

**BUREUCRATIC ORIENTATION AND SERVICE DELIVERY IN KAMWENGE
DISTRICT LOCAL GOVERNMENT, WESTERN UGANDA.**

A Thesis

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DECLARATION A

"This thesis is my original work and has not been presented for a Degree or any other academic award in any University or Institution of Learning".

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Name and Signature of Candidate

22/10/2011

Date

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DECLARATION B

"I/We confirm that the work reported in this dissertation was carried out by the candidate under my/our supervision".


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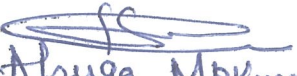
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APPROVAL SHEET

This thesis entitled "**Bureaucratic Orientation and Service Delivery in Kamwenge District Local Government**" prepared and submitted by Mwesigye William in partial fulfillment of the requirements for the degree of Masters in Public Administration and Management, has been examined and approved by the panel on oral examination with a grade of PASSED.

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Dedication

I hereby dedicate this work to Almighty God, My beloved parents, all well wishers and all those that could have supported me in one way or the other to see to it that I am successful in writing this research report.

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List of acronyms

APRM	African Peer Review Mechanism
CAO	Chief Administrative Officer
GoU	Government of Uganda
LC	Local Council
LG	Local Government
LGDP	Local Government Development Programme
M&E	Monitoring and Evaluation
MFPEd	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Governments
NGO	Non Governmental Organization

Abstract

The study investigated the relationship between bureaucratic orientation and service delivery in Kamwenge district local government.

The study was guided by four research objectives; to determine the profile of the respondents in regard to age, sex, level of education, employment status and marital status, to determine the level of bureaucratic orientation in Kamwenge district local government, to determine the level of service delivery in Kamwenge district local government and to establish the relationship between bureaucratic orientation and service delivery in Kamwenge district local government.

The study was conducted using descriptive correlation research design. Data was collected using a questionnaire from 128 respondents who included Kamwenge district local government workers (both civil servants and politicians) and analyzed using Pearson's correlation coefficient, descriptive statistics, means, percentages, and frequencies and presented in tables.

The study found out that there is no significant relationship between bureaucratic orientation and service delivery in Kamwenge district as portrayed by the sig-value (0.707) which was greater than 0.05 and hence the null hypothesis was accepted. The study concluded that bureaucratic orientation is negatively correlated with service delivery in Kamwenge district local government since the relationship value ($r=-0.034$) was less than 0 and hence poor service delivery in the district is largely attributed to other factors other than bureaucratic orientation.

The researcher recommended that Local governments particularly Kamwenge district local government need to borrow administrative and managerial doctrines of 'New Public Management' which include; result-orientedness, flexible administration and customer focused management as well as identifying and getting solutions to those other problems such as corruption, inadequate funds among others.

CHAPTER ONE

PROBLEM AND ITS SCOPE

Background

For over two decades a set of management techniques and practices, mostly associated with market and private-for-profit sectors, have been used to reform administration and management in government, in a variety of countries, notably the UK, New Zealand and Australia. The past decade has seen the application of some of these practices in some developing and transitional economies (Larbi,1999).The purpose of a bureaucracy is to successfully implement the actions of an organization of any size (but often associated with large entities such as government, corporations, and non-governmental organizations), in achieving its purpose and mission, and the bureaucracy is tasked to determine how it can achieve its purpose and mission with the greatest possible efficiency and at the least cost of any resources.

In most countries of the region, the establishment of market economies is accompanied by efforts to modernize public institutions and improve democratic governance. Political, administrative and fiscal decentralization are an integral part of the process of making public institutions more efficient, responsive and accountable to citizens (Golola, 2002).

Recently, organization theorists have both described and proscribed a transition from bureaucracy to post-bureaucracy involving a declining emphasis on formalized internal organizational structures and control mechanisms (Clegg, 1990; Heydebrand, 1989; Cooke, 1990). The values of bureaucratic administration included structured hierarchies, rational systems based on rules and procedures, the formalization of decision making processes, and advancement based on administrative expertise (Bozeman 1979; Perry and Rainey, 1988). The characteristics of public sector bureaucratic organizations reflected Weber's legal-rational model, which described bureaucracy as hierarchical, rule enforcing, impersonal in the application of laws, and constituted by members with specialized technical knowledge of rules and procedures (Weber, 1948). In contrast, the post-bureaucratic organization is characterized by collaboration, trust, negotiation,

groups, teamwork, decentralization of authority, and reduced management layers (Cooke, 1990).

According to Weber, a bureaucracy establishes a relation between legally instated authorities and their subordinate officials which is characterized by defined rights and duties, prescribed in written regulations; authority relations between positions, which are ordered systematically; appointment and promotion based on contractual agreements and regulated accordingly; technical training or experience as a formal condition of employment; fixed monetary salaries; a strict separation of office and incumbent in the sense that the official does not own the "means of administration" and cannot appropriate the position; and administrative work as a full-time occupation (Weber 1922; Bendix, 1960).

