>
<td>125</td>
</tr>
</tbody>
</table>


There was a workshop held in 2000 to sensitise the Local Government Administrators of the district on how to be effective in enforcing the Leadership Code which Local Government Administrators are required to implement. This means that if corruption has to be fought effectively, it is desirable that the fight starts from the top leadership who are in charge of management of the affairs of the state. These should demonstrate good leadership and accountability so that the people they lead can emulate them.
In the year 2000, district workshops were held to emphasise the significance of effective financial management and transparency for all Local Government Administrators. Such workshops often attract a large number of participants from different areas of specialization. Since they are interactive in nature, they allow participants to ask questions, receive clarifications and gain knowledge. However, some Local Government Administrators interviewed expressed their displeasure that some workshops restrict participation to only top district leadership, leaving out the majority of the district personnel. This is a drawback on building local institutional capacity, since all employees are part of the entire local government system, and yet corruption does not segregate rank or level. However, respondents commented that workshops tend to run for a limited time and it is hard to fit everything that one wants to cover into a single workshop, hence failure to address pertinent issues.

A workshop took place in 2003 where the Local Government Administrators were educated on public constitutional rights to acquire public services, and to make them aware of their civic duties and responsibilities without having to pay bribes. They were to be accountable and answerable for the services rendered, to procure public goods and services which are value for money and to report any corrupt practices. The workshop further emphasized on the adherence to the handling Procurement as per the legal requirement to avoid sub-standard goods and services, for purposes of private gain and ‘air’ supply. Issues like bribes to officials for procurement of items without supporting documents and payments made with no actual supply of items were pointed out. Such acts exhibit corrupt behaviour.

Additionally, a workshop took place in 2004 on procurement and disposal standard and practices of Local Government Administrators. It is a requirement by the Public Procurement and Disposal of Public Asset Act (2003) that the public procurement system
of the district complies with the law, makes it transparent, less prone to corruption and capable of delivering demonstrable value for money. In this regard the Local Government Administrators are required to have several proforma invoices to verify the goods/items procured at a given time, and to treat information gained in relation to procurement work as confidential. The workshop further discussed the issues of where the Act requires the civil servant to display professional application of fair competitive, non discriminatory and value for money, procurement and disposal standard practices since this turned out to be a contentious issue, as exclaimed by some respondents that corruption distorts the Procurement Department in Wakiso District. Workshops enable people to interact, understand and be able to share the best ways of making effective application of law in civil service.

Workshops are usually conducted by the IGG, for example, during 2007 a workshop was held to educate Wakiso District Local Government Administrators on the virtues of enhancing good governance through accountability and transparency. Good governance was meant for Councillors, Sub County Administrative Secretaries and Heads of Department. The idea was that officials need to get some kind of training so that they know what is expected of them.

4.5.4 Press release as a method of implementing legislation

Another method for implementing legislation was issuing press releases. A press release is an official statement that is specially prepared and issued to newspapers and other news media for them to make the issues known to the public. For example, the Minister of Finance after releasing UPE funds issues a press release to districts for that purpose. The purpose of press releases is to make the information known to the public in order to encourage transparency. If the district officials claim that they did not get the money, then
the public can challenge them. Press releases aim at providing information concerning the activities and behaviour of Local Government Administrators. For instance, a press release (2003) emphasised honesty, transparency and accurate accountability, curbing corruption; ensuring standardised procurement and disposal practices with an aim of having people exercise their constitutional rights. Table 4.16 show the details of the Press Releases for Local Government Administrators

<table>
<thead>
<tr>
<th>Year</th>
<th>Press Releases</th>
<th>Issues of concern</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>Leadership Code</td>
<td>Honesty and accountability</td>
</tr>
<tr>
<td>2004</td>
<td>Local Governments Act (LGA)</td>
<td>Impartiality, objectivity and transparency.</td>
</tr>
<tr>
<td>2006</td>
<td>Inspectorate of Government Report</td>
<td>Accountability, integrity and disciplinary measures</td>
</tr>
</tbody>
</table>

Press releases originate from various line ministries depending on the issues to be addressed. For instance, a press release was put in Volume 18 No. 234 (*The New Vision*) Wednesday October, 2003; in which the IGG appealed for confirmation from leaders of local governments concerning declarations of income, assets and liabilities in line with the *Leadership Code* (2000). Press releases therefore, are methods that enable Local Government Administrators fulfil the legal requirements in the country and district.

In 2004, the Ministry of Local Government placed a press release Number ADM/140/04 for all Chief Administrative Officers, Town Clerks, Sub County Chiefs to directing all local government Accounting Officers to promptly and visibly display information on Notice Boards concerning all government monies (including donor-funds) received at the Districts, Municipality, Town Council and Sub-County as applicable and at all times. The press release was further directing local government Accounting Officers to erect suitable sign posts on all government investments (including donor-funded projects) so
that the public knows who is funding them. This is as emphasised by the *Local Governments Act (LGA) 1997*. The Act requires that “all local government Local Government Administrators behave ethically while executing their duties and they should exercise impartiality, objectivity, transparency, integrity, efficiency and effectiveness”. This shows that the law goes hand in hand with ethics because impartiality, integrity and transparency are aspects of ethics.

Another press release in 2006 pointed out how Local Government Administrators are required by the Inspector of General Government (IGG) to declare their income, assets and liabilities from time to time and how they acquired the property. Emphasis was on punishment to Local Government Administrators in case of breaching the Code of Conduct. The Code further aims at ensuring the rule of law in public offices; accountability by public officials; integrity among the public and transparency in the exercise of administrative functions by public officials. Press releases are therefore issued regularly in order to keep Local Government Administrators aware of their obligations.

Press and news releases are important in encouraging public involvement in fostering accountability in the civil service. A case in point is that in the early 1990s surveys undertaken in Uganda to track education expenditures from the central government to the school level determined that fewer than 20 percent of per-student capitation grants were reaching the schools for which they were intended. This information, spread through public radio broadcasts, spurred schools and parents to demand better service and accountability from the district. This also motivated the district to tackle theft and strengthen disbursement procedures. Such resulted into over 90 percent of the funds allocated for different activities reaching their target. The 10% which ends up in fraud or embezzlement or corruption is a very big sum of money in practical terms. For instance, Wakiso district alone generally gets around 350 million shillings for UPE activities for
education. If only 90% is received by schools, it means that 35 million is embezzled. The 35 million can pay for teachers’ salaries and other facilities required for school developments.

Recognizing the value of transparency, the responses indicate that Wakiso District has tried to improve its dissemination of information in the press. However, interviews with key respondents remarked that… ‘Press releases have a big challenge when it comes to lower level leaders of the district passing on the message to the local community, … ‘one may have to use simpler English or the local language but in the process distorts the message in the press release’.

Even though the above said methods of implementing legislation (training, workshops and press releases) emphasized that a leader makes a statement of his assets and sources of income to the IGG, it is a good starting point. However, the code does not satisfactorily provide for the tracing of wealth which a leader may acquire through his close relatives.

4.5.5 Circumstances as a method of implementing legislation

Issuing of Circulars internally to Local Government Administrators was also one of the essential methods that were reported by respondents to be employed by the district as a way of implementing the laws. Circulars can be statements of government policy containing guidance on policy implementation. The result is as shown in Table 4.17.
Table 4.17: Circulars for Local Government Administrators

<table>
<thead>
<tr>
<th>Year</th>
<th>Circulars</th>
<th>Objective</th>
<th>Issues of concern</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>Circular No. 1/2009</td>
<td>Effective implementation of law and government policy</td>
<td>Policies, consistent procedures and effective risk management</td>
</tr>
<tr>
<td>2009/2010</td>
<td>Circular No. FY 2009/10</td>
<td>Effective Annual Performance</td>
<td>Format for reporting Expenditure and Output</td>
</tr>
</tbody>
</table>


Circulars are intended to guide local councils in applying clear policies, consistent procedures and effective risk management strategies in accordance with the Local Government Act 1997. They are also used by the Heads of Department/Section for monitoring the performance of Local Government Administrators at the district. They are brief and address only specific matters and as such, they are used to relay information and promote accountability by Public servants. For example, Circular No. 1/2009 from the Ministry of Education and Sports was addressed to CAOs, DEOs, DIS and TCs to ensure that there is effective implementation of law and government policy in all private and government-aided primary schools in all districts.

In the civil service, circulars are both internal and external. Those generated within the district are internal while those generated by ministries and other government departments are external. Circulars increase awareness of the public through programmes on radio and television; publication of booklets and flyers and for education about the nature and evils of corruption. During 2007-2008, there was a Circular No. 05/2008 on the public awareness programmes funded by African Development Bank through the Institutional Support Project for Good Governance. These programmes continue to encourage the public to report corruption practices and create dialogue and interaction.
with the Good Governance (IG-Report, 2010). Interviews that were held with the Local Government Administrators of Wakiso District revealed that these media programmes have indeed made a good impact on informing the civil society about its role in implementing and promoting legislation requirements. Circulars remind Local Government Administrators of their legal obligations and for that reason use of circulars is a method of promoting legislation. Circular No. FY 2009/10 from the Ministry of Finance, Planning addressed to all Local Government Accounting Officers of Wakiso District, circulated a format for reporting expenditure and output as well as the work plan for the annual performance of 2009/2010. However, in some instances, circulars are misunderstood because of lack of clarity.

4.5.6 Prosecution as a method of implementing legislation

Prosecution of offending Local Government Administrators was one of the methods used in implementing laws in the district. Prosecution is a legal proceeding in which a person accused of a criminal or civil offence is sued by DPP. The objectives of prosecution include: to implement an institutional framework within the public service for achieving development objectives identified by the government. Others are: performing functions at village and divisional levels and the Registrar General’s Department as delegated by law through officers and organizations to establish and share a system of values (result oriented attitudes, accountability, resource prudence, impartiality and transparency). The details of prosecution as a method of implementing legislation are as shown in Table 4.18.
<table>
<thead>
<tr>
<th>Nature of the case /Findings</th>
<th>IG Recommendations</th>
<th>Action taken</th>
</tr>
</thead>
<tbody>
<tr>
<td>Holding of two jobs and misappropriation of drugs by a Doctor in Wakiso district</td>
<td>The Doctor contravened the government standing orders and was to be reprimanded.</td>
<td>Doctor was asked to defend herself, but the defence wasn’t satisfactory and was interdicted</td>
</tr>
<tr>
<td>Alleged Forgery of Academic Qualifications by a teacher in Wakiso District</td>
<td>Wakiso District Service initiated disciplinary action</td>
<td>Teacher dismissed from service</td>
</tr>
<tr>
<td>Alleged inflation of salaries by Wakiso Town Clerk and Town Treasurer</td>
<td>Recovery of excess salaries</td>
<td>Anomalies corrected by CAO and Internal Control System was strengthened</td>
</tr>
</tbody>
</table>

Source: IG-Reports to Parliament 2006 and 2007

This method of implementing legislation is supported by the requirement of the Public Service Standing Orders, (2000) that “failure to comply with established legislation by local governments, the District Service Commission as a disciplining authority is supposed to investigate any charge against public officers, who are supposed to give their defence. If guilty, a public officer is punished either by dismissal, demotion, and deduction in salary, stoppage or deferment of increment, reprimands or recovery of the amount of loss by government against the officer due to his conduct. A key informant reported that ghost workers have been mainly identified in departments like Education and Health. Also, the Ministry of Local Government through the Inspectorate of Government (2006), revealed cases of the alleged forgery of academic qualifications by a Teacher in Wakiso District – TS.15.2004. The IGG received a complaint in which it was alleged that a Grade III teacher in Wakiso District was in possession of a forged Grade V Certificate and an Appointment Letter for Headship; and was in the process of using the same to be appointed a Head teacher. Investigations confirmed the teacher was qualified.
only as a Grade III and not Grade V teacher. She had used a forged photocopy of another person’s qualifications. The IGG recommended that the Wakiso District Service Commission initiates disciplinary action against the teacher with a view of dismissing her from service.

The purpose of such actions is to improve on the moral behaviour of the Local Government Administrators and the public at large about the evils of corruption and their constitutional right to public services without having to pay bribes or any other extra costs. The Local Government Administrators’ civic duties and responsibilities to demand for accountability of public funds, report corrupt practices, and mismanagement or abuse of office by their leaders to the relevant authorities is enhanced [Government of Uganda Report to Parliament (2006)].

4.5.7 The key methods of implementing legislation

Methods of implementing legislation as a variable had 7 items. The items were used by Local Government Administrators to implement legislation in the district. If the methods of implementing legislation are effectively used, they improve transparency, standard of conduct, financial accountability, and emphasise on honesty and curbing of corruption that is rampant in Wakiso District. These methods, therefore, enable Local Government Administrators to apply the laws according to what is set for them in the execution of their service delivery. Although there are many methods of implementing legislation, the Local Government Administrators may not necessarily find all of them appropriate in the same way. So to isolate the factors that Local Government Administrators of the district valued more, a factor analysis was done. During the factor analysis only three were extracted using the Principal Component Analysis (PCA). These were: Prosecution, Circulars and Press Releases as shown in Table 4.19.
<table>
<thead>
<tr>
<th>No.</th>
<th>Factors</th>
<th>Eigenvalues</th>
<th>Percentages</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Prosecution</td>
<td>3.173</td>
<td>24%</td>
</tr>
<tr>
<td>2.</td>
<td>Circulars</td>
<td>1.326</td>
<td>19%</td>
</tr>
<tr>
<td>3.</td>
<td>Press Releases</td>
<td>1.056</td>
<td>19%</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

In Table 4.19 one of the leading factors with Eigen of 3.173 was prosecution. Another second popular factor was circulars with Eigen value of 1.326. Press releases were the third one with Eigen value of 1.056. The three factors accounted for 62%. Prosecuting of offenders as a method of implementing legislation had the largest coefficient of .789. The second item explained the use of the circulars as a method of implementing legislation with the coefficient of .744. The third factor was the use of press releases as the method of implementing law with the coefficient of .822. The methods that were used in legislation were critically analysed using factor analysis. The use of the legal officers to prosecute offenders, use of circulars to pass on the information and use of press release emerged to be the most commonly used methods in the district. Prosecution makes people to act out of fear of being arrested or punished or imprisoned but not necessarily making them act out of ethical convention.

