

AWARENESS OF LEGISLATION AND ETHICAL PERFORMANCE OF LOCAL GOVERNMENT ADMINISTRATORS

Regis Zombeire Kamaduuka
Kyambogo University

Wilson Muyinda Mande
Nkumba University

Abstract

The paper discusses the effect of awareness of legislation on ethical performance of Local Government Administrators in Uganda. This paper was premised on the fact that there were intense complaints about unethical behaviours among Local Government Administrators in the country. This abounds in spite of the numerous laws that were enacted and implemented. The Objective was to analyse the effect of awareness of legislation on ethical performance of Local Government Administrators in Uganda. Using a cross-sectional survey, methods especially self-administered questionnaires; interviews; review of primary documents and secondary literature applied. The findings were that awareness of legislation had a moderate positive significant ($r(226) = .629, p < 0.01$) relationship with ethical performance. Local Government Administrators were aware of the contents of the Constitution of the Republic of Uganda (1995) as the supreme law. This implied that awareness of legislation among Local Government Administrators was important for policy makers, policy implementers, practitioners and the community. So the study recommended that a combination of awareness of legislation and training in moral virtues be offered so as to improve ethical performance.

Keywords: *Awareness, Legislation, Performance, Administration*

Introduction

The current paper sought to analyse the effect of awareness of legislation on ethical performance of Local Government Administrators of in Uganda. This paper was premised on the fact that there were intense complaints about unethical behaviours among Local Government Administrators in the country. The unethical behaviour abounds in spite of the awareness of numerous laws that were enacted and implemented.

The role of government is to enforce awareness of legislation using various methods to attain ethical performance from local government administrators. However, this approach of enforcing 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. Nambaziira

(2007) reported that residents blasted District Local government administrators in Makindye Division over corruption and mismanagement of funds totalling to UGX300 million from road tolls. The Government of Uganda under the National Public Procurement Integrity Baseline Survey Report (2006) conducted a survey 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. 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 and Kanyeihamba, 2002). All the cited instances indicate that ethical performance is still an elusive issue in Uganda.

The objective of this paper was to analyse the effect of awareness of legislation on ethical performance of Local Government Administrators in Uganda. In order to streamline the focus of the paper, a correspondent hypothesis was developed as: "There is no significant relationship between awareness of legislation and ethical performance of Local Government Administrators in Uganda".

Following the objective indicated above, this paper has been organised as follows: the relevant literature to each construct in this work were reviewed and gaps were identified. The paper concept was based on an objective which was meant to reflect the effect of awareness of legislation on ethical performance. The hypothesis was formulated to be tested. This was followed by methods of data collection, measurement of research variables and the quality of research tools as well as the testing of the hypothesis stated. Finally the result of the hypothesis and a conclusion with policy implications are presented.

Literature Review

Review of related literature on awareness of legislation and ethical performance was carried out to effectively develop the gaps and show the relationship between variables. This section therefore addresses the themes of the paper on awareness of legislation and expected ethical performance of administrators in Local Governments of Uganda.

The Concept of Awareness of Legislation

Several writers (Buteera 2010; Bitarabeho 2003; Armstrong 2001; Reynes, 2000; Michalko 1997; Kouzes and Posner 1995; Penson 1995; Bourrie, 1995 and Jefkins 1980) emphasize that the Local Government Administrators are usually aware of the laws governing their functions. Awareness of the laws would equally make one aware of the ethical requirements in the work place. It is presumed that once laws are implemented effectively, Local Government Administrators would carry out their work ethically. The various methods used in enhancing awareness and implementation of legislation in Uganda include: workshops, seminars, circulars, press releases; publicity through mass media, training, investigation and Prosecution. So, the question is, how does awareness of the laws affect the promotion of moral virtues among local government administrators?