A government administration so defined must be understood, according to Weber, as part of a legal order that is sustained by a common belief in its legitimacy. That order is reflected in written regulations, such as enacted laws, administrative rules, court precedents which govern the employment of officials and guide their administrative behavior. Such authoritative ordering of the bureaucracy is never more than a proximate achievement; written regulations are often "out of step" with the conditions to which they refer, while codifications and legal and administrative reforms, although designed to cope with that problem, are subject to interpretation. The legal order remains intact as long as such difficulties are resolved through further elaboration of existing regulations and, in relation to the bureaucracy, as long as administrative behavior is oriented toward a system of regulations. In sum, these ideal types of administration and the rule of law are the more fully realized "the more completely they succeed in achieving the exclusion of love, hatred, and every purely personal, especially irrational and incalculable, feeling from the execution of official tasks" (Weber, 1954).

Service delivery is a much talked-about phenomenon. According to Du Toit, Knipe, Van Niekerk, Doyle and Van der Walt (2002), service delivery originated thousands of years before the birth of Christ. Every individual, grouping, community and society requires

particular services, which are basic to their existence. The diverse nature of services required is influenced by various factors.

Uganda is one of only a handful of countries in Sub Saharan Africa that have taken part in the wave of decentralization. The process differs from the efforts of 1960s and 1970s in that this time, central governments ready to cede real power to the lower local government levels (Golola, 2000). The debate on service delivery in Uganda is not unique especially in Kamwenge district, given the demands of communities. Much as the GOU introduced decentralization as an efficient system of governance to enable the local people access government services with ease. The legacy of poor service delivery remains real in many parts of the country (Golola, 2002). This has been attributed to serious bureaucratic rigidities and other associated problems that hamper effective service delivery in local governments in Uganda. Despite the efforts to redress backlogs, many remain with inadequate infrastructure (Mbeki, 2000). The deprivation of basic services from communities before the 1994 democratic government put strain and exerted pressure on communities (Maila, 2006:10).

Statement of the problem

Kamwenge district which started its operations in 2000, has not done well in delivering decentralized services to its people. Much as the GOU introduced decentralization as an efficient system of governance to enable the local people access government services with ease. The legacy of poor service delivery remains real in many parts of the country especially in Kamwenge district. This has been attributed to serious bureaucratic rigidities and other associated problems that hamper effective service delivery in local governments in Uganda. The Constitution of the Republic of Uganda (1995) requires of Governments at all levels to provide services to its citizens. Such services are, among others, in the form of infrastructure development, social security, education, health services, safety and security and social development. This requirement is expected to be realized in all spheres of local Government by all institutions of Government. It has therefore become a serious challenge to local governments to ensure efficient provision of services to all its communities especially in

Kamwenge district local government. Many local people in the district attribute poor service delivery to bureaucratic orientation. It is against this background that the researcher decided to carry out research on the relationship between bureaucratic orientation and service delivery in Kamwenge district local government.

Purpose of the Study

The purpose of the study is to examine the significant relationship between bureaucratic orientation and Service delivery in Kamwenge district, Western Uganda.

Research Objectives

General objective

The general objective of this study was to assess the relationship between bureaucratic orientation and Service delivery in Kamwenge district, Western Uganda.

Specific objectives

- i. To determine the profile of the respondents in regard to; Age, sex, level of education, economic status and occupation.
- ii. To determine the level of bureaucratic orientation in Kamwenge District Local government.
- iii. To assess the level of service delivery in Kamwenge District Local government.
- iv. To establish the relationship between bureaucratic orientation and Service delivery in Kamwenge District Local government.

Research Questions

- i. What is the profile of the respondents in regard to Age, sex, level of education, economic status and occupation?
- ii. What is level of bureaucratic orientation in Kamwenge District Local government?

- iii. What is the level of service delivery in Kamwenge District local government?
- iv. What relationship is the relationship between bureaucratic orientation and service delivery in Kamwenge District Local government?

Hypothesis

There is no significant relationship between bureaucratic orientation and service delivery in Kamwenge district.

Scope

Geographical scope

The study was carried out in Kamwenge District in Western Uganda. The District has got two counties of (Kibale and Kitagwenda), and it is bordering Ibanda and Kiruhura districts in the South, Kabarole district and Kibale forest in the West, Kyenjojo district in the North and Kyegegwa district in the East. The district has got different ethnic communities who include Bakiga, Bafumbira, Banyankore, Banyarwanda, Batagwenda; Batooro, Gishu and Bahima. The commonest language spoken is Runyakitara although, there are other languages spoken. The study considered all the Departments of Kamwenge district local government administration as well as the local people who are the beneficiaries of the district services. The district employees seem not to be willing to help the local people and attend to their problems. Almost all District/Sub-county Administration Departments seem to be inactive. The rate of service delivery is generally poor in the district. It is on such grounds that Kamwenge district selected for the study.

Content scope

The study looked at bureaucratic orientation and service delivery in Kamwenge district, Western Uganda and it focused on the profile of the respondents, the role of the

bureaucratic orientation in enhancing service delivery, the effects of bureaucratic orientation on service delivery and the relation ship between bureaucratic orientation and service delivery. All aspects of bureaucratic orientation which include; rule conformity, self subordination, impersonation, and traditionalism were taken care of.

Time scope

The study focused on the period between 2007 and 2010 since it is that time which has generated a lot of concern about service delivery standards and the quality of services in Kamwenge district. The study took a period of three months from June to September.