In the proceeding section the methods of implementing legislation have been considered and it has also emerged that only 3 key methods are used to implement legislation and they are: circulars, prosecution and press releases.

4.5.8 The contribution of the Methods to Moral Virtues of Local Government Administrators

In the above analysis the key methods of implementing legislation have been found and analysed. These are: press release, circulars and prosecution. However, the question is, how does the use of these key methods contribute to the promotion of moral virtues among Local
Government Administrators. In response to this question two tests were carried out; the Pearson’s correlation and a simple regression matrix. The Pearson’s correlation test was carried out to determine the type of relationship that exists between the key methods of legislation and the promotion of moral virtues. The results revealed a low positive (.296) significant relationship as shown in Table 4.20.

4.5.9 Testing of hypothesis two:

The second hypothesis (H0) "There are no key methods used in implementing legislation and moral virtues of Local Government Administrators".

As can be noted from Table 4.20, there was a low positive significant relationship between key methods of implementing legislation and moral virtues of Local Government Administrators \( r(226) = .296, \ P<0.01 \). The result is presented in Table 4.20.

Table 4.20: Correlation between key methods of implementing legislation and Moral virtues

<table>
<thead>
<tr>
<th>Key Methods</th>
<th>Pearson Correlation</th>
<th>moral virtues</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>.296</td>
</tr>
<tr>
<td>Sig. (2-tailed)</td>
<td>1</td>
<td>.000</td>
</tr>
<tr>
<td>N</td>
<td>226</td>
<td>226</td>
</tr>
</tbody>
</table>

Source: Author (2011)

The implication here is that methods are very important in as far as promotion of moral virtues is concerned. The types of methods used will go a long way in enhancing the virtues of Local Government Administrators.

To determine how much the key methods contribute to moral virtues of Local Government Administrators, simple linear regression was applied which yielded the results as given in Table 4.21.
In order to determine how much the key methods of implementing legislation contribute to promotion of moral virtues; a simple linear regression test was done and it revealed that there was linearity in the model $F(1,224) = 21.505, P<0.01$. This means that a unit change in the key methods of implementing legislation causes a proportionate unit change in the promotion or enhancement of moral virtues among Local Government Administrators. The Adjusted $R^2$ Square was .084 which meant that methods alone contributed 8% to the promotion of moral virtues among Local Government Administrators. The remaining 92% was contributed by other factors outside the scope of this study. Thus, there are no key methods used in implementing legislation and moral virtues of Local Government Administrators.

As far as objective two and its resultant hypothesis are concerned, it is true to conclude that the objective was achieved. The objective required establishing the key methods used in implementing legislation and their contribution to moral virtues among Local Government Administrators and to test the hypothesis whether there were no key methods used in implementing legislation and moral virtues of Local Government Administrators. Field research was done, analysed and hypothesis tested revealing that there was a low positive significant relationship between key methods of implementing legislation and moral virtues of Local Government Administrators.

Table 4. 21: Regression analysis of the key methods of implementing legislation and Moral virtues

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
<th>t</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Constant)</td>
<td>34.790</td>
<td>7.299</td>
<td>4.766</td>
<td>.000</td>
</tr>
<tr>
<td>Key Methods of implementing the legislation</td>
<td>9.890</td>
<td>2.133</td>
<td>.296</td>
<td>4.637</td>
</tr>
</tbody>
</table>

a. Dependent Variable: perceptions of moral virtues

*Source: Author (2011)*
4.6 The relationship between Moral Virtues of Local Government Administrators’ and Ethical Performance

This section presents the influence of moral virtues on ethical performances of Local Government Administrators in Wakiso District. The focus is on four moral virtues which are: merit, hard work, accountability and value for property. These moral virtues of Local Government Administrators are the ones emphasised because they feature prominently in the laws that govern the operations of the civil service in the country.

The types of moral virtues are explained, the importance of the form of moral virtues in civil service are outlined giving the legal instruments where they are emphasised. The mechanisms which are in place for implementing moral virtues are outlined, the Local Government Administrators perception or understanding of moral virtues is discussed and the ethical performance is outlined. Before the summary, the third null hypothesis on the relationship between moral virtues and ethical performance is tested and results reported.

4.6.1 The types of Moral Virtues Required in Civil Service

Generally there are many moral virtues. These include: trustworthiness, honesty, integrity, impartiality; care for people; commitment, contentment, humility, gratitude, confidence, responsiveness. These form part of the common moral values, which guide public sector action and performance (Solomon 1998, & Garofalo et al 2001). However, merit, hard work, accountability and value for property are considered by the current study as the most critical ones in Uganda’s civil service.

Merit as a moral virtue is implied in several laws. For example, it is stated in the Constitution of the Republic of Uganda (1995), that power to appoint persons to hold or act in any office in the Service of a District, including power to confirm appointments, promotions, to exercise disciplinary control over persons holding or acting in any such
office, is vested in the District Service Commission, which is appointed by the Local Councils. These District Service Commissioners are obliged by the same constitution not to discriminate any person on grounds of sex, colour, tribe or religion. The implication is that people should be recruited on merit. However, in an interview with some 5 Local Government Administrators in Kakiri and Kira town councils on 20th December 2009, it was revealed that there had been discrimination on grounds of ethnic origin/tribe, religion and sex. This resulted into biased recruitment and selection of personnel in the district.

Furthermore, in *Uganda's Constitution of 1995 Chapter 40*, states that the employees in civil service should have equal payments for equal work without discrimination. This shows that merit should be taken into account when remunerations are made. However, it was revealed by several respondents that there had been unfairness which included dishonesty, laziness, negligence; inefficiency on part of public officials. This was attributed to poor supervision and personal interests by some bosses, where subordinates were left to run the office at their own discretion in terms of time management and accomplishment of tasks. This resulted into inefficiency in services by some Local Government Administrators who are earning payment for a job not well done compared to those who are diligent and committed at work. Respondents remarked that some people, who did not have an incentive to perform their official duties, actually used their money with the understanding that they would recover it through bribes. This was in line with a response of 58% who stated that “*some Local Government Administrators take on part time jobs and as a result they cannot always be present at their work stations*”. ..*This absenteeism of public officials causes panic among those who seek services....Consequently some have to bribe in order to be attended to by a public official who is rare in office*. This distorts moral virtues in the service delivery of Local Government Administrators.
Those who attested to despair were 42%. They intimated that:

When salaries are so low for people to meet the basic living standards for food and housing, incentives also come into the picture …For example ‘...‘Teachers who are underpaid feel forced to supplement their income with other work, causing absenteeism. This absenteeism may not result in bribes, but may instead result in a lost service for the students, thus stalling progress among the student population’’. This condition therefore led them to seek other sources of income to make ends meet. Consequently they could not be at their work stations all the time. The remuneration of some Local Government Administrators is compared to the cost of living. The summary is as in Table 4.22

Table 4. 22: Pay Scales for Local Government Administrators at the district.

<table>
<thead>
<tr>
<th>Categories of Local Government Administrators</th>
<th>Scale</th>
<th>Consolidated pay range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Graduate teacher</td>
<td>U4</td>
<td>525,489 – 599,196</td>
</tr>
<tr>
<td>Grade Five teacher</td>
<td>U5 Lower</td>
<td>353,887 - 449,338</td>
</tr>
<tr>
<td>Administrative cadre (Finance officer)</td>
<td>U4</td>
<td>451,228 - 599,196</td>
</tr>
<tr>
<td>Medical worker (midwife)</td>
<td>U6</td>
<td>284,989 – 296,115</td>
</tr>
<tr>
<td>Medical worker (enrolled nurse)</td>
<td>U7</td>
<td>245,849 – 257,526</td>
</tr>
</tbody>
</table>

Source: Ministry of Public Service-FY2009/2010

Consolidated pay means that all allowances and salaries are put together as a lump sum. For instance, the above salaries are subject to Pay As You Earn Tax, National Social Security Fund and bank charges since Local Government Administrators do not contribute to pension. The take home is very little when compared to the cost of living at minimum rate of the basic necessities calculated for one person as an example. Consequently, this results into someone looking for other income through hook and
The issue is not whether the pay is consolidated or not but rather: Does it meet the cost of living? Table 4.23 presents the cost of living for one person.

**Table 4.23: Cost of living for one person**

<table>
<thead>
<tr>
<th>Items</th>
<th>Quantity</th>
<th>Amount per month</th>
<th>per</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Accommodation</td>
<td>1 room</td>
<td>50,000</td>
<td></td>
</tr>
<tr>
<td>2. Electricity</td>
<td>426.10 x 50 units</td>
<td>21,305</td>
<td></td>
</tr>
<tr>
<td>3. Water</td>
<td>1,213 x 10m³</td>
<td>12,130</td>
<td></td>
</tr>
<tr>
<td>4. Food</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Breakfast</td>
<td>3000 x 30 days</td>
<td>90,000</td>
<td></td>
</tr>
<tr>
<td>- Lunch</td>
<td>1500 x 30 days</td>
<td>45,000</td>
<td></td>
</tr>
<tr>
<td>- Evening snack</td>
<td>1000 x 30 days</td>
<td>30,000</td>
<td></td>
</tr>
<tr>
<td>- Supper</td>
<td>3000 x 30 days</td>
<td>90,000</td>
<td></td>
</tr>
<tr>
<td>5. Medical</td>
<td>Treating common illness like malaria once a month</td>
<td>25,000</td>
<td></td>
</tr>
<tr>
<td>6. Travel</td>
<td>2000 x 30 days</td>
<td>60,000</td>
<td></td>
</tr>
<tr>
<td>7. Communication</td>
<td>Airtime, mail, etc</td>
<td>30,000</td>
<td></td>
</tr>
<tr>
<td>8. Clothing</td>
<td>Monthly saving</td>
<td>10,000</td>
<td></td>
</tr>
<tr>
<td>9. Personal effects</td>
<td>Toothpaste, soap, razors, salon expenses</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>UGX 493,435</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Bank of Uganda (2009/10)

The above figures in Table 4.23 are sufficient for a teacher without a dependent family. Local Government Administrators have families they have to serve and provide accommodation for which these people have pressure in order to look after their families. As already noted in table 4.22 the average civil servant in Uganda earns less than UGX 493,435. Some of the Local Government Administrators are tempted to ask for bribes in order to make ends meet which results into unethical performance. For instance: Wakiso Town Clerk and Town Treasurer were involved in alleged inflation of salaries (*TS 96/05*). Some teachers were deliberately including “Ghost” pupils on the school registers so as to access more UPE funds (*TS.1898.2004*). There was an alleged payment of double salary to a Health Assistant with Wakiso District (*TS/80/2005*). The IGG discovered that there had been corruption involving some Local Government Administrators as indicated above. This low pay
contributes to some of the Local Government Administrators to get involved in unethical behaviour.

Although laws exist, there is no law that forces governments or districts to pay wages/salaries that are either equal or above the cost of living. It would have been ideal for the government to pay salaries to Local Government Administrators that are above the cost of living, so that they are able to save and make investments for retirements; and to be able to meet family obligations and responsibilities. In Wakiso District the average size of the family constitutes six people and usually with one bread winner who may be the civil servant.

Moral virtues of Local Government Administrators are also outlined in the Government of Uganda (2000), under the Public Service Standing Orders where public officers are required to display virtuous and reliable character that is honest and whose conduct can be predicted. They should be able to make good judgement, by knowing what is right and wrong and what is suitable or unsuitable in any given circumstances. Public officials therefore are expected to have virtues that lead them to respond emotionally to other people’s predicament like suffering, need, or incapacitation; maintain a high standard of personal conduct both in carrying out their duties and in their private lives. Public officers are further required by law to make decisions and implement them in an objective manner without being biased or attaching personal interests. In an interview held on May 2009 at Katabi Sub County, it was revealed that an official misappropriated the funds meant for constructing a Health Centre and equipments. Such lack of virtue in Wakiso District brings about negative outcomes associated with a variety of internal problems in the district. Further on, some Local Government Administrators reported that there were some internal problems including among others: the destruction of interpersonal relationships, shared values, trust and loyalty, reduced information sharing
and increased secrecy, deception, the duplicity; increased conflict, anger, vindictiveness, victimization; and increased selfishness and voluntary turnover, as well as deterioration in teamwork and cooperation. Table: 4. 24 presents corruption in Wakiso District.