Awareness of legislation is concerned with the acquisition of information about different laws. It 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. For instance, ethical values that Local Government Administrators are expected to uphold are clearly pointed out in the various laws of Uganda. The Standing Orders (2000) requires Local Government Administrators to have virtues that lead them to maintain a high standard of personal conduct both in carrying out their duties and in their private lives. Local government administrators are further required by the same law to make decisions and implement them in an objective manner without bias or attaching personal interests. In the same spirit, Local Government Act (1997) emphasizes: transparency, fairness, integrity, impartiality, 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. 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. This may be in form of treatment, receipt of commodities, or enjoyment of freedoms and this may be beneficial or may be harmful. Fairness or justice is expected of all Local Government Administrators in the conduct of their duties. Local

Governments Act (1997) states that Local Government Administrators make budgets and financial statement, advertise all jobs and tenders. This has ethical implications in that the Local Government Administrators are required to be objective and impartial in their decisions at work place.

The Public Finance Act (2000); Local Government Financial and Accounting Regulations (1998) require district officials to make decisions and account for the funds they get 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 with integrity, diligence, professionalism and financial credibility. 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.

The Public Procurement and Disposal of Public Asset Act (2003) require Local Government Administrators to comply with the law. This was intended to promote transparency, integrity and demonstrable value for money. The ethical implications are that the Local Government Administrators must be faithful, trustworthy in procuring works, goods and services which are of value.

The Role of Government in Enforcing and Policing Existing Legislation

Government enforces laws through the following methods: workshops and seminars (Michalko 1997 and Bourrie 1995), circulars (Local Government Act 1997); press releases, publicity through mass media (Inspectorate of Government 2005), training (Public Service Policy 2006: Armstrong 2001 and Baum 1996); investigation and Prosecution (Inspector General of Government Act 2009 and Bitarabeho 2003).

Workshops and Seminars

Local Government Administrators need to be trained to enhance their creativity and innovation on how to implement the requirements of laws. They need training orientation through workshops and seminars for creativity, communication, collaboration, conflict resolution (Reynes, 2000), improvisation and humour sessions (Bourrie, 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 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.

Circulars

In the Local Government Act (1997), circulars are statements of government policy intended to guide local councils in applying clear policies, consistent procedures and effective risk management strategies. Circulars 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, are used *to* relay information and promote accountability by public servants.

Publicity through mass media

Publicity involves awareness raising among the Local Government Administrators and other members of the public using 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 using radio and television programmes; publication of booklets, flyers and newspapers to educate the public about the nature and evils of corruption. For example 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.

Training

In Uganda, the *Public Service Training Policy* (2006) usually addresses several issues by putting in place transparent, fair, cost-effective and realistic systems and procedures in the management of training in the Public Service. The Policy aims at building and maintaining the Public Service as an efficient and professionally competent administrative machinery of Government, capable of originating and implementing Government Programmes. Hence, training is the process of providing learners with specific knowledge and skills to enable them perform specific

public tasks (Armstrong 2001). This is supported by Baum (1996) who points out that training is a systematic process through which enterprises' local government administrators 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.

Press releases

A press release is 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. Press releases further offer dashboards for government officials and citizens making operations more transparent and encouraging open, effective government (*Inspectorate of Government Act*, 2005). Press release are normally prepared for local authority of different organisations with identified own needs and problems (Black, 1993). Press releases make 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. The expectation of society therefore is to provide an accurate explanation of what was decided upon and done by Local Government Administrators.

Investigation and Prosecution

Under Paper 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) and 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 District Public Prosecutor 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.

The Civil Service Standing Orders (2000) state 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. 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).

The capacity to exercise discretion well is not merely the result of thinking or wanting to do things well (Arendt, 2003). 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 (Civil Service Standing Orders 2000). 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 (Standing Orders, 2000). All the above methods are aimed at ensuring local administrators internalise the legislation and perform ethically.

Ethical Performance of Local Government Administrators

Ethical performance 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.

Accountability

In this paper, the concept of 'accountability' 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) argues 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 defence 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, 1992). Individuals are held accountable by laws, rules and expectations, the way their behaviour or performance is evaluated (Mitchell, 1993), and by mechanisms of social control, including expectations communicated by salient others.