Significance of the Study

To the government officials

The findings of the study may be used by the Government of Uganda especially Ministry of Local governments as well as Kamwenge district Administration to devise appropriate means of improving their administration as a way to enhance service delivery in the district. The lower local government units like Sub counties and parishes will also benefit from the findings of the study by adopting mechanisms that can help to streamline their bureaucracies in a way that will enhance effective service delivery.

Academicians

The researchers will benefit from the study findings by getting clear information about bureaucratic orientation and service delivery in order to further their studies.

Private organisations

Private organizations including business companies will benefit from the field data by getting real information about the relationship between bureaucratic orientation and service delivery on clear statistics.

Definition of the operational terms

Bureaucratic orientation is defined as the individual's commitment to the set of attitudes, values and behaviors that are characteristically fostered and rewarded in organizations.

Local governments are autonomous entities that which are entitled to regulate matters relating to local affairs.

Public services are those services provided by government service organizations to the public, mostly funded by tax money.

Service delivery in this will imply the implementation of a service framework that will ensure the provision of such services in a sustainable manner; to both the general public as well as local communities.

CHAPTER TWO

LITERATURE REVIEW

Introduction

This Chapter looked at the concepts, ideas and opinions of other authors, theoretical perspectives, the role of bureaucratic orientation in service delivery, effects of bureaucratic orientation on service delivery in local governments and the relationship between bureaucratic orientation and service delivery.

Concepts, ideas and opinions of other authors

Bureaucratic orientation

Bureaucratic orientation refers to the preference for rules and regulations and for order as major means for managing organizations. People who have this orientation value discipline, compliance to rules, and impersonal relationships. They believe that those in higher positions have the right to make decisions. They also emphasize organizational loyalty (Linder, 1992). Bureaucracy as defined by customers and employees is an array of negative forces, attitudes or actions that are damaging to customer and employee satisfaction. Consciousness of rank among public officials is part of a historically derived "bureaucratic culture pattern." It may reflect the degree to which public office has been associated with the established privileges of a ruling class (Kingsley, 1944), although an element of this consciousness may remain as an attribute of high public office even in the absence of such traditions (Shils, 1965). Consciousness of rank is probably related to the prestige accorded to public employment and the confidence or trust with which the public at large regards the work of governmental officials (Almond and Verba 1963; Kilpatrick *et al.*, 1964).

Bureaucracy heavily emphasizes rules, hierarchical authority, and obedience. There is existence of fixed and official jurisdictional areas which are generally ordered by the rules and creation of an office hierarchy and of graded levels of authority (Gerth and Mills, 1958). Weber (1947) coined the term bureaucracy to refer to a form of the

organization that is considered to be efficient and rational. Bureaucratic orientation consists of 5 sub categories which include;

Self subordination: A willingness to comply fully with the stated wishes of the superior and to have a higher authority makes the decisions (Gordon, 1970).

Compartmentalization: This is defined by Gordon (1970) as complete confidence in expert judgment and a need to restrict one's concern to one's own area of specialization.

Impersonation: A preference for impersonal formal relationships with others on the job, particularly with individuals at different organizational levels.

Rule conformity: A desire for the security afforded by the following of rules, regulations and standard operating procedures.

Traditionalism: A need for the security provided by the organizational conformity to the in-group norm.

Local Government

According to Van Der Walldt and Helmbold (1983), "a local government is autonomous and is entitled to regulate matters relating to local affairs itself." Powers are conferred to local government to make by-laws, which do not conflict with or contradict the Constitution of the Republic of South Africa. The three spheres of government are distinctive in terms of their mandates. Each has its own functions, responsibilities and competencies. All the spheres share the common goal of the better welfare of society. The spheres are interrelated and interdependent and the success of each sphere depends on the others. Each sphere has its own responsibilities and functions, but interacts with other levels to ensure effective and efficient implementation of the policies and programmes. Local government is the third sphere of government, and the most important sphere as it is seen as the key instrument of service delivery. Both National and Provincial policies and programmes are implemented at this sphere of government. It is at this sphere that the welfare of society is made better or worse.

The ability or inability of the local government sphere to carry out its duties, has a serious impact on government's overall achievement of set goals and objectives. The effectiveness of Service delivery in local governments however is dependant on many factors other than administrative considerations (Van Der Walddt and Helmbold, 1983) It is on this basis that mechanisms to ensure that the local government performs its duties, have been clearly outlined in the constitution. Among these mechanisms is the mandate to build the capacity of local government spheres in order to perform their functions.

Section 176 (2) of the Constitution of the Republic of Uganda (1995) advocates for mechanisms to ensure that the local government performs its duties. The Constitution of the Republic of Uganda (1995) further stipulates that both Central and local governments must, by legislature and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions properly. It is a measure designed to ensure delivery of services and set the community free from internal wrangles and incapacity to deliver. This therefore shows that the local government is an integral part of the other spheres of government and all the spheres are interrelated.

Theoretical perspectives

Weberian theory of bureaucracy

Weber described many ideal types of public administration and government in his magnum opus *Economy and Society* (1947). His critical study of the bureaucratization of society became one of the most enduring parts of his work. It was Weber who began the studies of bureaucracy and whose works led to the popularization of this term. Many aspects of modern public administration go back to him, and a classic, hierarchically organized civil service of the Continental type is called "Weberian civil service". As the most efficient and rational way of organizing, bureaucratization for

Weber was the key part of the rational-legal authority, and furthermore, he saw it as the key process in the ongoing rationalization of the Western society.