**Table 4.24: Corruption in Wakiso District**

<table>
<thead>
<tr>
<th>Item</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bribing to get promotion</td>
<td>53</td>
</tr>
<tr>
<td>Complaints are raised about unethical behaviour of Local Government Administrators</td>
<td>57</td>
</tr>
<tr>
<td>Loss of money every year due to corruption</td>
<td>58</td>
</tr>
<tr>
<td>People bribe expecting to gain more later</td>
<td>71</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

The above table indicates that there was a fair amount of corruption among the Local Government Administrators in the district with 53% of the respondents, who stated that they were aware of the cases where people are bribed to get promotion in the district. Another 57% of the respondents had heard complaints in the district arising from unethical behaviour of Local Government Administrators. Ethical performance in civil service also includes customer care which is the way one handles staff and takes respect of their inquiries. However, some people who were interviewed talked of people using vulgar language to respond to queries and being rude. Such include the nurses in the hospital, tax collectors and administrators who deal with handling queries directly. This is between harassment and mockery which is an indication of unethical behaviour of Local Government Administrators. These aspects of customer care which are very important for ethical performance have not been addressed by training much as it has taken place. Most of the training in Wakiso district has emphasised technical issues like how to calculate tax, how to declare personal property to IGG and how to assess business licences.
The records seen in Wakiso resource centre showed that there were many seminars, workshops and training that have been carried out. However, there was no training on the record that was seen which focused on customer care or ethical handling of personnel in the district. This lack of training on customer and ethical handling of people may be one of the causes of negative attitudes, callousness; negligence of duty and use of abusive language.

As for loss of money 58% of Local Government Administrators believed that the district losses money in respect of other demands due to corruption. This was confirmed by the National Public Procurement Integrity Baseline Survey (2006) which found out that Local Government Administrators in Wakiso District had been involved in many forms of corruption including bribery and embezzlement of public funds. The motivation to give and accept bribes is the expectation of having a higher return later as confirmed/believed by 71% of the respondents. The above situation shows that the virtues of merit and accountability are not fully followed by the Local Government Administrators in Wakiso District.

Much as Local Government Administrators are expected to demonstrate higher levels of ethical behaviour in their service delivery, this is compromised by corruption in the district. This explains why several cases of nepotism and misappropriation of public funds common in the district continue to highly affect the ordinary citizen through poor service delivery.

The economic conditions force some Local Government Administrators to seek ways of getting money through unethical ways. For instance some people believe that to be able to build a house and pay fees for children, one must engage in some form of corruption because salaries alone are not enough even to sustain the family. The implication of this
is that it has become a culture for Local Government Administrators to participate in corrupt behaviours which include bribery, extortion, embezzlement and misappropriation. In an interview of May 2009 in Nabugabo Sub-county some respondents remarked that:

‘Through bribery, extortion, embezzlement, nepotism and other means, corruption can help dishonest people get ahead while the public pays the price.’ ‘Through corruption, people seeking an unfair advantage may compromise police in their favour or to disregard a penalty’.

Corruption also occurs when government officials resist government policies and programs. For instance the Leadership Code Act (2002) specifies officers to declare their incomes, asset and liabilities from time to time and how they acquired the property. However, some Local Government Administrators disregard to declare their wealth in time to the extent of being taken to court for self defence. Policies that allow greater oversight help to ensure that power is balanced and no one person is making all of the political decisions. When politicians resist this change they prevent civic interests from being met, political and cultural progress for their country, and allow the pattern of corruption to flourish.

The Local Government Act 1997 Cap 223 second schedule part 2, provides for the functions and services for which local governments are responsible and accountable to the community. These include among others: education services, medical and health services; construction of schools, rehabilitation and maintenance of roads to mention but a few. With education services, cases of inefficiencies and lack of moral virtues were reported by the respondents.

As indicated in figure 4.9 below, 52% of the respondents indicated that there were serious inefficiencies while 48% indicated that the situation was not all that bad. All in all there was unethical way of doing some activities in the education sector. This especially arose
from issues like use of government funds allocated for educational purposes, construction of school infrastructure, appointment and remunerations of teachers and school leadership.

![Legend](Image)

**Figure 4.9: Degree of efficiency of Local Government Administrators of Wakiso District**

In an interview of June 2009 in Masulita Sub-county respondents attested that: ‘...mismanagement of UNEB registration fees by some head teachers, results into candidates missing the final examinations and therefore making them unable to move to the next level of education.’ ‘...the affected candidate has to repeat a year which is costly to the parent in terms of school fees and time lost.’ ‘....The trust of parents in the school becomes low and eventually the school looses popularity’. Local Government Administrators are responsible for providing services to the community for national development. If the services are not effectively provided, the beneficiaries’ needs would no be met.

Hard work is a moral virtue that is stipulated in the Public Service Standing Orders and *Public Service Act* Cap 288 Section 13, that ‘Local Government Administrators are required to maintain a high standard of public conduct when executing their official duties. Hard work in as far as this study is concerned is when a person carries out the
duties one is supposed to carry out efficiently and achieves the target set by oneself. If somebody achieved the targets that were set but outside the targeted time, such a person may not be regarded as a hard working person’. Furthermore, Local Government Administrators are given hours to rest while at work and public holidays, to ensure freshness while carrying out work. The formula is that one day per completed month. Local Government Administrators must therefore work very hard.

Generally hard work is broken into the following components: Punctuality which means employees adhering to the fixed deadline. That is, managers expect their employees to strictly adhere to the scheduled time so that they are available whenever they are called upon. Punctuality is key in almost any place but it is quite essential in the workplace. This implies that being on time says a lot about you and how you feel about your organization and your fellow employees. It is therefore imperative that understanding of punctuality can go a long way in helping one to increase his/her value to the organization and climb the career ladder (Allen 2001 & Howell et al 2009). In this respect Local Government Administrators are required to report for duty on time during official working days and perform their duties in a manner that conveys professionalism, respect and conformity to morally accepted standards within the budgeted time. Being punctual is a sign of respect for others. It lets them know that one takes his/her job seriously and that others time is also respected as well. When one is punctual, others learn to rely on him/her more heavily, and management puts high confidence and dependence on ones abilities, thus increasing ones value to the organization. Valued employees are bound to benefit from promotional opportunities and broadened job responsibilities. As would be expected from a group of hardworking people, it was also established that most of them claimed to be punctual at work as indicated by (52%).
Selflessness. A civil servant is not supposed to put his/her personal interest before the public interest. She/he should not take decisions in order to gain financial and other benefits. Otherwise such a service would discredit the institution and so reflect negatively to the community. This was explained by a number (48%) that they can work selflessly. Indeed, effective public institutions depend in a large measure on their ability to elicit appropriate behaviour from Local Government Administrators. Specifically, Local Government Administrators orientations and organizational culture play an important role in the decisions of Local Government Administrators on how to behave.

Upholding people’s rights. As a custodian of official information under ones possession in the course of his/her duty, a civil servant is supposed to maintain secrecy and confidentiality of such information. This would make him/her win the confidence of the community which would result into open interaction thus making the ones being served contented. Local Government Administrators are charged with the responsibility of making decisions and acting in a fair and equitable manner, without bias or prejudice, taking into account only the merits of the matter, serving the legitimate interests, needs of the Government, other Local Government Administrators and all citizens, in a timely manner, with care, respect and courtesy. Accordingly, 56% revealed that a fair number of the Local Government Administrators in the district attach considerable value to people’s rights which means that they try to see to it that the rights of the people they serve are not trampled upon. Such rights include: Right to procedural fairness in asking of all official decisions about any matter which affects them directly; the right to obtain reasons for official decisions which include the right to be advised at the time of decision making and the procedure, if any, for having the decision reviewed. This implies that citizens will have the right to a hearing concerning different issues before a final decision is made.
This provision is seen as potentially a major contribution to the integrity of official decision making, good governance and detection of dishonesty.

When the rights of the public are respected, they can assist the Government in optimizing the allocation and checking the use of resources. In particular, citizens are likely to remain vigilant in monitoring Local Government Administrators’ attendance and the use of funds, be it through the quality of schools, availability of medical care or safety of the water supply, because their own quality of life is at stake. It is worthy noting that welcoming community feedback and placing information, decision-making authority, and even financial resources is a sign of development.

*Fulfilling the routine.* Local Government Administrators at the district are expected to have strict regard to the working hours by not coming late, by accomplishing planned activities on time; and avoiding engaging in behaviour or conduct that disrupts or interferes with the work of other officers. Such a practice helps the Local Government Administrators to be available to serve as and whenever needed in accomplishing the day to day activities without delay. However, when the situation demands that they have to work beyond the fulfilment of the normal routine, 56% of the Local Government Administrators contended that they are always ready and willing to do so.

The above constructs of hard work are a prerequisite for Local Government Administrators when performing their daily work, as stated in the Government of Uganda (2006), under the Public Service Standing Orders and Public Service Act Cap 288 Section 13. However, in an interview with the key respondents, it was revealed that some Local Government Administrators especially at the lower levels of local administration do not execute their tasks as expected. This was said to be due to lack of qualification or close monitoring resulting into poor task performance.
Accountability as a merit is stated in the Government of Uganda (1997), under the Local Government, it requires the Local Government Administrators who deal in financial matters of various departments to keep proper books of accounts and other records with integrity, diligence, professionalism; accountability and financial credibility. Accountability is also understood as being responsible for ones decisions or actions and being expected to explain them when asked or as a matter of procedure and routine. Local Government Administrators at the district level are responsible for a number of decisions and actions and the society expects them to provide an accurate explanation of what was decided and done by them. The law (Public Finance Act 2000) and The Local Governments Financial and Accounting Regulations (1998) state that a District Auditor is to audit all accounting officers and receivers of district revenues and all persons entrusted with the collection, receipts, custody, and issue of payments of public moneys. In other words, district officials are supposed to make decisions about the funds they get and give explanation to the government every financial year.

Local Government Administrators in local government of Uganda are exposed to different levels of accountability. One of them is accountability to the department through performance appraisal. This is aimed at improving performance of both the individual and of the enterprise. During this process individuals or a group’s weaknesses and strengths are identified. The weaknesses are corrected and strengths developed on. Performance appraisal further determines whether employees indeed perform at the required level and whether their performance has improved over a certain period of time. However, the success of performance appraisal systems depends on whether the management is convinced that the results of the appraisal will be useful in achieving organisational goals, and employees believe that the method of appraisal is fair and unbiased (Armstrong et al 2003). In the human resource management environment, the
effective implementation of the performance appraisal systems is critical for the enhancement of positive work ethics and making both parties more accountable. This is however possible where a positive attitude is recognised and rewarded in line with good job performance.

There was little confidence or enthusiasm in the performance appraisal systems among the respondents of Wakiso district. The statements from (52%) of the respondents confirmed this.

Maria (not real name) of Kakiri (2010) stated that, ‘We have filled these forms for years but there is nothing. No impact at all’ Another official at the district headquarters (2010) intimated that “As a head of my unit I fill for my colleagues because I want them to be promoted but nothing has ever been done about it.’ A nurse at Entebbe Hospital (2009) felt that “....We see it as something useless because they just keep on pilling the forms in their files. ...there is nothing good with that performance appraisal.’ ...when it comes to the performance appraisals, the process of appraising some people becomes fraudulent because they (to be appraised) are relatives and in-laws...most jobs are taken up by relatives of powerful politicians.’

In Wakiso District there are wide spread cases of misappropriation of Universal Primary Education(UPE) funds with the Head teachers (78%) and some times education officials making false accountabilities against the professional ethics for teachers (Interview held with Local Government Administrators 2009). A common method of misappropriation is to inflate the number of pupils in schools, the basis on which grants are awarded. It is also true that although there are clear guidelines for accessing, utilisation and accounting of Poverty Action Funds (PAF), it has been found that Wakiso District often diverts the money to other activities and very often no reports are made.
Adequate medical and health services are other areas requiring a high level of accountability. Community members expect to receive services in terms of family planning and children immunization, professional medical attention and relevant medication whenever sought for. These services are necessary for a good healthy and productive community. Family planning and immunisation services (88%) were reported to be available in most of the health centres of Wakiso District. In case of immunisation it is generally appreciated that many people have noticed the decline in the occurrence of immunisable diseases in their areas. The key respondents had this to say: 'the government has helped us a lot. Measles, whooping cough and Tuberculosis had finished us, but now there are people who come to immunize our children’. However, at one of the health centres it was reported that some beneficiaries expressed negative attitudes towards family planning and immunization services, in the light of the alleged embezzlement and mismanagement of drugs.

Accountability at the level of construction of schools, rehabilitation and maintenance of roads is influenced by the way tenders are awarded by the Public Procurement Committee under the umbrella of Public Procurement and Disposal of Public Asset Act (2003). The law states that the public procurement system of the district complies with the law, makes it transparent, less prone to corruption and capable of delivering demonstrable value for money. The Local Government Administrators are required to have several pro-forma invoices to verify the goods/items procured at a given time, and to treat information gained in relation to procurement work as confidential. Furthermore, the Act requires the public servant to display profession application of fair competitive and transparent, non discriminatory and value for money, procurement and disposal standard and practices. The Local Government Administrators must be faithful and trustworthy in procuring goods and services which are of value. It was revealed that
corruption distorts the procurement department in Wakiso District. In an interview of July 2009 in Katabi Sub county respondents stated that:

In a procurement programme ‘Through bribery and fraud, the costs of goods, services and work rises, as well as the risk of substandard work – less reputable firms are chosen, contractors are compelled to cut costs and quality of work and the ability of staff to supervise contracts are compromised’.

Further on, procurements of sub-standard goods and services for purposes of private gain have been rampant in Wakiso District. In an interview of July 2009 in Ssisa Sub County respondents intimated that, “there are cases where contracts are intentionally awarded to unqualified bidders with unfavourable terms to the district and in a number of cases works are certified as completed and paid for when little or no work has been done”. In an interview conducted in Busukuma Sub County in May 2009, respondents revealed that, “at times the materials supplied are sub-standard and procured at inflated costs”. It was further revealed that officials exhibit corrupt behaviour where work is supposed to be done by hiring incompetent workmanship at low cost and later inflating the costs for official records.