(Cadain, 2003; Edwards and Hulme, 2003 and Muthein, 2000) contend that accountability is the answerability for one's actions or behaviour. These scholars posit that accountability involves development of objective standards of evaluation to assist in evaluating the performance of duties by individuals and units within organizations. The effectiveness of accountability depends on monitoring performance and incentive system. However, in the civil service, accountability means holding an individual or unit responsible for performance measured as objectively as possible (Aucoin and Heintzman, 2000). 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) argue that the responsibility of government and its agents towards the public is 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).

Similarly, Government of Uganda under the *Public Finance Act* (2000) – Cap 193 Section 23, and *Local Government Act* (1997) –Section 90 A requires the Local Government Administrators to be accountable, keep proper books of accounts with professionalism, diligence and financial credibility. However, *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. This 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.

Transparency

With regard to the civil service, transparency 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.

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 service 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 organizations makes Local Government Administrators 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).

Responsiveness often holds the key to successful involvement of citizens and the private sector. Local Government Administrators who share their assessments and plans with citizens and seek their views on a regular basis can be far more effective ethical performers in implementing development programmes with participation of stakeholders (Briggs, 2007).

Contrary 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. All this has resulted into lack of transparency by Local Government Administrators of Wakiso District in financial management leading to the financial type of corruption which is most rampant as reported by the World Bank (1998).

Integrity

In order to manage the conduct of local government administrators, 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 observes 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 local government administrators 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 others contemplating similar actions. Essentially, managing the conduct of local government administrators 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).

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 organization needs also to be defined. Organizational 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 organization. The local government administrators know, understand and trust each other, because they share same basic values, attributes, norms and standards. Fick (2005) contends 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.

Hulme and Sanderatne (2008) assert 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.

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).

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). Further on, integrity is about the ethics civil 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, civil 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 organizational integrity in business is such an important value to hold a society together. Civil service seems impossible without integrity since an organization 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.

As Opio (1996) puts it, 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.

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 staffs 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.

Developing the paper concept

Basing on the literature reviewed, there are themes on awareness of legislation and civil service but they do not emphasise the relationship between awareness of legislation and ethical performance. For instance (Buteera 2010; Bitarabehe 2003; Armstrong 2001 and Reynes, 2000) emphasis the Local Government Administrators awareness of the laws using various methods; emphasised legislation in civil service mainly without relating it to ethical performance. From the literature review, the contribution of the authors have been put together to conceptualize the relationship between awareness of legislation and ethical performance of Local Government Administrators. The theme of paper was constructed to reflect the relationship between awareness of legislation and ethical performance. The literature accessed did not reflect a coherent relationship that brings the two variables together. For example Bitarabehe (2003) and Armstrong (2001) all emphasized awareness of legislation as a basis for ethical values in public administration. Indeed a number of laws have been enacted and implemented in Wakiso District, Uganda. In spite of that ethical performance has remained a concern as indicated by various issues outlined in the problem statement.

Population and Sample Design

The target population consisted of Local Government Administrators who were categorized by sectors: Finance, Engineering and Construction, Administration, Health Centres and Education. Local Government Administrators in the above sectors participate in providing accountability, distribute resources, provide services; give information; handle resourcing in the district; receive and control public funds. Their selection was motivated by the fact that they were deemed to be in a better position to provide the required data for the paper.

Purposive sampling was used to select specific Heads of Department and the Directors since these sectors were few and known. The heads and directors were the right respondents to give the information from their respective sectors. This is a judgemental sampling whereby samples are picked on the presumption that they would satisfy the research objectives (White, 2002). As the sample involved several issues of awareness of legislation and ethical performance, it can be contented that this purposive sampling was of the homogenous type. It demands focusing on specific groups of people (Sekaran, 2003). There was a deliberate purpose to focus on the specific groups of Local Government Administrators to obtain the data.

Apart from the Heads of Department and Directors, the remaining population of interest consisted of 2,616. Since the sample size was 226 out of 2,616, a simple random sampling was used. Simple random sampling was preferred because the individuals to be included in the sample were to be given equal chance.