Weber listed several preconditions for the emergence of the bureaucracy. The growth in space and population being administered and the growth in complexity of the administrative tasks being carried out and the existence of a monetary economy resulted in a need for a more efficient administrative system. Development of communication and transportation technologies made more efficient administration possible but also in popular demand, and democratization and rationalization of culture resulted in demands that the new system treats everybody equally (Bendix, 1960).

According to Bozeman (1979), Weber's ideal bureaucracy is characterized by hierarchical organization, delineated lines of authority in a fixed area of activity, action taken on the basis of and recorded in written rules, bureaucratic officials need expert training, rules are implemented by neutral officials, career advancement depends on technical qualifications judged by organization, not individuals.

According to Crozier (1963), the decisive reason for the advance of bureaucratic organization has always been its purely technical superiority over any other form of organization. While recognizing bureaucracy as the most efficient form of organization, and even indispensable for the modern state, Weber also saw it as a threat to individual freedoms, and the ongoing bureaucratization as leading to a "polar night of icy darkness", in which increasing rationalization of human life traps individuals in the aforementioned "iron cage" of bureaucratic, rule-based, rational control. In order to counteract bureaucrats, the system needs entrepreneurs and politicians. However, the theory does not mention how bureaucratic orientations affect service delivery in local governments. Therefore the study has helped to bring to light the relationship between bureaucratic orientation and service delivery in Local governments.

Related studies

The level of bureaucratic orientation in local governments

Impersonation

The tendency of officials to increase their intrinsic superiority as experts by keeping their knowledge and intentions secret (Weber, 1947). More recent analyses have examined the tensions typically arising in the relations between experts and top administrative officials in public bureaucracies (Merton 1957; Leighton 1949) and, more generally, the inherent difficulty of distinguishing between policy decisions and administrative implementation where executives must rely on professionals (Parsons 1960; Friedrich, 1963).

Impersonal formal relationships help to enhance control and responsibility (Brzezinski *et al.*, 1964). According to Bureaucratic theory, a major benefit promised by the bureaucratic form is that the top executive would have control over the entire organization, and the outside world would know who to hold responsible. "The captain of the ship is responsible for whatever happens on or to the ship." Remember, in the 1920s and 1930s when bureaucracy was beginning to flower, the world of business and government was very different than today (Kalleberg., et al, 1991). Today's industrialized nations were switching from agrarian societies to industrial societies. Prior to industrialization, organizations tended to be smaller, education and experience had not been so available or important, and management skills were seldom required, except at the very top (Jacobs *et al.*, 1996). So, in an organization in which the senior people were educated—and the workers were less so—it seemed vital to concentrate on control. However, there is no clear information on the role of hierarchy (part of bureaucratic orientation) in enhancing service delivery in local governments. The study intends to bridge this gap by providing clear information about the role of hierarchy in enhancing service delivery in local governments.

Impersonation helps to streamline control and consistency in service delivery (Brzezinski., *et al*, 1964). If the entire organization was managed by rules, then top management could be sure that the organization would be controlled by their decisions (Miceli, 1996). And, top management could be sure that no arbitrary "judgment" was introduced into the operation to make things inconsistent. The top executive could decide how things would be done, and forever after they would be done that way. Consistency seems desirable because the world prior to the industrial revolution was marked by inconsistency. People were discriminated against because of class, education, race, religion or creed. People were given advantages because of wealth, class or education. In a world where people were treated very differently from one another, consistency must have seemed very desirable (Bac, 1996).

An up-focused mission promised that governmental agencies would serve the legislative or executive bodies that formed them. The idea seemed sound, because it promised that an agency of government wouldn't end up serving the people who were in the agency, nor would it end up serving people outside of the agency. Instead, theoretically, it would serve the government—hence, all the people. In corporations, an up-focused mission promised that the organization would serve the stockholders, represented by the board of directors, rather than the people within the organization.

Impersonation helps to encourage accountability, control and expertise. If specialists were in charge of each function of the organization, then top management could be certain that an educated or trained person was responsible for that function. In addition, top management could be reasonably certain that the people handling that function were expert in that function. Both of these benefits promised more certain control and effectiveness. Prior to the twentieth century, people were given responsibility for managing most often because of their wealth, class or family—not necessarily because they were trained or skilled. So, having specialists handle functions seem like a big improvement over having people manage things because they were the boss's son, or the family had contacts.

Being impersonal encourages objectivity, consistency and equality. The theory suggests that if you wipe out the human elements of the business transaction, and focus only on the "business" side, that you could be sure that no customer or citizen was treated better or worse than another. If you treat everyone identically, as though they had no individual differences, then you could ensure fairness through equal treatment. You could also ensure consistency in service provision (Demski *et al.*, 1999).

This was highly valued in those days because many people felt they didn't get treated equally with those of wealth, power or position. In the various European and North American cultures of the early twentieth century, customers were not always treated equally by businesses, and citizens were not treated equally by government. Bureaucracy in this regard promises fairness and equality.