Matovu (2009), reported that residents of Wakiso expressed their concern of mismanagement of funds by Local Government Administrators where by the Chairman of Wakiso District was rescued by police from an irate mob, which showered him with soil and made him sit on the road. The residents protested the state of potholed and dusty Busabala Road, claiming that there was misappropriation of funds meant for renovating the road leading to Kazi landing site and Busabala Fishing Village. In an interview of September 2009 in Nansana Sub county, respondents stated that “Corruption has been the most dangerous and chronic vice that has affected and undermined Public Administration. It has jeopardised service delivery in most sectors
especially in the areas of contracts, hospitals, construction of infrastructure, for instance, roads, procurement implementation of policies and programmes’

Another level of accountability is financial form filling made by Local Government Administrators. According to the *Local Government Financial and (Accounting Regulation 2007)*, the Accounting Officer of the district is supposed to compile and forward the financial statements of the district to the Auditor General within three months after the end of financial year. It should be noted that the Ministry of Local Government broadcasts to the general public the conditions that local authorities should fulfil; the amount of money received from Central Government, as well as the reasons for which they were granted. As a result the public is much more concerned with the performance of local governments as they have a direct link to service provision. The Local Government Administrators who are entrusted with public resources are supposed to account for their use, with supporting documentation in form of invoices, vouchers, receipts and other items to prove disbursement of such funds. There were cases of misappropriation reported including diversion of funds, misuse of office time, false financial claims, and misuse of /diversion of office property. Teachers were in need of their salaries which were misallocated elsewhere and yet they were supposed to clear bills and pay fees for their children. What was found out compares very well with what Nkalubo (1995) found out concerning misappropriation of teacher’s salaries in the Department of Education of Wakiso District. This is an example of misuse of public resources through reallocation by the official for other purposes other than what they were originally allocated for. Such actions applaud the notation of financial accountability.

Government of Uganda (2000), under the Leadership Code of Conduct, section 4, requires the public servants to ensure promotion and maintenance of honesty in public affairs, protection of funds and other properties. To this end, the Local Government
Administrators must provide honest accountability of the resources or responsibilities entrusted to them. This implies that if it is vaccines for immunization, malaria, and graders for rehabilitating the roads, someone should handle the facilities with honesty.

The percentage responses are as shown in Table 4.25.

**Table 4.25: Local Government Administrators responses on accountability**

<table>
<thead>
<tr>
<th>Item</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Government Administrators in my district are honest always</td>
<td>48</td>
</tr>
<tr>
<td>Local Government Administrators in my district treat others well</td>
<td>58</td>
</tr>
<tr>
<td>Local Government Administrators usually concentrate on their work</td>
<td>58</td>
</tr>
<tr>
<td>Local Government Administrators are polite to the people they serve</td>
<td>58</td>
</tr>
<tr>
<td>Local Government Administrators use government funds well</td>
<td>48</td>
</tr>
<tr>
<td>Local Government Administrators always account for resources entrusted to them</td>
<td>57</td>
</tr>
<tr>
<td>The accountability is always accurate</td>
<td>54</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

The results revealed that only a few Local Government Administrators (48%) are always honest. This means that as much as accountability demands that Local Government Administrators demonstrate higher levels of honesty, this attribute is compromised by a fairly large percentage (52%) of Local Government Administrators in the district. This perhaps explains why in many Government Departments there are several cases of imprudent behaviours involving corruption, embezzlement of public funds shoddiness in the work being done by contractors or those involved in service delivery. When public funds are misspent, it is ordinary citizens who lose through the deterioration of public services.
The qualitative findings from interviews with some Local Government Administrators corroborated those from questionnaires where some interviewees reported that there were some Local Government Administrators in the district who are honest although some are not. The implication of this is that whereas accountability requires honesty, not all Local Government Administrators are. For instance, it is under Article 225 (1) of the Constitution of the Republic of Uganda (1995), in which the functions of the Inspectorate of Government are spelt out as: to eliminate and foster the elimination of corruption, abuse of authority and of the public interests; to promote fair, efficient and good governance in public offices; to monitor the utilisation of public funds in all local government departments, as well as all revenue collections.

The Inspectorate of Government conducted an inspection on Public Accounting Finance activities in Wakiso District (2005) covering the sectors of Universal Primary Education (UPE) School Facilities Grant (SFG), Functional Adult Literacy (FAL), Primary Health Care (PHC) and Feeder Roads. It was found that in a number of schools visited, there was blatant violation of UPE guidelines by the Head teachers for instance; the requirement that information on receipts and utilization of UPE funds be displayed on public notice boards was not adhered to. In addition, the School Management Committees were functioning in only three out of the five schools visited and some Head teachers were deliberately including non-existent pupils on the school registers in order to access more UPE funds. It was, therefore, recommended that corrective and punitive action be taken including demotion of the Head teachers and or warning them against operating without School Management and Finance Committees.

*Treating others well.* For any organization to perform to its expectations, interpersonal relations are one of the most essential ingredients to ensure maximum productivity. This is because when individuals relate well with each other this leads to team work. It was
revealed that a fairly large number of the participants (58%) reported that Local Government Administrators in the district treat others well. These can be colleagues, clients or customers. The rating of the treatment by Local Government Administrators varied according to categories as shown in Figure. 4.10.

![Figure 4.10: Rating for treating others well](image)

**Figure 4.10: Rating for treating others well**

Supervisors are most well treated category (78%) because these have authority and people take instructions from them. Whereas colleagues and visitors are more less treated alike, 63% and 62% respectively. The colleagues were rated at 63% because they work together as a team; they share and support each other at work place. The rating for visitors (62%), reflect unfamiliarity with that category (visitors) since they are temporary to the work place. Hence need for fair treatment so as to encourage repeated visits. The clients’ treatment is not rated highly (50%) because clients’ sometimes do not receive the service they need, and also because of corruption tendencies.

**Politeness.** Following the interviews with the key informants it was pointed out that Local Government Administrators do not easily fight, nor do they easily ignore people
they serve. If people are to receive the goods and services entrusted to them, then the manner in which this is done is also important. In providing accountability one need not to be rude or to look down upon others. After all, the resources and facilities are bought using the public money. When respondents were asked to state whether Local Government Administrators were polite, the responses indicated that 58% overall were polite as shown in Figure 4.11.

![Figure 4.11: Rating for Politeness](image)

Fulfilling ones’ duty. Public Service Standing Orders (2000) emphasizes ethical values in context of work. Local Government Administrators are required to fulfil their duties at work place and to maintain a high standard of personal conduct, both in carrying out their duties and caring for others out side their official duties. In an interview conducted with the Local Government Administrators, it was revealed that:

‘...Some Local Government Administrators especially at the lower level local administration do not execute their tasks as expected either due to lack of qualification or because they are not monitored yet they are paid by the government to perform the tasks. ... Some of them leave their work to the secretaries and one find that masses of the problems are not attended to especially at the local level thus affecting service delivery in
public administration. Further more, absenteeism is very rampant in some sectors of Wakiso District due to lack of motivation and commitment. A Key respondent revealed: ..... In public offices, even those who absent themselves get full salary at the end of the month. Such an attitude makes those who regularly report to work to be lazy, leaving a lot of tasks unaccomplished and yet it is concerned with service delivery to the public. This practice has mostly affected the education department whereby teachers are not reporting at work as required, leading to candidates coming out of school without adequate knowledge and skills’.

In order to supplement the above qualitative data derived from the field research, Local Government Administrators were asked to rate fulfilment of ones’ duties in each of the six departments. The results are indicated in Table 4.26.

<table>
<thead>
<tr>
<th>S/N</th>
<th>Department</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Finance and Accounting</td>
<td>25%</td>
</tr>
<tr>
<td>2.</td>
<td>Education</td>
<td>56%</td>
</tr>
<tr>
<td>3.</td>
<td>Medical</td>
<td>67%</td>
</tr>
<tr>
<td>4.</td>
<td>Administration</td>
<td>73%</td>
</tr>
<tr>
<td>5.</td>
<td>Engineering and Construction</td>
<td>55%</td>
</tr>
<tr>
<td>6.</td>
<td>Agriculture</td>
<td>64%</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

From Table 4.26 finance and accounting department are rated very low (25%) because sometimes people are taxed and they do not want those taxes, funding also takes time and most of the complaints surround finance and accounting. Money is diverted, some is embezzled, some money delays, some services are not given because of lack of money and it is finance and accounting to be blamed (Survey 2006). Furthermore, there have been complaints in the district about levying some charges of Shs.2000 per tax payer for
developing the district yet it is the role of the government to develop a district if it creates one. Such gestures give a negative feeling towards finance and accounting in the district hence very low rating.

As far as the rating of education is concerned, some teachers are accused of not giving full time service to schools. Some of them teach in more than one school and that is why they score 56% as a proportion of fulfilling their professional duties.

In the case of the medical department the rating was 67%. This is because Local Government Administrators in medical department concentrate on their duties but do not have facilities. For instance, Entebbe Hospital in Wakiso District had in-patients who were abandoned in the hospital because of lack drugs and facilities. In this case the problem is not with staff but because there are no facilities and equipments.

Similarly, administration department was rated highest at 73%. This is because the administrators are always seen to be doing their work. For example, they make budgets; coordinate other activities showing that they are concentrating in fulfilling ones’ duties.

Engineering and construction department was rated 55%. This shows that they concentrate except that they do not have adequate funding to cover all construction projects in the district. For instance road constructions are sometimes incomplete or not done at all. However, construction projects like building classrooms in UPE schools have been done and finished in time. This was confirmed during the interview with the Chief administrative Officer, September 2010.

The final part of the table indicates that Agriculture department was rated at 68%, implying that the Local Government Administrators seem to concentrate in fulfilling their
duties especially those who deal with extension work like National Agriculture Advisory Development Services (NAADS).

*Use of Government Funds.* The Government of Uganda (2000) and (1997), under the Public Finance Act–Cap 193 Section 23, and Local Government Act–Section 90A requires the Local Government Administrators to be accountable, keep proper books of accounts with professionalism, diligence and financial credibility. Cases have been reported many times of senior public officials embezzling huge amounts of public funds intended to pay staff salaries and allowances, finance projects, repair of government vehicles; which compares favourably with Kisubi, (1996) who found out that officials embezzled hospital drugs and equipment, signed inflated purchase and procurement contracts for commissions paid in the overseas bank account. In this case rules on public procurement are circumvented through collusion among public officials and suppliers. This lack of accountability resulted in officials misappropriating public funds with impunity knowing that they would not be asked to account for the money under their control or they could always plead that the documents were looted and therefore missing.

As to whether Local Government Administrators in the district use government funds for purposes which they are allocated, the responses showed that this was not true as indicated by (48%) respondents who agreed with the statement. Nonetheless, because it is a requirement of the law that Local Government Administrators must always account for resources entrusted to them, a large percentage (57%) of respondents claimed that there is always regular accountability of the resources entrusted to them and that they try their best to ensure that the accountability given is always accurate.

Generally, the responses on accountability show that a lot more has to be done to ensure that Local Government Administrators’ ethical performance is improved owing to the
self reported loopholes that are likely to turn the district into a breeding ground for poor and unethical behaviours relating to accountability. This would involve for instance empowering and instilling a culture of accountability in Local Government Administrators in the district through a set of key management instruments such as the top-down accountability mechanisms and putting there internal controls. When these are put in place ethical performance can be significantly enhanced. This will facilitate more accurate monitoring and greater accountability.

In an interview held with Gombe Sub County Local Government Administrators of Wakiso District, it was revealed that an expenditure of Ug Shs. 2,074,144 for a training workshop which purportedly took place on 14\textsuperscript{th}-19\textsuperscript{th} December 2003 was followed and it was found out that the money was embezzled and the documents used to account for the money by the Community Development Officer (CDO), Gombe Sub-County were forged. The training workshop never took place. It was further established that funds purportedly spent on Buloba-Kakiri and Gombe-Kakerege roads were misappropriated since the only work done was at some two points on Gombe-Kakerenge road near Gombe-Sub-County where culverts were poorly laid. The Chief Administrative Officer was to cause a special audit into the spending on the above roads and sanction whoever was found to have misappropriated the money. Such malpractice of false accounting by public officers is cautioned against in the Anticorruption Act (2009), that a person who, being an officer charged with the receipt, custody or management of any part of the public revenue or property, knowingly furnishes any false statement or return of money or property received by him or her or entrusted to his or her care, or of any balance of money or property in his or her possession or under his or her control, commits an offence and is liable on conviction to a term of imprisonment not exceeding three years or a fine not exceeding seventy two currency points or both.
In relation to the above, public accounting for public expenditure is usually made difficult by a disregard for timely and accurate recording and reporting of transactions, inadequate maintenance of ledgers and asset registers, passing of controls and lack of accountability and discipline. This was supported by the interviews held with Local Government Administrators of Wakiso District who stated that, ‘Accounting Officers are not taking their pecuniary responsibilities seriously or paying sufficient attention to audit funding, and penalties are rarely imposed for overspent budgets.’ All this has resulted into lack of accountability and transparency in financial management leading to the financial type of corruption which is most rampant as reported by the World Bank (1998).