Research Design and Data Collection

A cross sectional research design was adopted for this paper. This is where data is gathered just once from a cross section of sources for purposes of answering research questions (Sekaran, 2003). 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). This research used a self-rated structured questionnaire as survey instrument to analyse the effect of awareness of legislation on ethical performance of Local Government Administrators in Uganda. Besides the questionnaire, interview guide, primary and secondary document analyses were also used to gather more information from respondents.

This paper used a quantitative approach because it provides the fundamental connection between empirical observation and mathematical expression of quantitative relationship. The quantitative approach also enabled the paper to work out the relationships between variables. The main benefit of quantitative and qualitative approaches is that they allow the strengths and weakness of each technique to be addressed and produce more convincing research findings.

To ensure quality of research validity and reliability, tests were carried out in respect of the scales developed for the paper variables. The content validity index (CVI) test yielded 0.87. The CVI of 0.8 was higher than the popular cut-off point of 0.6 (Amin, 2005). This implied that the questions were valid and measured the paper variables more appropriately. The results yielded reliability levels for seven variables as reported in Table 1

Table 1: Reliability

Variables	Number of Items	Cronbach's Alpha
Awareness Legislation	8	.870
Ethical performance	28	.954
Total	36	.911

The average Cronbach alpha coefficient was 0.91. 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). However, reliability which is 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 paper were consistent and reliable.

Method of Data Analysis

Specifically inferential and descriptive statistics were generated using the SPSS software version 17.0; Pearson's Correlation Coefficient(r) was used to establish the magnitude of the relationship between awareness of legislation and ethical performance.

Results and Interpretation

The hypothesis (H_{01}) stated that "There is no significant effect of awareness of legislation on ethical performance of Local Government Administrators. A simple linear regression matrix was carried out and gave confirmatory results: $Adj. R^2 = .392 = 39\%$. The results as shown in Table 2.

Table 2: Regression Model with ethical performance as dependent variable

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.629 ^a	.395	.392	8.592

a. Predictors: (Constant), legislations

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 further indicated a significant relationship between awareness of legislation and ethical performance of Local Government Administrators in Table 3

Table 3: Relationship between Awareness of Legislation and Ethical performance. Coefficient Table

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
1 Awareness of Legislation	4.338	2.367		1.833	.068
	8.918	.737	.629	12.097	.000

a. Dependent Variable: EP

As can be read from table 3, 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 awareness of Legislation.

The relationship between awareness of 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.

Conclusion, Discussions and Recommendation

In relation to the effect of awareness of legislation on ethical performance of Local Government Administrators, it was concluded that awareness of 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. The findings of this paper revealed that there was a moderate significant relationship between awareness of 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 Uganda, where Local Government Administrators have failed to comply with what the law requires them to do.

The paper therefore recommended training which can help the Local Government Administrators to acquire some of the moral virtues at work. This training would be organised and supervised by the District Personnel Officer while the actual training will be carried out by specialists in ethics and public administration. 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 3.

Table 4: A proposed training programme in moral virtues for Local Government Administrators

No	Training programme	Training objective	Content
1	Practical merit application skills for Local Government Administrators.	<ul style="list-style-type: none"> a) To enhance participants appreciation and capacity to apply transparency. b) To provide Local Govt Administrators with the chance for advancement. 	<ul style="list-style-type: none"> a) The legal basis of transparency. b) Objectives of transparency. c) Promotion. d) Strategies of practicing transparency. e) Challenges of practicing transparency.
2	Legal provisions and building responsiveness and accountability in public service.	<ul style="list-style-type: none"> a) To promote transparency, honesty and integrity b) To enhance the usage of public resources and answerability. c) To encourage public involvement in fostering accountability in public service. 	<ul style="list-style-type: none"> a) Rules and obligations of accountability. b) Salient tips in practicing honesty, transparency and integrity. c) Policy framework for dealing with misconduct. d) Promoting loyalty and handling client's complaints.
3	Setting and accomplishing work target	<ul style="list-style-type: none"> a) To sensitize participants b) On the relevancy of self drive legal requirements at workplaces. c) To enhance skills in needs identification, priority setting and time management. d) To develop public servants skills in setting SMART objectives and achievable outcomes. 	<ul style="list-style-type: none"> a) Understanding legal requirements in relation to integrity in the civil service. b) Relevancy of setting priorities and time management. c) Identification and satisfaction of client needs in the public service. d) Management by walking around (MBWA).