Employment based on technical qualifications promises equal opportunity, and protection from arbitrary dismissal promises job security to those who can pass a test and follow the rules (Tirole, 1986). Equal opportunity means that a middle class educated person has the same opportunity of entry into government as an upper class or wealthy person. That is highly valued in an era when government tending to be controlled or dominated by those with money, power or position. Job security was little known in the early twentieth century, but highly valued and highly prized. Bureaucracy now, promises protection against arbitrary dismissal. People with wealth, power or position have always tried to exert powerful control over businesses and government (Scott, 1992). Workers were subject to arbitrary dismissal if they offended the wrong people.

Impersonation is traditional bureaucratic paradigm, which emphasizes standardization, departmentalization, and operational cost-efficiency which emphasize coordinated network building, external collaboration, and customer services. Public services usually commit themselves to the values, norms, expectations and conceptions of conceptions of clients' needs legitimized with in the organization. They may become bureaucrats committed to the movement

up through hierarchy by strict adherence to the organizational rules, regulations and demands (Linda, 1992).

Rule conformity

According to Cappelletti, (1966), People call an organization "bureaucratic" when it has rigid policies and procedures that customers describe as "red tape." Customers describe an organization as "bureaucratic" when its policies don't satisfy the customer's individual situation, and the employees take refuge behind the idea that the policy is the same for all customers (Rose-Ackerman, 1986). Customers say an organization is "bureaucratic" when the organization seems inflexible and unresponsive to a customer's individual situation. Customers describe organizations as "bureaucratic" when the organization has standard procedures, policies or practices that seem designed solely for the benefit of the organization and which work to the disadvantage of customers (Woll, 1963). Customers think of organizations as bureaucratic when the organization makes it seem very difficult to get exceptions approved. Customers link "bureaucratic" and "uncaring," for example, they complain of being treated more like "numbers" than individuals (Armstrong, 1959).

Self subordination

Generally, civil-service systems have provided public officials with a high degree of economic security and special legal protection in order to enhance their sense of responsibility in the exercise of discretionary powers (Feldmesser, 1960). Yet such measures bear an un-certain relation to the conduct of the public business and specifically the exercise of discretion; with bureaucratization the importance of professional skills and administrative expertise increases, as does the difficulty of implementing the principles of accountability.

'New Public Management' issues are currently challenging local governments throughout the Organization for Economic Cooperation and Development (OECD) (Jacobs *et al.*, 1996). The quest for a reorientation towards results rather than inputs

raises questions concerning the role of evaluation tools within the new governance mechanisms being created (Dwyer *et al.*, 1987). Although local governments have some sectoral experiences with evaluation, management by results forces a broadening of knowledge about all services provided. Bureaucratic orientation is much visible in the administration of local governments (Dwyer *et al.*, 1987). Transparency of competition policies and their procedures is a key to evaluating competitively tendered contracts. However, local governments must accept and balance three different sets of criteria: first, the traditional professional perspective, second, customer-defined criteria, and third—which is least developed in all local governments included in the sample—political criteria (Marsden *et al.*, 1994). Integrated, coherent and consistent evaluation approaches are the key, not necessarily new evaluation tools (Holmstrom and Milgrom, 1991).

According to Eisenstaedt (1958), separation of office and incumbent, appointment by merit, the contractual regulation of appointment and promotion, fixed monetary salaries, and other, related measures can be understood as preventing the intrusion of kinship relations, property interests, and political partisanship upon the conduct of the public business. This negative effect was bound to decline in importance to the extent that government administration by social elite or by party politicians became a thing of the past (Jacobs *et al.*, 1996).

Traditionalism

According to Sorensen (1967), a bureaucratic organization is always unwilling to admit mistakes and attempts to shift blame for their own mistakes onto the customer. People often link the word "bureaucratic" with the idea of not being innovative. When asked to explain what it means to be "bureaucratic," they'll often mention that bureaucratic organizations are slow to innovate, and seem reluctant to change as times change or events dictate. Once customers characterize an organization as bureaucratic, they also tend to believe that the organization has products and services of inferior quality (compared with non-bureaucratic organizations).

People describe organizations that are hard to reach during company hours, and that during busy periods may hardly be reachable at all, as "bureaucratic (Crozier, 1963)." Once again, they associate lack of access with being bureaucratic, and they cite inaccessibility as an example of "not caring". Customers of companies described as "bureaucratic" frequently characterize those organizations as being "arrogant" and "lacking in a sense of humor." Customers associate the following things with organizations they characterize as "bureaucratic." "Bureaucracy" is damaging to organizational effectiveness. It weakens employee morale and commitment. It divides people within the organization against each other, and misdirects their energy into conflict or competition with each other instead of mission achievement (Demski *et al.*, 1999).

The Relationship between bureaucratic orientation and service delivery

Fallers (1956) indicate that due to increased demands for public services and strong resistance to further tax increases, local government officials across America's largest cities have been forced to re-examine the way they provide government services. This was done in order to save money and find ways to do more with less. Dilger, et al. (1997) goes further to argue that "local government officials are shifting away from a focus on what government should do towards a focus on how government can get things done more efficiently and effectively". However, Dilger and the colleagues don't clearly show the mechanisms through which local governments can get things done in the most efficient manner. The study therefore intends to provide such mechanisms that are intended to better service delivery in local governments.