Public Property and Public Resources. This is another type of a merit virtue. It means that Local Government Administrators are required to take care of these items and use them according to what is prescribed in the laws. They include: buildings, vehicles, machines, computers, telephones, fax machines, vehicles, and many others that have instrumental value. These have value in so far as they can meet their usefulness to society. In that way they contribute to the common good. The same applies to public resources where the Government of Uganda (2003), under The Public Procurement and Disposal of Public Asset Act Sections 45-49), requires Local Government Administrators to be faithful, trustworthy in procuring public goods and services which are of value. Since Local Government Administrators have daily access to public equipment and resources whether anything owned, controlled, managed, or used by a jurisdiction, they must have a legal and ethical responsibility to maintain the public’s trust. The misuse of public equipment and resources breaches this trust. Personal use of public equipment and resources also violates the law. A public employee should never ‘use or attempt to use the official position to secure for one’s or others unwarranted privileges or exemptions which are of substantial value and which are not properly available to similarly situated
individuals.’ Vehicle use should be for official public purposes only; it should not include personal use by anyone not assigned to the vehicle.

The responses that were solicited were concerning physical resources within the district both natural and manmade and these include forests, wetlands, infrastructural facilities such as telephone lines, ICT facilities and so on. The responses to a series of items on these responses are entailed in the Table 4.27.

Table 4.27: Respondents opinions on value for property and resources

<table>
<thead>
<tr>
<th>Item</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Government Administrators in Wakiso district care for public forests and wetlands</td>
<td>48</td>
</tr>
<tr>
<td>District property is well maintained</td>
<td>53</td>
</tr>
<tr>
<td>District vehicles are always used for the purposes they were bought for</td>
<td>44</td>
</tr>
<tr>
<td>Financial resources are used honestly</td>
<td>46</td>
</tr>
<tr>
<td>Telephones are used for official work only</td>
<td>33</td>
</tr>
<tr>
<td>Computers are well maintained</td>
<td>54</td>
</tr>
<tr>
<td>Public institutions (schools, hospitals) in the district are well managed</td>
<td>46</td>
</tr>
</tbody>
</table>

Source: Author (2011)

Local Government Administrators and public officials are required by law (Public Procurement and Disposal of Public Asset Act 2003) to obtain the best value for public property and to avoid waste and extravagance or use of public assets for personal goals. Thus, public employment being a public trust, the improper use of public resources for private advantage is regarded as a serious breach of duty. According to the results in Table 4.27 above, the statistics show that the district has little concern for the preservation of forests and wetlands (48%) and as a corollary, if the situation goes on unabated, the future generation is likely to be affected with the problem of environment degradation.
Local Government Administrators are expected to make decisions and act solely in the public interest, without consideration of their private interests. In line with this, a relatively (53%) large number of respondents asserted that the district property is well maintained. In case this property is not adequately maintained, it would expose some of the confidential information of the district to fraudulent activities or vandalization especially by those who might have been implicated in unethical dealings. Other district properties which respondents mentioned that are not put in proper use included district vehicles (44%) that are often used by district officials for their personal ends during or after work and a general lack of proper usage of financial resources. Besides, with regard to usage of telephones, the findings indicated that they were also not put to their proper use and when it came to public institutions, most of the Local Government Administrators who participated in this survey stated that public schools and hospitals were not well managed. Indeed this raised suspicion as to whether individuals/officials in charge of these resources were recruited on merit to manage them or they luckily and simply passed through backdoors and therefore do not have adequate training or skills on how to manage the resources and properties of the district. All these are likely to have a significant impact on the overall ethical performance of Local Government Administrators in Wakiso District.

In the management of public resources, the bureaucracy has not fared well either: ‘One only needs to read the reports of the Auditor General in order to appreciate the magnitude of the problem. There have been cases of outright embezzlement of public funds without reprimand or punishment of culprits. Tenders have been awarded to the lowest bidders, and later revised upwards simply because the ‘winner’ of the tender is a business partner, a friend, or a relative.’ ... ‘Funds are spent on unfinished projects and substandard works such as roads and buildings, which collapse shortly’. (Interview held
with Local Government Administrators at Wakiso Town Council, 2009) It was further reported by the key respondents that there are similar cases that range from the alleged theft of public works equipment, employees pilfering supplies, employees’ unauthorized use of district-owned vehicles, and officials steering contract work to friends and relatives. This is so and yet Local Government Administrators are required to safeguard public property entrusted to them and ensure that they are not damaged. Loss or misappropriation occurs in the process of procurement, storage, utilisation and disposal.

4.6.2 Mechanisms for Implementing Moral Virtues in Civil Service

Merit is well demonstrated around recruitment, promotion and transfer. When recruiting Local Government Administrators, merit must be ensured. To ensure merit, jobs are advertised in the newspapers for example, Senior Office Supervisor, Finance Officer and Sub-County Chief positions were advertised on Thursday, January 14th 2010. This advertisement is intended to ensure that people are recruited on merit.

Another aspect of merit is on the interviews for Local Government Administrators carried out at the district. These are conducted by the District Service Commission (DSC). One of the roles of the DSC is to interview and the right applicant is picked. The members of DSC are not necessarily the Local Government Administrators in the district. These are people outside the district who can exercise impartially. Although the mechanism is put in place, there is persistent tribalism and selective recruitment (discrimination) by the districts of origin which implies a compromised merit and undermines the integrity of the District Service Commission (Tukahebwa 1998). Magyezi (1998) supports this view and reiterates that generally districts tend to select ‘Sons and Daughters of the Soil’. In addition, Senyange (2006) cited cases of corruption and sectarianism in the District
Service Commission. He lamented that the powers and functions of the District Service Commission had been abused.

Employment of wrong people is likely to result from corruption in the district as these will always want to buy their way through. Some public officials such as Personnel Officers and District Service Commissions by nature of the powers entrusted to them in their administrative work and responsibilities can recruit friends and relatives into public service even when such people do not for the position they occupy. Quite often, such powers are used to protect these people who may even be corrupt thus encouraging more corruption. Power vested in or grabbed by such officials is seldom effectively supervised and is therefore invariably used contrary to laid down rules and regulations (Ruzindana et al 1998). The resulting impact on the efficiency of the service is obvious because unless certain officers are bribed, nothing can be done, even when they are not in office.

More revelations were by the District Finance and Administration Committee who unearthed ghost teachers existing in the District. Investigations done showed that about thirty six (36) schools had ghost teachers. Further on ghost and ex-service teachers were said to be on the payroll while others appeared more than once.

It was said 36 ‘teachers were on contract and many qualified teachers had their names maliciously deleted from the payroll and the personnel in charge had been interdicted’. In another development, nepotism which is the practice of showing special favours to relatives/people of the same tribe most especially in conferring offices when one is in a position of power was hinted on. This form of unethical tendency exists in Education Service Commission Department of Wakiso District. In an interaction with the researcher, a teacher testified to the fact that he was denied the job and yet he had all the qualifications and had actually done well in the interviews. He had this to say:
‘...Looks like the commission is now rewarding the parents who have worked for
the district for many years and are now retiring by employing their children’.

Indeed the researcher established that some of the jobs are only given to those whose
parents are known to those officers in charge of appointment or have contributed to
development of the district and hail from the district. Cases of wrongful recruitment
including preference of people basing on the sons and daughters of the soil syndrome
were reported. This is largely attributed to nepotism, political affiliation or a combination
or both. The interviewer had this to say:

‘...When you go for the interview, these people (district service councillors) interview
you in the local language and use complex and proverbs to fail you. If you do not
understand the questions you are technically out’’ (interview with Clinical Officers,
2009).

Some District Officials were reported to be engaged in acts that flout the standardized
rules such as recruitment based on merit. They were accused of promoting nepotism in
recruitment. There was a tendency to recruit people whose birth origins are from
particular local governments while rejecting those from outside the district regardless of
their suitability by qualification.

‘...It (nepotism is too much. .... I am told that a daughter of a big man (District
Councillor) recently graduated and applied for a job. ... they wanted her posted at
(named place). The nurse serving in this (named place) is a friend and has been under
great pressure to give way ... She is now gone for further studies’ (interview with the
midwives, 2009).
Promotion is also supposed to be done on merit. The district has 360° feedback appraisal method which is intended to ensure merit and to see that when people are promoted, the concerned parties are all involved in appraisal by deciding and making a conclusion together on who should be promoted. This is also another mechanism on merit in civil service. Although the mechanism is put in place, bribing people on DSC such that before the applicants get to the committee where the decisions are made, they are already favoured.

In transfers merit is practiced for teachers in that one is not supposed to teach in a particular school for over five years. However people transferred are not given fair consideration since they are given short notice and even marriage covenants are not valued as a spouse is transferred to a distant place where the spouse is not able to maintain his/her job. The mechanisms therefore are available but the issue is that it is possible to manipulate they system through political interference, nepotism, tribalism and others which make the mechanisms to fail.

It should therefore be noted that, these moral virtues are reflected in the laws of the country under which the district operate and they are mechanisms for district operations to be executed in line with the virtues. However, those mechanisms are sometimes manipulated or by past or ignored and for that reason peoples’ perceptions of moral virtues are analysed in order to determine how they understand those virtues.

4.6.3 Perception about Moral Virtues

The issues to be focused on in this regard are how Local Government Administrators do understand/perceive issues of integrity, accountability and transparency, and how they see them as ethical issues. Much as it is something to do with their character, Local Government Administrators have limited understanding of something that may be ethical,
legal or technical. Local Government Administrators have to understand what moral virtues are. This is explained on how Local Government Administrators rated their understanding of moral virtues of integrity, accountability and transparency. The rating of Moral Virtues of Local Government Administrators is as shown in Table 4.28.

**Table 4.28: Rating of Moral Virtues of Local Government Administrators in the district**

<table>
<thead>
<tr>
<th>Moral virtues</th>
<th>Percentages</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Integrity</td>
<td>52%</td>
</tr>
<tr>
<td>2. Accountability</td>
<td>58%</td>
</tr>
<tr>
<td>3. Transparency</td>
<td>57%</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

Although people know integrity as a virtue which is 71%, their belief was that only 52% demonstrated integrity in the district which means that 48% of the Local Government Administrators were lacking integrity. People perceived accountability to be a virtue with 70%. However, the provision of accurate accountability always was rated at 58%. Although the number of Local Government Administrators that understand accountability to be an ethical issue was higher, proper and consistent execution of accountability was rated at only 58%. This means that there were still a number of people who were not providing accurate accountability. Furthermore, on the question whether they equally rated the application of their virtues to their work, the rating revealed a lower performance, implying that Local Government Administrators knew the ethical issues and the fact that they are supposed to uphold the virtues of integrity, accountability and transparency in their day to day activities. The rating suggests that ethical performance is not at the same rate with the way people/Local Government Administrators understand the virtues that are necessary for the Local Government Administrators to perform ethically.
4.6.4 The Influence of Local Government Administrators’ Moral Virtues on their Ethical Performance

Local Government Administrators’ perceptions of moral virtues has been examined and an understanding that merit, hard work, accountability and value for property are not simply technical or legal but also ethical issues has been ascertained. Now the question is: how far does that understanding help them to perform their roles as Local Government Administrators? In other words, how much accountability, how much, transparency and how much integrity do they demonstrate or exhibit when they are carrying out their official duties?

It is important to draw a distinction between perception and performance because perception is basically about understanding or grasping an issue but performance is about putting in practice what has been grasped. Much as one may know that accountability is good, one may actually not be accountable. What the analysis seeks to bring out is how much of the moral virtue that is understood by a local government administrator is put into practice. The analysis of the responses of the Local Government Administrators who participated in this study reveal that there is a fair rating of the ethical performance as indicated in the Table 4.29.

Table 4.29: Rating of Moral Virtues of Local Government Administrators on their ethical performance

<table>
<thead>
<tr>
<th>Moral virtues</th>
<th>Percentages</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Integrity</td>
<td>64%</td>
</tr>
<tr>
<td>3 Accountability</td>
<td>54%</td>
</tr>
<tr>
<td>4 Transparency</td>
<td>53%</td>
</tr>
</tbody>
</table>

Source: Author (2011)

The results revealed a fair rating of moral virtues of Local Government Administrators on their ethical performance, implying that Local Government Administrators understood
the ethical issues to be applied while executing their duties and that they are supposed to uphold the virtues of Integrity (64%), Accountability (54%) and transparency (53%) in their day to day activities respectively.

4.6.5 Testing of hypothesis Three:

The Third hypothesis (H0$_3$): ‘The relationship between Local Government Administrators’ moral virtues and ethical performance’.

The third hypothesis (H0$_3$) stated that “There is no significant relationship between moral virtues and ethical performance of Local Government Administrators”. The hypothesis was first tested using a Pearson Product Moment Correlation. Table 4.30 presents the summary of the analysis.

<table>
<thead>
<tr>
<th>Table 4.30: Correlation between Local Government Administrators’ moral virtues and ethical performance</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Local Government Administrators’ moral virtues</strong></td>
</tr>
<tr>
<td>Pearson Correlation</td>
</tr>
<tr>
<td>Local Government Administrators’ moral virtues</td>
</tr>
<tr>
<td>Ethical performance</td>
</tr>
<tr>
<td>Pearson Correlation</td>
</tr>
<tr>
<td>Sig. (2-tailed)</td>
</tr>
<tr>
<td>N</td>
</tr>
</tbody>
</table>

** Correlation is significant at the 0.01 level (2-tailed).

Source: Author (2011)

The outcome of the Pearson’s correlation in Table 4.29 above indicates a moderate positive significant relationship between moral virtues and the ethical performance of Local Government Administrators of Wakiso District (r (226) = .532, p<0.01). The implication of this finding is that in instances where Local Government Administrators demonstrate exemplary moral virtues, there would be a significant improvement in their ethical performance. The result of the regression is presented in Table 4.31.
Table 4.31: Showing the Regression model on Local Government Administrators’ moral virtues and ethical performance.