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 problems 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 training methods will help Local Government Administrators understand ethical issues. Since using circulars, prosecution, press release and workshops alone tends to make people fear to act unethically, 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 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.

Policy Implications

The main theme of the paper was to establish if there was a significant relationship between Awareness of Legislation and Ethical Performance of Local Government Administrators, in Wakiso Local Government, Uganda. A paper of ethical performance among Local Government Administrators is important for policy makers, policy implementers, practitioners and the community.

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 awareness of legislation and training in moral virtues would bring about improved ethical performance especially if they are supported or backed by both national and local government policies.

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.

References

- Amin, M, E, 2005, *Social science research conception methodology and analysis*
Kampala: Makerere University Printery; ISBN No. 9970-05-019-2.
- Arendt, H, 2003, *Responsibility and Judgement*. New York: Schocken Press.
- Armstrong, M, 2001, *A handbook of human resource management practice* (8th
edition), London, Kogan Page Ltd.
- Ashaba, A, 2000, *Fighting corruption and building ethics and integrity in public
office. (unpublished)*.
- Aucoin, P, and Heintzman, R, 2000, The dialectics of accountability for
performance in public management reform. *International Review of
Administrative Sciences*, 66 (1): 45-55.
- Baum, D,C,1996, *Human resource in hospitality industry*. New York: John
Wiley and Sons
- Bitarabeho, J, 2003, Curbing corruption and promoting transparency in
local governments.
- A paper presented as part of the world bank open and participatory
government programme at the local level. World Bank Institute,
Washington DC.
- Black, S, 1993, *The essentials of public relations*: Kogan Page Ltd: 120
Pentonville: London.
- Bourrie, S, 1995, Loosen up, *Colorado Business*, 22(8), 76
- Burke, J,C, and Minassians, H, 2003, "Real" accountability or accountability
"lite" *Seventh Annual Survey* 2003. Albany, NY: Nelson A. Rockefeller
Institute of Government.
- Buteera, R, 2010, Directorate of public prosecutions Uganda.
- Cadain, G, 2003, The problem of ensuring the accountability of public
officials. In Jabbra Dwevidi (eds.) *Public Service Accountability. A
Comparative perspective* Hartford CT: Kumarian Press).
- Chapman, R,A, (ed) 2000, *Ethics in civil service*. Edinburgh University
Press.
- Commission of Inquiry, 2007, Wakiso District.

- Cook, J, & Wall, T, 1980, New work attitude measures of trust, organizational commitment and personal need non-fulfilment. *Journal of Occupational Psychology*, 53: 39-52.
- Cruise, P, L, and Brannon, P, T, 2002, "A Brave new networked world: virtue ethics and the twenty-first century manager". In *Public Administration and Management An interactive Journal* Volume 7 Number Pages 1-7.
- Edwards and Hulme 2003, *Non-governmental organisations performance and accountability: beyond the magic bullet*. London/West Hartford: Earthscan/Kumarian.
- Fick L, (corsol@absamail.co.za) 16 March 2005, Re: Culture of integrity – the model. E-mail to E Rossouw (erossouw@clover.co.za).
- Fox, W, and Meyer, I,H, 1995, *Public administration dictionary*. Cape Town: Juta.
- Hulme, D, and Sanderatne, N, 2008, *The toothless and the muzzled: public accountability, public expenditure management and governance in Sri Lanka*. University of Manchester.
- Jefkins, F, 1980, *Public relations*: Prentice Hall, 5th edition. London.
- Kailasam, R, Prigi, V,K, and Geeta. D.R. 2004, *Ushering in transparency for good governance centre for good governance*, Hyderabad.
- Kanyeihamba, G ,W,, 2002, *Constitutional and political history of Uganda from 1894 to the present: Centenary Publishing House*, Kampala.
- Kisubi, K, 1996, *The effects of corruption and service delivery: a case of Namayumba health centre*. M.A. Dissertation. Makerere University: Kampala.
- Kouzes, J, & Posner B, 1995, *The leadership challenge* San Francisco: Ossey-Bass Publishers.
- Michalko, M, 1997, Encourage company creativity by acting. *Business press*, 10 (28),38.
- Mitchell, T, R, 1993, "Leadership, values, and accountability." in *leadership theory and research: perspectives and directions*. Eds. M.M. Chemers and R Ayman. San Diego, CA: Academic Press, pp. 109-136.
- Mutheing, Y, 2000, *Democratising South African state: the challenges of democratic accountability and public sector*. *Democracy and Governance Review*. Mandela's legacy 1994-1999, Pretoria: Shereno Washington D.C.