This new focus, according to Fallers (1956), "has contributed to the increased use of strategic planning initiatives that use citizen surveys, public hearings, and local governments' meetings to help local government officials define their local governments' long term objectives and develop a strategy to achieve those objectives". Clingermayer and Feiock (1997) assert that bureaucratic orientation often generates considerable controversy in local government's service delivery. They argue that one of

the more controversial and contentious issues regarding local government service delivery in recent years is the decision to strictly adhere to traditional bureaucratic rules or employ some other form of external delivery of particular services. It is their argument that "this mode of service delivery has been promoted as a means of providing services more efficiently and effectively". They go further to argue that sometimes bureaucratic orientation does not provide the best way of serving the people. However, Clinge Mayer and Feiock talk much about local governments' service delivery and don't link it properly to the components of bureaucratic orientation. This study has helped to provide a linkage between bureaucratic orientation and privatization in regard to service delivery in local governments.

On the other hand, Braibanti (1963) argue that bureaucratic orientation is an out dated administrative tendency and has been accused "of making public organizations provide services of lower quality, exploit government employees, and denying constitutional rights both to those who should receive government services and to those who deliver them." Warner, Ballard and Hefetz (2003) indicate that new administrative techniques need to be devised to provide efficient services in local governments. They suggest contracting out (privatization) as the best ways to enable local governments deliver services efficiently. They argue that contracts provide "a flexible way for governments to meet new or expanding service demands."

The level of service delivery in Local governments in Uganda

Service delivery is a much talked-about phenomenon. According to Du Toit *et al.*, (2002), service delivery originated thousands of years before the birth of Christ. Every individual, grouping, community and society requires particular services, which are basic to their existence. The diverse nature of services required is influenced by various factors. People want the delivery of services of all kinds in their different categories according to Maila in the Capricorn Voice (2006). The debate on service delivery in Uganda is not unique, given the demands of communities. The legacy of under-

development remains real in many communities. Despite the efforts to redress backlogs, many remain with inadequate infrastructure. The deprivation of basic services from communities before the restoration of sanity in many parts of the country had put strain and exerted pressure on communities (Maila, 2006).

With the ushering in of decentralization, which officially began in Uganda in 1993, the rate of service delivery in many local areas in Uganda has slightly improved. There have been increased opportunities for citizens to democratically determine how they should be governed and to make choices regarding the type and quality of public services they want. Citizens are now empowered to elect on a periodic basis persons whom they think can serve their interests on local councils. These changes have caused a major realignment in central–local relations. Some of the most important reforms have been led by the District Development Programme and the Local Government Development Programme (Golola, 2002).

According to Golola (2002), the subsequent development of Local governments as enshrined in the Constitution of the Republic of Uganda (1995), provided hope to the majority of citizens of a better life for all. This was informed by the aspirations of the people as enshrined in the Local Governments' Development Programme document (LGDP). The LGDP document is the end product of an extensive consultation process by the ANC with a diversity of stakeholders, role players, community organs, organs of civil society and many others. It is for these high expectations on the part of the community that service delivery is critical in the quest to achieve the objectives and wishes of the people.

According to Clingermayer and Feiock (1997), the delivery of services implies the rendering of services by the Local governments including essential services such as waste removal, electricity supply, water supply, graveyard management, and sanitation and infrastructure development. The study will further focus on the identified problems and challenges among which are inconsistencies in waste removal, the lack of electricity

cash points in the township, the lack of tarring of roads and streets, lack of storm water drainage systems and inadequate sport and recreational facilities.

CHAPTER THREE

METHODOLOGY

Introduction

This Chapter looked at the frame work of methodology that was used to achieve the stated objectives. It describes Research design, Research population, sample size, sampling procedure, Research instruments and data gathering procedures, data analysis, ethical considerations and limitations of the study.

Research Design

This study employed the descriptive survey design specifically the descriptive correlation strategies. Descriptive studies are non experimental research designs that describe the characteristics of particular individual or of a group. It deals with the relationship between variables, testing of hypothesis and development of generalizations and use of theories that have universal validity. It also involves events that have already taken place and may be related to present conditions. Further, descriptive survey is used to discover causal relationships (descriptive correlation), to provide precise quantitative description and to observe behavior.

Research Population

The research population constituted District Administration employees from the selective Departments, district political leaders and 20 Sub county Administration employees. The study was done using simple random sampling. Their selection was based on the knowledge ability and the practical information of the respondents.

Sample Size

As noted earlier, a total of 170 respondents were selected purposively from the District Departments and selected Sub counties from each of the two counties that make the

District. The respondents included; 120 District Administration employees from the selective Departments, 25 political leaders, and 25 Sub county Administration employees. The study was done using simple random, snow ball, and purposive sampling techniques to reduce costs, time of doing research and to increase the accuracy of the study. The sample size was obtained using Slovenes’ formula; $N/1+n(e)^2$. The table1 below shows the respondents of the study with the following categories;

Table 1: category of respondents and sample size

Category of Respondents	Total Target population	Sample size
District Administration employees	120	90
Political leaders	25	19
Sub county Administration employees	25	19
Grand total	170	128

Sampling Procedure

The researcher used purposive sampling, snowball sampling and simple random sampling techniques. Purposive sampling helped the researcher to select only those people with the knowledge about the problem being investigated. Snowball sampling is a technique that involves asking key informant to name other people who should be contacted by the investigator in order to understand some aspects of a situation under study. The researcher used snowball sampling due to the technical nature of the study. Simple random sampling was useful because it gave equal chance to all respondents to give their views. The combination of the three techniques enabled the researcher to get as much data as possible from all the respondents as possible.