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
<th>t</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
<td>Beta</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>31.913</td>
<td>5.342</td>
<td>5.973</td>
<td>.000</td>
</tr>
<tr>
<td>Civil Servants’ moral virtues</td>
<td>2.335</td>
<td>.248</td>
<td>.532</td>
<td>9.407</td>
</tr>
</tbody>
</table>

Source: Author (2011)

As can be read from table 4.31 Local Government Administrators moral virtues have a moderate positive contribution to their ethical performance [$\beta=.532$, $p<.01$] and the magnitude of the dependency was given by the value of the adjusted $R^2$ (.274) which implies that the independent variable (moral virtues) account for about 27.4% of the variations in the dependent variable (ethical performance). This led to the rejection of the null hypothesis in favour of the alternative which stated that there is a significant relationship between moral virtues of Local Government Administrators and their ethical performance. In other words, holding other variables constant, ethical performance is significantly dependent on the moral values of Local Government Administrators by a magnitude of 27.4%. Local Government Administrators’ moral virtues influence their ethical performance. So it has been proved statistically that perception of moral virtues influences Local Government Administrators up to 27%. The remaining 73% is explained by other factors. This is partly explained by what Opio (1996) pointed in the literature as an act of injustice, dishonesty, fraud or corruption that affect the entire system.

4.7 The effect of Legislation on Ethical Performance of Local Government Administrators

The purpose of this section is to analyse the effect of legislation on ethical performance of Local Government Administrators. The independent variable, which is legislation,
took into consideration the various aspects of the laws that were considered in earlier sections. A hypothesised model was developed to establish the total effect of legislation on ethical performance. The aspect of effect was important since it was relevant to establish how much legislation effects ethical performance of Local Government Administrators of Wakiso District.

4.7.1 Testing of hypothesis Four:

The fourth and final hypothesis (H0₄) stated that “There is no significant effect of Legislation on Ethical Performance of Civil Servant”.

The fourth hypothesis (H₀₄) stated that “There is no significant effect of legislation on ethical performance of Local Government Administrators. A simple linear regression matrix was carried out and gave confirmatory results as shown in table 4.32 below.

Table 4.32: Regression Model with ethical performance as dependent variable

<table>
<thead>
<tr>
<th>Model</th>
<th>R</th>
<th>R Square</th>
<th>Adjusted R Square</th>
<th>Std. Error of the Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.629ᵃ</td>
<td>.395</td>
<td>.392</td>
<td>8.592</td>
</tr>
</tbody>
</table>

ᵃ. Predictors: (Constant), legislations  
Source: Author (2011)

In order to determine the effect of legislation on ethical performance of Local Government Administrators, a simple linear regression test was done and the model predicted 39.2% of the variance in legislation. The results revealed that legislation a significant predictor of ethical performance of Local Government Administrators. The results indicated a significant relationship between legislation and ethical performance of Local Government Administrators in Table 4.33.
Table 4.33: Relationship between Awareness of Legislation and Ethical performance.

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
</tr>
<tr>
<td>1 Legislation</td>
<td>4.338</td>
<td>2.367</td>
</tr>
<tr>
<td></td>
<td>8.918</td>
<td>.737</td>
</tr>
</tbody>
</table>

a. Dependent Variable: EP  
Source: Author (2011)

As can be read from table 4.33, the findings of this analysis revealed a moderate positive relationship between legislation and ethical performance of Local Government Administrators. This is shown by the value of the standardized coefficient of beta value equal to .629 while the p-value is less than 0.01 suggesting that ethical performance is significantly dependent on Legislation.

The relationship between legislation and ethical performance of Local Government Administrators was a moderate positive one with \( r (226) = .629, P<0.01 \). Awareness of legislation accounted for 63% of the ethical performance of Local Government Administrators. The remaining 37% which is uncounted for is explained by other factors. The effect was significant to the performance of Local Government Administrators. The result is partly explained by the fact that people fear to be arrested, interdicted or fear to act illegally. As a result some activities in the district are carried out because of fear, which has become a culture. Apparently this fear has resulted into recruitment on merit, advertisement of jobs and provision of accurate accountability among other things. This does not necessary mean that it is their ethical convention and it may require something to be done to enhance the moral virtues of Local Government Administrators.
In the foregoing sections the results for each objective were presented separately. All regressions and correlation coefficient results in the thesis showing the coefficients, the t-statistics, the F-statistics, the P-values; the SER, and the Adjusted R = squared were reported in Table: 4.34.

**Table 4.34: Summary of Pearson’s Correlation and Regression Analysis**

<table>
<thead>
<tr>
<th>OBJECTIVE</th>
<th>COEFF</th>
<th>R</th>
<th>R²</th>
<th>Adj R²</th>
<th>SER</th>
<th>T-STAT</th>
<th>F-STAT</th>
<th>P-value</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>.468**</td>
<td>.468</td>
<td>.219</td>
<td>.216</td>
<td>.055</td>
<td>7.926</td>
<td>62.825</td>
<td>.000</td>
</tr>
<tr>
<td>Two</td>
<td>.296**</td>
<td>.296</td>
<td>.088</td>
<td>.084</td>
<td>2.133</td>
<td>4.637</td>
<td>21.505</td>
<td>.000</td>
</tr>
<tr>
<td>Three</td>
<td>.532**</td>
<td>.532</td>
<td>.280</td>
<td>.274</td>
<td>.248</td>
<td>9.407</td>
<td>88.494</td>
<td>.000</td>
</tr>
<tr>
<td>Four</td>
<td>.629**</td>
<td>.629</td>
<td>.395</td>
<td>.392</td>
<td>.737</td>
<td>12.097</td>
<td>146.328</td>
<td>.000</td>
</tr>
</tbody>
</table>

*Source: Author (2011)*

From Table 4.34 all correlation results are significant as indicated in the P-value (p<0.01). The table also indicates that there is a linear relationship between the variables as shown by F-statistics. However in objective two, there is a weak linear relationship \([r(226) = .296, P<0.01]\) between the key methods used in implementing legislation and moral virtues of Local Government Administrators as a basis of ethical performance. This weak relationship is confirmed by the low contribution (Adj R² = .084) of the key methods used in implementing legislation.

**4.7.2 The Hypothesised Model of Legislation and Ethical Performance**

This section gives the hypothesised model of the study variables and draws a conclusion on the contribution of legislation to ethical performance of Local Government Administrators in Wakiso District. Researchers such as Holland (1988), Holland (1986) and Robins et al (1992) recommend calculating the total effect of variables. The total effect of one variable on another was computed based on the work of Mande (2009) and
Robins et al (1992) in which the total effect was divided into direct effects and indirect effects. Considering the hypothetical model, the total effect of legislation on ethical performance was considered.

The model takes into account all the hypotheses tested in the study. The hypotheses were four: (i) There is no significant relationship between awareness of legislation and methods used for implementation to ensure ethical performance. (ii) There are no key methods used in implementing legislation and moral virtues of Local Government Administrators as a basis of ethical performance. (iii) There is no significant relationship between the moral virtues of Local Government Administrators and ethical performance. (iv) There is no significant effect of legislation on ethical performance.

The hypothesised model is as shown in Figure 4.12.

![Figure 4.12: Paths for hypothesised empirical model](image)

The hypothesised model was used in order to produce a reliable conclusion that awareness of legislation contributes to ethical performance of Local Government
Administrators in Wakiso District. In stating the hypothetical model, the following issues were given due attention:

(1) *Determining the variables* – in the model, there is an independent variable (Legislation required to be adhered to in civil service) and an intermediary variable (moral virtues of Local Government Administrators), and an dependent variable (Ethical performance).

(2) *Establishing causal paths* - the causal paths relevant to variable (4) which is the ethical performance are paths from (1) to (2) to (3) to (4); and from (1) to (4).

(3) *Stating assumptions* – (i) all relations which are linear, that is, the casual assumptions (what causes what) are shown in the path diagram; (ii) the variables are measured on an interval scale.

(4) The paths in the model have to establish the following relationships:

(a) A positive significant relationship between awareness legislation and methods used to implement legislation to ensure ethical performance.

(b) A positive significant relationship between methods used to implement legislation and moral virtues of Local Government Administrators as a basis of ethical performance.

(c) A positive significant relationship between moral virtues of Local Government Administrators and ethical performance.

(d) A positive significant relationship between legislation and ethical performance.

From the hypothesised model, a path coefficient indicates the direct effect of a variable as shown here below:

<table>
<thead>
<tr>
<th>Paths</th>
<th>Variable</th>
<th>Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td>P41</td>
<td>Legislation and Ethical Performance</td>
<td>.63</td>
</tr>
<tr>
<td>P21</td>
<td>Methods of implementation and legislation</td>
<td>.47</td>
</tr>
</tbody>
</table>
Variable 1 (Legislation) is the only exogenous variable because it does not have any arrows pointing to it. For that matter there are three endogenous variables in the model, that is, variable 2 (methods of implementation), variable 3 (moral virtues) and variable 4 (ethical performance). In this model, methods of implementation legislation which is an endogenous variable is a cause of another endogenous variable, moral virtues, which is also another cause of another endogenous variable ethical performance.

4.6.3 The Effect of Decomposition

The paths coefficients were used to decompose correlations in the model into direct and indirect effects corresponding to direct and indirect paths reflected in the arrow of the model. This is based on a rule that in a linear system the total causal effect of a variable A on variable B is the sum of the values of all the paths from A to B. Considering that “ethical performance” is the dependent variable, and “legislation” is the independent variable, the indirect effects are calculated by multiplying the paths coefficients for each path from “methods used in implementation” to “ethical performance”. Hence: legislation \( \rightarrow \) methods used in implementation \( \rightarrow \) moral virtues \( \rightarrow \) ethical performance = \( .47 \times .30 \times .53 = .07 \). So, .07 is the indirect effect of legislation on ethical performance, plus the direct effect which is .63. The causal effect of legislation on ethical performance is \( [.07 + .63] = .70 \). Given the results of the above model, it can be asserted that legislation is a major determinant of ethical performance. The implication of this is that 70% of what is in line with ethical performance is based on fear of the law, which means that Local Government Administrators do not perform ethically out of moral virtues. So there is still need to inculcate moral virtues among Local Government Administrators through training.
CHAPTER FIVE

SUMMARY, CONCLUSION, RECOMMENDATIONS AND POLICY IMPLICATIONS

5.1 Introduction

In this final chapter of the study, a summary of the findings, conclusions, recommendations and policy implications are presented in that order.

5.2 Summary of the Findings

The general objective of this study was to analyse the contribution of legislation to ethical performance of Local Government Administrators of Wakiso District. Four objectives were formulated and discussed in chapter four.

(v) The first objective sought to analyse the relationship between Local Government Administrators’ awareness of legislation and methods used for implementation to ensure ethical performance.

It was found out that awareness of legislation had a moderate positive significant ($r$ (226) = .468, $p<0.01$) relationship with methods of implementation. Local Government Administrators were aware of contents of the Constitution of the Republic of Uganda (1995), Local Government Act (LGA) (1997), Public Service Act (2008); Standing Order (2000), Leadership Code Act (2000), Public Finance Act (2000) Public Procurement and Disposal of Public Assets Act (PPDAA, 2003) and Local Governments Financial and Accounting Regulations (1998). Awareness did not necessarily translate into commitment leading to ethical performance. This implied that methods of implementation were not overly effective.
Much as the Local Government Administrators were aware of legislation there was still need to make a follow up of the methods of implementing legislation through monitoring and evaluation. This is because the findings indicated that awareness of legislation determined the method of implementation.

(vi) The second objective established the key methods used in implementing legislation and their contribution to moral virtues among Local Government Administrators as a basis of ethical performance.

It was found out that the methods for implementation had a low positive significant \[ r(226) = .296, P<0.01 \] relationship with moral virtues of Local Government Administrators. This means that methods are very important in as far as promotion of moral virtues is concerned. The types of methods used would go a long way in enhancing the virtues of Local Government Administrators.

From the results of factor analysis three factors namely: prosecution, circulars and press releases were considered the most popular methods of implementation. Prosecution involves conducting the hearings and determining the charges against the offender. Common charges that are usually taken against the accused civil servant are: dismissal, demotion, and deduction in salary, stoppage or deferment of increment, reprimands or recovery of the amount of loss by government against the officer due to his conduct.

Concerning circulars as another method of implementing legislation, these are statements of government policy containing guidance on policy implementations, intended to guide local councils in applying clear policies, consistent procedures and effective risk management strategies. While press releases are official statement specially prepared and issued to newspapers and other news media to make the issues known to the public. They
emphasise honesty, transparency, accurate accountability, curbing corruption; ensuring standardised procurement and disposal practices.

Objective three assessed the relationship between moral virtues and ethical performance. It was found out that moral virtues of Local Government Administrators had a moderate positive significant \[ r (226) = .532, \ p<0.01 \] relationship with the ethical performance of Local Government Administrators of Wakiso District. The implication of this finding is that in instances where Local Government Administrators demonstrate exemplary moral virtues, there would be a significant improvement in their ethical performance.

The findings under objective four revealed that there was a moderate significant \( r (226) = .629, \ p<0.01 \) relationship between legislation and ethical performance of Local Government Administrators. It was further revealed that legislation is a significant predictor of ethical performance of Local Government Administrators. The regression model predicted 39.2\% of the variance in ethical performance. The study sought to establish a model involving legislation and ethical performance. So beyond regression analysis, a path analysis was used to create a hypothesised model. In the hypothetical model, the total effect of legislation on ethical performance was computed. The direct effect of legislation on ethical performance was .63, while the indirect effect through methods of implementing legislation and moral virtues on ethical performance = .47 x .30 x .53 = .07. Therefore, the causal effect of legislation on ethical performance was [.07 + .63] = .70.