- Nambaziira, R, 2007, *A report on unethical performance of Wakiso district. National Integrity Survey Report 2003, On corruption in Wakiso district.*
- National Public Procurement Integrity Baseline Survey Report 2006, On corruption in Wakiso*
- Nsibambi, A, 1998, *Decentralisation and civil society in Uganda. Fountain Publishers.*
- Opio, P, J, 1996, 'Towards an ethics of business in Africa; 'integrity and competitiveness', In Lejeune, M. (ed.) *Business ethics in the African context*, UMU Studies in Contemporary Africa: Kampala, Uganda.
- Penson, P, 1995, *How to manage creativity. Business Journal Serving Southern Tier*, 9 (15), 21.
- Pinchot, E & Pinchot, G, 1997, *Organizations that encourage integrity. Journal for Quality & Participation*, 20(2):10.
- Reynes, I, 2000, *Companies: encouraging creativity in the workplace*, Business World, Manila, Philippines 92(29), 19.
- Sadig, R, & Olowu, D, 1993, *Ethics and accountability in public service, Association for African Public Administrators and Managers. Washington D.C.*
- Sarantakos, S, 2005, *Social research: Palgrave Macmillan*
- Sekaran, U, 2003, *Research methods for business: a skill building approach. 4th Ed. New Jersey: John Wiley & Sons Inc.*
- Tetlock, P, E, 1992, 'The impact of accountability on judgement and choice: toward a social contingency model', in M.P. Zanna (ed.), *Advances in Experimental Social Psychology*, Academic Press, New York. Vol. 25
- United Nation Development of South Africa 2001, *A report on integrity.*
- White, B, 2002, *Writing your MBA dissertation. London: Continuum.*
- Yukl, G, 2002, *Leadership in organizations, 5th edition. New Jersey: Prentice-Hall*

Legislation Considered

- Government of Uganda 2009, *Inspector General of Government Act: Entebbe: Uganda Printing and Publishing Corporation*
- Government of Uganda 2005, *Public Service Code of Conduct and Ethics: Entebbe: Uganda Printing and Publishing Corporation*

Government of Uganda 2003, *Procurement & Disposal of Public Assets Act*: Entebbe: Uganda Printing and Publishing Corporation

Government of Uganda 1997, *Local Government Act*: Entebbe Uganda Printing and Publishing Corporation

Government of Uganda 2000, *Standing Orders*: Entebbe Uganda Printing and Publishing Corporation

Government of Uganda 2000, *Standing Orders*: Entebbe: Uganda Printing and Publishing Corporation

Government of Uganda 1998, *Local Government Finance Act and Accounting Regulations*: Entebbe Uganda Printing and Publishing Corporation.

Government of Uganda 1997, *Local Government Act*: Entebbe Uganda Printing and Publishing Corporation.

Government of Uganda 1994, *Public Ethics Act*: Entebbe Uganda Printing and Publishing Corporation.

Government Reports

Ministry of Ethics and Integrity 2010, *Inspectorate of General Government, Report to Parliament*: New Vision Printing and Publishing Corporation, Kampala

Ministry of Public Service 2006, *Uganda Public Service Training Policy*. A Report to Public Service