Research Instruments

The research instruments that were used in the field included research generated self administered questionnaires (closed ended questionnaire), interview guides, documentary review guides and observation checklists. The combination of the above instruments is expected to provide reliable and balanced data.

Validity and Reliability of the research instrument

Validity

To ensure validity of the research instrument, expert judgment method was used. After constructing the questionnaire, experts in the study area were contacted. They went through it to see whether it was measuring what it was intending and necessary adjustments were made after the consultations. This helped to ensure the validity of the research instrument.

Reliability

Data reliability was achieved after administering a pre-test to the would be respondents. This was done with a view of testing and improving on the reliability of the research instrument.

Data Gathering Procedures

The researcher prepared a research proposal and presented it to the school of post-graduate studies and research for approval. Thereafter, a transmittal letter was secured from the School through the coordinator of social sciences which enabled the researcher to go to the field where he obtained a letter from the Chief Administrative Officer for onward introduction to other subordinates to allow him start field study. At all costs, the university identity card was used to accompany the transmittal letter. The exercise was followed by the data collection process when the researcher went to the

field and gathered data using the collection methods and instruments proposed before. This step was followed by data organization and analysis and then lastly a final report was submitted to the school of post graduate studies and research for evaluation.

Data analysis

After data had been collected from the field, it was edited; coded and analyzed using Statistical Packages for Social Sciences (SPSS). Data was analyzed using, percentages and frequency distribution tables to; analyze the profile of the respondents, means were used to determine the levels of bureaucratic orientation and service delivery in Kamwenge district local government and to establish the relationship between bureaucratic orientation and service delivery in Kamwenge district local government, Pearson's correlation coefficient was used to analyze the relationship between bureaucratic orientation and service delivery in Kamwenge district local government.

Ethical considerations

To ensure that ethics is practiced in this study as well as utmost confidentiality for the respondents and the data provided by them, the following was done: (1) coding all questionnaires; (2) the respondents were requested to sign the informed consent; (3) authors used in this study were properly acknowledged with in the text; (4) findings were presented in a generalized manner.

Limitations of the study

The anticipated threats to validity in this study were as follows:

1. Intervening or confounding variables which were beyond the researcher's control such as honesty of the respondents and personal biases. To minimize such conditions, the researcher requested the respondents to be as honest as possible and to be impartial when answering the questionnaires.

2. The research environments were classified as uncontrolled settings where extraneous variables influenced the data gathered such as comments from other respondents, anxiety, stress, motivation on the part of respondents while in the process of answering the questionnaires. Although these were beyond the researcher's control, efforts were made to request the respondents to be as objective as possible in answering the questionnaires.
3. Testing: The use of research assistants rendered inconsistencies such as differences in conditions and time when the data was obtained from respondents. This was minimized by orienting or briefing the research assistants on data gathering procedures.
4. Instrumentation: The research tools were non standardized hence a validity and reliability test was done to arrive at the measuring tool.
5. Attrition: A representative sample may not have reached as computed due to the circumstances with in the respondents and beyond the control of the researcher. Exceeding beyond the minimum sample size was done by the researcher to avoid this situation.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND PRESENTATION

Introduction

This chapter presents the information on the profile of the respondents, the role of impersonation in enhancing service delivery in Kamwenge district local government, effects of rule conformity on service delivery in Kamwenge district, the significance of traditionalism in ensuring service delivery in Kamwenge district and the relationship between bureaucratic orientation and service delivery in Kamwenge district local government. Data analysis and interpretation was used on the research questions as well as research objectives. The interpretation is divided into two parts. The first part demonstrates the demographic characteristics (profile) of the respondents and the second part looks at the presentation, interpretation and analysis of the research questions and objectives as shown below;

Demographic data on the profile of the respondents

This part presents the background information of the respondents who participated in the study. The purpose of this background information was to find out the demographic characteristics of the respondents of the population in the study. Respondents in this study included Kamwenge district local government workers (civil servants) serving in different departments at the district, civil servants from selected sub counties and selected politicians in Kamwenge district all of which were described in line with the first research objective which was set to determine the profile of the respondents in terms of gender, age category, education level, type of employment and marital status. In each case, respondents were asked to provide the researcher with their profile characteristics, using a closed ended questionnaire. Their responses were analyzed using frequencies and percentage distributions as indicated in table 2 below;

TABLE 2: Respondent's profile (n=128)

Main Category	Sub Category	Frequency	Percentage
Gender	Male	81	63.3
	Female	47	36.7
Age	18-25	23	18.0
	26-33	32	25.0
	34-41	36	28.1
	42-59	22	17.2
	50 and above	15	11.7
Level of Education	primary	5	3.9
	Secondary	18	14.1
	Certificate	38	29.7
	post secondary	62	48.4
	Others	5	3.9
Employment/Occupation	Politician	34	26.6
	civil/public servant	94	73.4
Marital Status	Single	35	27.3
	Married	93	72.7

According to the findings from table 2 above, it can be clearly seen that majority of the respondents that participated in the study were males with a total percentage of 63.3% while females were 36.7%. This shows that most of the people employed by Kamwenge district local government are men. This translates into gender inequality in the field of employment. However, the low percentage of women in local government administration could be as a result of cultural rigidities (inferiority complex) and limited number of educated women in the district.