Given the above results, it is true to say that legislation always contributes to ethical performance to a great extent (70\%). So the theory that emerges from this is that legislation is a major contributor to ethical performance. People act in the right way because the law compels them to do so! Other factors that lead people to act ethically
contribute only 30%. The state and district concentrate more on legislation, yet what is legal is not necessarily ethical and vice versa.

Furthermore when a group of people like Local Government Administrators for fear of the law perform in a way that appears to be ethical, it does not necessarily imply that those Local Government Administrators are ethical. This is because law compels them and when they act under the law, they act involuntarily. Involuntary actions are outside the ambit of ethics discourses. It is only when people (Local Government Administrators) act voluntarily that their actions or performance can be brought in the arena of ethics debate. So the best thing would have been for Local Government Administrators to have virtues so that they can have a natural proclivity to act ethically. This means that if laws outweigh virtues Local Government Administrators will appear to act ethically but at the same time there will be instances of unethical behaviour.

5.3 Conclusions

This study analysed the contribution of legislation to ethical performance of Local Government Administrators in Wakiso District. The thesis contained four objectives. This section draws conclusion based on each objective.

According to objective one, it can be concluded that awareness contributes to an extent to the methods of implementing legislation which gives them understanding of the ethical requirements of each law. This enhances their ethical ability to perform in carrying out their duties. Furthermore, it was found out that that awareness did not necessarily translate into commitment which implies that methods of implementing legislation were not overly effective.
The conclusion based on objective two is that there is a low significant relationship between the methods of implementing legislation and moral virtues of Local Government Administrators. Out of the 7 methods used for implementing legislation, prosecution, circulars and press releases were identified as the key methods applied by the district to promote moral virtues of Local Government Administrators in relation to their work.

In relation to objective three, it can be concluded that Local Government Administrators’ moral virtues influence their ethical performance at their work places. Hence moral virtues of Local Government Administrators are believed to enhance ethical performance with respect to full accountability, transparency and integrity.

Lastly the conclusion based on objective four is that legislation is relevant to the performance of Local Government Administrators. However ethical performance of Local Government Administrators is based on fear of the law which means that Local Government Administrators do not perform ethically as required by the laws. This means that there is still need to inculcate moral virtues among Local Government Administrators through training.

5.4 Recommendation

The findings in objective one indicated that awareness and methods used for implementation have been found to have significant contribution to legislation. This study recommends that there should be continuous emphasis on awareness by supervisors from the time the civil servant joins the organisation up to the time of leaving. Emphasis should also be on improved methods of implementation by those in charge of training, especially the Chief Administrative Officer.
The findings in objective two indicated that there was a low ($r = .296, P<0.01$) positive relationship between the methods of implementing legislation and moral virtues of Local Government Administrators. In order to increase/improve the relationship, there is need to revisit the methods for implementation especially circulars and press releases by Heads of Department. This is because there is no clear follow up on the circulars / press releases since they are directed to particular groups of people whereby one may not know whether they are read and are fully understood. However, prosecution can be improved by making it more objective and realistic by the Office of Inspector General of Government. This must be embedded as part of the mission statement in every work place at the district.

The findings from the third objective were that there is a moderate positive relationship between moral virtues and ethical performance of Local Government Administrators of Wakiso District. In order to enhance the moral virtues of Local Government Administrators, there is need to sensitize Local Government Administrators through training by consultancy firms to enable them gain knowledge on ethical principles and how to recognise, analyse and resolve future ethical dilemmas. This will empower them to make a formal commitment to demonstrate ethics, integrity and responsible conduct in all that they do.

The findings under objective four revealed that there was a moderate significant relationship between legislation and ethical performance of Local Government Administrators and that legislation is a major predictor of ethical performance of Local Government Administrators. Much as Local Government Administrators are expected to exhibit ethical performance which is indicated by full accountability, transparency and integrity, there are still unethical tendencies observed among the Local Government Administrators in Wakiso District where Local Government Administrators have failed to comply with what the law requires them to do. The study therefore recommends training,
as proposed in Table 5.1, which can help the Local Government Administrators to acquire some of the moral virtues at work. This training will be organised and supervised by the District Personnel Officer while the actual training will be carried out by specialists in ethics and public administration. It has been proved in the previous section that legislation contributes greatly (70%) to ethical performance of Local Government Administrators in the district. Out of the sample size of 226 of Local Government Administrators of Wakiso District, 70% (158) Local Government Administrators are ethical leaving a total of 30% (68) who are unethical. This number of unethical Local Government Administrators is too big for one district and so they all need to be made to perform ethically. One way of making them ethical is by training them.

Training will help the Local Government Administrators acquire and retain some of the moral virtues like full accountability, integrity and transparency. The training programme in ethics for Local Government Administrators will be categorised according to different professions since each group experiences different ethical challenges. The duration of the training will be one to two weeks at the district headquarters. Preliminary training arrangements like identifying the training needs, the particular Local Government Administrators to be trained at a time and specialists in ethics and public administration to carry out training will be done by the District Personnel Officer. A proposed training programme in moral virtues for Local Government Administrators is shown in Table 5.1.
Table 5.1: A proposed training programme in moral virtues for Local Government Administrators

<table>
<thead>
<tr>
<th>No.</th>
<th>Training programme</th>
<th>Training objective</th>
<th>Content</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Practical merit application skills for Local Government Administrators.</td>
<td>• To enhance participants appreciation and capacity to apply transparency.</td>
<td>• The legal basis of transparency.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To provide employees with the opportunity for advancement.</td>
<td>• Objectives of transparency.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Promotion.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Strategies of practicing transparency.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Challenges of practicing transparency.</td>
</tr>
<tr>
<td>2</td>
<td>Legal provisions and building responsiveness and accountability in public service.</td>
<td>• To promote transparency, honesty and integrity in accountability.</td>
<td>• Rules and obligations of accountability.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To enhance the usage of public resources and answerability.</td>
<td>• Salient tips in practicing honesty, transparency and integrity.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To encourage public involvement in fostering accountability in public service.</td>
<td>• Policy framework for dealing with misconduct.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Promoting loyalty and handling client’s complaints.</td>
</tr>
<tr>
<td>3</td>
<td>Setting and accomplishing work target</td>
<td>• To sensitize participants on the relevancy of self drive legal requirements at workplaces.</td>
<td>• Understanding legal requirements in relation to integrity in the civil service.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To enhance public servants skills in needs identification, priority setting and time management.</td>
<td>• Relevancy of setting priorities and time management.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To develop public servants skills in setting SMART objectives and achievable outcomes.</td>
<td>• Identification and satisfaction of client needs in the public service.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Management by walking around (MBWA).</td>
</tr>
</tbody>
</table>

*Source: Author 2012*
The method of delivering the training can take different forms, depending on the topic at hand. It can take the form of lectures, case studies, role play and simulation and it can be delivered through guided syndicate group discussions.

The lecture method will provide a conducive learning environment where trainees listen, observe and perhaps take notes thus enabling them acquire specific factual information about moral virtues. In that way Local Government Administrators will be made to understand that the most important requisite for any public servant is to develop an inner sense of professional responsibility.

Training in moral virtues will also involve the use of case studies. These will be used to stimulate situations for making strategic decisions, rather than the day to day decisions that occur in the in-basket. They will require groups of Local Government Administrators to work together to analyze a “case” that has been written on a particular situation or problem so as to find a solution. Case studies will also allow Local Government Administrators to apply new knowledge and skills for solving complex ethical dilemmas.

Similarly, role play and simulation can be used whereby Local Government Administrators who are actors in the role play are provided with the general description of the situation, a description of their roles and the problem they face. The role play process provides Local Government Administrators with an opportunity to explore their feelings, gain insight about their attitudes and concerns and increase problem solving skills. It will further enable Local Government Administrators interpret government policies according to a personal sense of right and wrong, thus practicing one’s loyalty towards work.
Group discussion is another training method for Local Government Administrators which encourages interaction between the trainer and the trainees or the trainee themselves. This will provide an opportunity for exchange of ideas and the sharing of experiences on matters pertaining to public service integrity, accountability, responsiveness, transparency, and “customer service orientation”. Local Government Administrators using this method engage in a conversation on a specific topic which they had been given well ahead of the discussion time. In this way they will be able to gather the necessary information. This method encourages critical informed questioning from the Local Government Administrators, provides a forum at which individuals and groups could undertake frank assessments of their personalities, and come to realistic conclusions on the scope and possibilities for character reformation. This will assist the Local Government Administrators to explore and understand more fully the nature of their personal values, as they relate to their public responsibilities.

This variety of methodology will help Local Government Administrators understand ethical issues. Using circulars, prosecution, press release and workshops alone tends to make people fear to act unethically but training people in moral virtues will change their character to become more ethical. Training is preferred because at the end of it, Local Government Administrators will be evaluated to assess achievement of training objectives. This will be accompanied by self-administered regular target performance appraisals while at work. Evaluation will also be done by the superiors using ‘management by walking around’ (MBWA) and annual staff performance appraisals. This is purposed to assess change in Local Government Administrators’ character at work resulting from training and to identify any other weaknesses to be addressed in future.
5.5 The Contribution of Training in Moral Virtues to Ethical Performance of Local Government Administrators.

In order to determine the contribution of the proposed training moral virtues to the ethical performance of local government administrators, an extended hypothetical model was used as explained below.

There are five steps in computing the contribution of hypothetical model. The five steps are:

Step 1: In this study the total causal effect of legislation to ethical performance was 70%.

Step 2: The figure for the total causal effect is subtracted from 100%. In this study, (100% - 70%), it gave a remainder of 30%.

Step 3: The product in step 2 is multiplied by the direct effect. In this case .63 x .30 = .189. So the contribution of training in moral virtues would be about 19%.

Step 4: The product of step 3 is added to the total causal effect in order to determine the total causal effect of the extended hypothetical model. In this study the 19% was added to 70%. (.19 + .70) = .89 (89%).

Step 5: The contribution of the recommended course of action which is the training of moral virtues of Local Government Administrators is forecast to be 19%. So the total causal effect of the hypothetical model is extended when the contribution of the recommended course of action is taken into account. Hence (.70 + .19) = .89 (89%). The remaining 11% is contributed by other factors which are neither legislation nor training in moral virtues. Since these are outside the model, they are not explained here.
5.6 Policy Implications

The main theme of the study was to establish if there is a significant contribution of legislation to ethical performance of Local Government Administrators in Wakiso District, Uganda. A study of ethical performance among Local Government Administrators is important for policy makers, policy implementers, practitioners and the community.

Policy Implication for the District Accounting Officer and Ministry of Local Government

Since the findings and recommendations revealed that awareness of laws and methods are important for the promotion of legislation that govern the performance of local Government Administrators, it means that there should be a policy on promoting awareness of legislation in the district. This policy should be formulated by the Ministry of Local Government and Public Service. Putting a policy in place will enable the district to budget and programme activities intended to promote awareness among Local Government Administrators.

Policy Implication for District Service Commission

There should be a policy on issuing circulars and monitoring the implementation of the contents of the circulars. This policy should be generated by the district service commission which is responsible for recruitment of the district employees.

Policy Implication for District Personnel Officer and Training Institution

In order to strengthen the moral virtues of Local Government Administrators there is need for a policy which emphasizes training in ethics especially moral virtues. This policy should be designed and implemented by the District Personnel Officer, first in the training institutions that feed the training institutions with employees and at the district whenever training is carried out.
Policy Implication for Central Government and Local Governments

The central government and local governments should formulate a policy under which ethics is given as much emphasis as the law. The policy should lead to a comprehensive Code of conduct to be followed by all Local Government Administrators.

It is presumed that a combination of legislation and training in moral virtues will bring about improved ethical performance especially if they are supported or backed by both national and local government policies.

5.7 Future research

Since the research recommended promoting virtues among Local Government Administrators through training, future research could evaluate the impact of training on ethical behaviour of Local Government Administrators using post test designs with longitudinal design. This will be intended to verify effectiveness of training and to plan strategies of rolling out the activity in other districts as a control measure for ethical performance.

Another area recommended for future research is to examine the relationship between moral virtues and other variables such as culture, socialisation and religion, so as to analyse whether each of these has an effect on Local Government Administrators’ ethical performance at work places.
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**Legislation Considered**


Government Reports


Appendix I: QUESTIONNAIRE FOR LOCAL GOVERNMENT ADMINISTRATORS

KENYATTA UNIVERSITY
SCHOOL OF BUSINESS
DEPARTMENT OF BUSINESS ADMINISTRATION
SCHOOL OF BUSINESS

QUESTIONNAIRE FOR LOCAL GOVERNMENT ADMINISTRATORS (WAKISO DISTRICT)

This questionnaire seeks to solicit information on the contribution of legislation to ethical performance of Local Government Administrators of Wakiso district. The information you provide will be treated with all the confidentiality it deserves and will be used only for academic research purposes.

Thank you for your cooperation.

SECTION A: PERSONAL VARIABLES

1. My Occupation falls in the following:
   (1) Finance and accounting _________
   (2) Teaching _____________________
   (3) Medical and Health ____________
   (4) Administration ______________
   (5) Engineering and Construction _____
   (6) Agriculture _________________
   (7) Others.

2. My level of management is
   (1) Top Management _______________
   (1) Middle management _____________
   (2) Lower management ______________
   (3) Technical professional __________

3. Age bracket

<table>
<thead>
<tr>
<th>20 – 29 years</th>
<th>30 – 39 years</th>
<th>40 – 49 years</th>
<th>50 – 59 years</th>
<th>60 and above</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

4. Sex
<table>
<thead>
<tr>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

5. Highest education level attained
SECTION B: AWARENESS OF LEGISLATION AND ETHICAL REQUIREMENTS

Please respond to the statements below by ticking the alternative that best describes your opinion and experience.


7. I am aware of the contents of the constitution.
8. I read the constitution regularly and I know all the sections.
9. The constitutional provisions have relevance to my work.
10. The Constitution requires Local Government Administrators to be ethical.
11. I consult the Local Government Act (LGA) a lot in my work.
12. Local Government Act requires Local Government Administrators to be ethical.
13. I know the contents of Public Service Act.
14. I have read the Public Service Act.
15. I know the contents of the Standing Orders.
16. Standing Orders require Local Government Administrators to be ethical at work.
17. Leadership code requires Local Government Administrators to be honest.
18. Public Finance Act requires the Local Government Administrators to give accurate accountability.

SECTION C: APPLICATION OF LEGISLATION

Please respond to the statements below by ticking the alternative that best describes your opinion and experience.


19. In my department the constitutional provisions are adhered to all the time.
20. The Local Government Act is followed all the time in my
| 21. | Public Service Act is followed by my district in all matters to do with employment. |
| 22. | Standing Orders are adhered to by all employees in my department. |
| 23. | Public Finance Act provisions are followed every time the department and district account for funds. |
| 24. | The Public Procurement and Disposal of Assets Act provisions are followed closely whenever procurement is made. |
| 25. | All officers in my section abide by the requirements of Leadership Code as far as declaring personal assets is concerned. |
| 26. | All Local Government Administrators in my district take laws very seriously. |

**SECTION D: LOCAL GOVERNMENT ADMINISTRATORS MORAL VIRTUES**

Please respond to the statements below by ticking the alternative that best describes your opinion and experience.


| 27. | All Local Government Administrators in this district have good character. |
| 28. | All the professional staff of the district do their work ethically. |
| 29. | All the Local Government Administrators I know are honest. |
| 30. | There is fairness in every section of the district. |
| 31. | Local Government Administrators with good character always produce excellent work. |
| 32. | Religion influences most Local Government Administrators’ work ethics |
| 33. | Culture has a lot of influence on the way Local Government Administrators make decisions. |

Please indicate how much you agree with each of the following statements.

(1) is about (0%) (2) is about 20% (3) is about 30% (4) is about 40% (5) is about 50% (6) is about 60% (7) is about 70% (8) is about 80% (9) is about 90% (10) is about 100%

<p>| 34. | My perception of transparency as a virtue is about |
| 35. | My belief in transparency as a virtue is about |
| 36. | Transparency is applied |</p>
<table>
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<tr>
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<tbody>
<tr>
<td>37.</td>
<td>My perception of integrity as a virtue is about</td>
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<tr>
<td>38.</td>
<td>My belief in integrity as a virtue is about</td>
</tr>
<tr>
<td>39.</td>
<td>Integrity is applied consistently in all decisions at the district</td>
</tr>
<tr>
<td>40.</td>
<td>My perception of accountability as a virtue is about</td>
</tr>
<tr>
<td>41.</td>
<td>My belief in accountability as a virtue is about</td>
</tr>
<tr>
<td>42.</td>
<td>Accountability is applied consistently in the district</td>
</tr>
</tbody>
</table>

**SECTION E: METHODS OF IMPLEMENTING LEGISLATION**

Please respond to the statements below by ticking the alternative that best describes your opinion and experience  1. Strongly disagree 2. Disagree 3. Neither agree nor disagree  4. Agree 5. Strongly agree

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<tbody>
<tr>
<td>43.</td>
<td>Trainings are used to make Local Government Administrators understand the laws.</td>
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<tr>
<td>44.</td>
<td>Workshops on law for Local Government Administrators are held regularly.</td>
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<tr>
<td>45.</td>
<td>Circulars to Local Government Administrators are a method of implementing law in my district.</td>
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<tr>
<td>46.</td>
<td>Publicity through media is a method of implementing legislation.</td>
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<tr>
<td>47.</td>
<td>Seminars on law for Local Government Administrators are held regularly.</td>
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<tr>
<td>49.</td>
<td>Issuing press releases from time to time is a method of implementing laws.</td>
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</tbody>
</table>

**SECTION F: ETHICAL PERFORMANCE IN THE LAWS**

Please respond to the statements below by ticking the alternative that best describes your opinion and experience  1. Strongly disagree 2. Disagree 3. Neither agree nor disagree  4. Agree 5. Strongly agree

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<tbody>
<tr>
<td>50.</td>
<td>The Constitution requires Local Government Administrators to be ethical.</td>
<td></td>
<td></td>
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<tr>
<td>51.</td>
<td>Public Finance Act requires the Local Government Administrators to give accurate accountability.</td>
<td></td>
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<tr>
<td>52.</td>
<td>Standing Orders require Local Government Administrators to be hardworking</td>
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</tbody>
</table>
53. Standing Orders require Local Government Administrators to be objective.

54. Leadership code requires Local Government Administrators to be honest.

55. Local Government Act requires Local Government Administrators to be transparent.

56. Local Government Act requires Local Government Administrators to be fair.

57. Public Service Act requires Local Government Administrators to be accountable.

58. Public Procurement and Disposal of Public Asset Act requires Local Government Administrators to be trustworthy.

SECTION G: ACCOUNTABILITY (RATING)

Please respond to the statements below ticking the alternative that best describe your opinion and experience


59. Local Government Administrators in my district are honest always.

60. Local Government Administrators in my district treat others well.

61. Local Government Administrators usually concentrate on their work.

62. Local Government Administrators are polite to the people they serve.

63. Local Government Administrators use government funds well.

64. Local Government Administrators always account for resources entrusted to them.

65. The accountability is always accurate.

SECTION H: Integrity

Please respond to the statements below by ticking the alternative that best describes your opinion and experience


66. In my district Local Government Administrators are recruited with fairness

67. Local Government Administrators in my district are promoted faithfully.
68. Local Government Administrators in my district maintain high integrity.  
69. Allowances are given on merit in my district.  
70. Benefits are awarded equitably in the district.  
71. Established procedures are followed in the district always.  
72. Resources are allocated equitably in my district.  
73. Natural justice is always followed in my district.  

**SECTION I: TRANSPARENCY:**
Please respond to the statements below by ticking the alternative that best describes your opinion and experience.


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<tbody>
<tr>
<td>74.</td>
<td>Most Local Government Administrators in Wakiso district allocate resources without reservation.</td>
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<td>75.</td>
<td>Most Local Government Administrators declare funds allocated to them.</td>
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<td>76.</td>
<td>Most Local Government Administrators carry out promotion in an open manner.</td>
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<tr>
<td>77.</td>
<td>Most Local Government Administrators carry out recruitment transparently.</td>
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<tr>
<td>78.</td>
<td>Most Local Government Administrators keep open line of communication.</td>
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**SECTION K: CORRUPTION AS AN INDICTOR OF UNETHICAL CONDUCT**
Please respond to the statements below ticking by the alternative that best describes your opinion and experience.


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<tbody>
<tr>
<td>79.</td>
<td>Some Local Government Administrators are unethical because they are poor.</td>
<td></td>
<td></td>
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<tr>
<td>80.</td>
<td>Poverty causes corruption in my district.</td>
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<tr>
<td>81.</td>
<td>The anti-corruption law is very weak in my country.</td>
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<tr>
<td>82.</td>
<td>Weak law causes corruption in my district.</td>
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<tr>
<td>83.</td>
<td>Giving and taking bribes is now a culture in Uganda.</td>
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<tr>
<td>84.</td>
<td>There is a culture of corruption in my district.</td>
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<tr>
<td>85.</td>
<td>Local Government Administrators are corrupt because they lack training in ethics.</td>
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</table>
86. Limited training in ethics leads to corruption in my district
87. Offenders bribe to Local Government Administrators in my district to avoid punishment.
88. Offenders offer bribes because penalty is very expensive.
89. Some people offer bribes because the expected gain is higher.
90. People offer bribes when they expect to gain more later.
91. Corruption is the major indicator of unethical behaviour

SECTION L: INCIDENCES OF UNETHICAL BEHAVIOUR

Please respond to the statements below ticking by the alternative that best describes your opinion and experience. 1. Never 2. Rarely 3. Sometimes  4. Always.

92. My district loses money every year due to corruption.
93. Some Local Government Administrators bribe to get promotion.
94. Complaints are raised about the unethical behaviour of Local Government Administrators.
95. Accounting officers fail to give accurate accountability.
96. Discrimination occurs in my district.
97. Inspector General of Government has investigated cases of unethical behaviour in my district.
98. Unethical Local Government Administrators in the district lose their jobs.
99. There are things which were not done because resources were diverted.
100. There are conflicts in my district.
101. There have been court cases against Local Government Administrators.

SECTION M EFFECTS OF UNETHICAL PERFORMANCE IN THE DISTRICT

Respond to the statements below by ticking the approximate percentage you associate with in each case. Where

(1) is about 10%  (2) is about 20%  (3) is about 30%  (4) is about 40%  (5) is about 50%  (6) is about 60%  (7) is about 70%  (8) is about 80%  (9) is about 90%  (10) is about 100%

102. Accessing education at all levels in the district is -
103. Accessing health services in my district is _______
104. Crime in the district is controlled _______
105. Poverty in the district is alleviated _______
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<tr>
<td>106.</td>
<td>Public funds are accessed ___ in the district</td>
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<tr>
<td>107.</td>
<td>Immunisation has been achieved by ___ in the district</td>
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<td>108.</td>
<td>HIV/AIDS awareness about __________</td>
<td></td>
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<tr>
<td>109.</td>
<td>My satisfaction with the performance of Local Government Administrators in my district is</td>
<td></td>
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Please provide information on any cases in the areas of accountability, recruitment staff, use of public assets and resources and lack of providing services timely in your district

______________________________________________________________________________
______________________________________________________________________________
______________________________________________________________________________
______________________________________________________________________________
______________________________________________________________________________

You have completed questionnaire. If you would like to receive the results of my study, or if you would like more information, do not hesitate to contact me zoregis@yahoo.com.

Thank you again for your cooperation.
Appendix II: Interview Guide

Background information of the respondent (Wakiso District)

Gender: (1) Male__________ (2) Female__________

1. Please list the laws that concern your work.

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

2. Explain how you came to know about these laws.

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

3. What incidents tell you that Local Government Administrators are ethical or unethical in their work.

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

4. Describe the incidences you have had about the following in the districts

(a) Corruption

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

(b) Sectarianism

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________
(c) Misuse of resources

5. Do Local Government Administrators know the ethical issues related to their work?

6. Explain the ways in which Local Government Administrators are influenced by ethics.

State the ways in which laws help Local Government Administrators to do their work ethically.

7. Comment on management, ethics and Local Government Administrators in your district.

8. Have you ever been trained to understand the laws and ethics?

9. How many workshops on ethics and law have you attended?

10. Do you receive circulars from higher authorities?
11. Do you have a legal officer attached to the district?
12. Do you remember the number of times press releases were issued?
Appendix III: SPSS OUTPUT

Correlation Matrix for the variable constructs

<table>
<thead>
<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
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<tbody>
<tr>
<td><strong>Methods of implementing legislation</strong> (1)</td>
<td>1.000</td>
<td></td>
<td></td>
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<tr>
<td><strong>Awareness of legislation</strong> (2)</td>
<td>.206**</td>
<td>1.000</td>
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<td></td>
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<td></td>
<td>.002</td>
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<td><strong>My belief in accountability as a virtue is about</strong> (3)</td>
<td>.209**</td>
<td>.458**</td>
<td>1.000</td>
<td></td>
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<tr>
<td></td>
<td>.002</td>
<td>.000</td>
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<tr>
<td><strong>consistently in accountability is applied in the district</strong> (4)</td>
<td>.196**</td>
<td>.236**</td>
<td>.257**</td>
<td>1.000</td>
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<td></td>
<td>.003</td>
<td>.000</td>
<td>.000</td>
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<tr>
<td><strong>EP(5)</strong></td>
<td>.380**</td>
<td>.176**</td>
<td>.185**</td>
<td>.405**</td>
<td>1.000</td>
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<td>.000</td>
<td>.008</td>
<td>.005</td>
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Appendix IV: Histogram

Histogram

Dependent Variable: PERFORM

Mean = 2.13515
Std. Dev. = 0.994
N = 237

Frequency

Regression Standardized Residual
Appendix V: Normal P-P Plot of Regression Standardized Residual

Normal P-P Plot of Regression Standardized Residual

Dependent Variable: PERFORM

Expected Cum Prob

Observed Cum Prob
Appendix VI: Box Plot Test Normality

Box Plot Test Normality

Ethical performance
Appendix VII: Moral Virtues for Civil servants stem-and-Leaf plot
Moral Virtues for civil servants Stem-and-Leaf Plot
Frequency
2.00
5.00
17.00
18.00
30.00
36.00
56.00
45.00
21.00
5.00
2.00
Stem width:
Each leaf:

Stem & Leaf
2
2
3
3
4
4
5
5
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1.00
1 case(s)

Stem-and-of moral virtues of Local Government Administrators shows fairly normal
distribution.

242


Appendix VIII: Detrended Normal Q-Q plot of Performance
Appendix IX: Geographical Map of Wakiso District
Appendix X: Authorization letter from Graduate School, Kenyatta University
Appendix XI: Permission letter to carry out research in the District from the Chief Administrative Officer of Wakiso District.