Considering age, most of the respondents were in the age group 34-41 years (28.1%) and these were followed by those who were between 18-25 years. This indicates that most of the employees and politicians in Kamwenge district are still young and energetic. This is correct because most local governments in Uganda are new and are in remote areas. Therefore they can not attract old experienced people to go and work there. This ultimately gives chance to young unemployed people to go and work in such local governments. This partly accounts for the poor rate of service delivery in most local governments in Uganda particularly in Kamwenge district.

Regarding the level of education, most of the respondents were graduates who were above secondary school education as shown by 48.4% for post secondary education and 29.7% for Certificate holders. This portrays that most of the people employed by Kamwenge district local government are qualified. This can be attributed to the government policy of only recruiting qualified people to work in the public sector including local governments.

Looking at the level of employment, most respondents were civil servants as indicated by 73%. This is true because civil servants are practitioners of bureaucratic orientation and hence were the main targets of the study. Additionally, civil servants are the majority in the local governments' administration particularly Kamwenge district local government administration as compared to politicians who constitute 26% of the total respondents.

As far as marital status is concerned, results indicate that most of the respondents were married (72.7%) while the rest were single (27.3%). This shows that most of the staff in Kamwenge local government administration married while those ones that are not married are very few.

The level of bureaucratic orientation in service delivery in Kamwenge local government Administration

The independent variable in this study was bureaucratic orientation and the dependant variable was service delivery .Putting it right, the study intended to establish the relationship between bureaucratic orientation and service delivery in Kamwenge district local government. Bureaucratic orientation was divided into four aspects which included; impersonation, rule conformity, self subordination and traditionalism. All these were measured using qualitative questions in the questionnaire to determine how these bureaucratic orientation elements affect service delivery in Kamwenge district local government. Each question had four points answer range, where 1=strongly disagree; 2=Disagree; 3=Agree; and 4=strongly agree. Respondents were required to rate each item by showing the extent to which they agree with each. In doing this, each respondent was directed to tick a number that matched his or her opinion and thinking. Their responses were analyzed using SPSS and summarized using mean as indicated in table 3 below;

TABLE 3: Level of Bureaucratic orientation in Kamwenge District Local Government

Bureaucratic Orientation	Mean / (\bar{X})	Interpretation	Rank
Impersonation			
The job am doing does not fit my qualifications.	3.25	Moderate	1
My job helps me in my career advancement	2.98	Moderate	2
I do this job because I lack the alternative job.	2.94	Moderate	3
In the course of doing my job, I mind much about the quality of service I provide	2.66	Moderate	4
I report to work at my convenient time.	2.65	Moderate	5
Promotions in this organization are sometimes made on the basis of politics, rather than actual achievements on the job and quality of service one renders	2.64	Moderate	6
My job helps me in my career advancement.	2.60	Moderate	7
There is political in-fighting, with executives striving for personal for personal advancement and power instead of serving client	2.56	Moderate	8
Average mean	2.79	Moderate	
Rule conformity			
Rules, regulations and standard operating procedures help to streamline service delivery in this department	2.80	Moderate	1
Following procedures some times slow process of service delivery which will frustrate clients or customers who require prompt and efficient service.	2.74	Moderate	2
Not clients that come to me get the services they deserve	2.72	Moderate	3
I am held responsible for what ever action I take and decisions i make.	2.67	Moderate	4
The job security I have at work helps me perform my duties with utmost confidence	2.66	Moderate	5
There are rules and regulations that govern the job I do.	2.63	Moderate	6
Policies, practices and procedures tend to grow endlessly and to be followed more and more rigidly.	2.55	Moderate	7
Not all clients that come to me get the services they deserve.	2.54	Moderate	8
Some times I don't attend to my clients because they come in big numbers.	2.41	Low	9
There are standard operating procedures I follow when doing my work which enable me perform my work effectively better	2.41	Low	10
Average mean	2.61	Moderate	
Self Subordination			
people in other departments spend much time doing their own things	2.77	Moderate	1
Top managers and administrators are less informed and insulated from what is happening	2.74	Moderate	2
I have an authority where i report.	2.64	Moderate	3
workers are treated as though they wont work hard unless pushed	2.62	Moderate	4
Information is kept secret and used as a basis for power which affects service delivery	2.60	Moderate	5
The work environment includes large amounts of stress which affects service delivery	2.60	Moderate	5
The head of a department feels responsible first for protecting the department, its people and its budget,even before helping to achieve the organization's mission	2.48	Low	6
Ideas can be killed because they come from the "wrong" person. Ideas will	2.47	Low	7
Each department has its own agenda; departments don't cooperate to help other departments get job done	2.45	Low	8
workers in this department are treated as though they cant be trusted	2.39	low	9
Average Mean	2.58	Moderate	
Traditionalism			
mistakes and failures are denied, covered or ignored which affects service delivery	2.91	Moderate	1
Senior managers and administrators use stereotypical and outdate experience	2.79	Moderate	2
Decisions are made basing on the perceived desires of superiors	2.77	Moderate	3
Both employees and beneficiaries are treated as numbers than people	2.70	Moderate	4
Personal issues and needs of the employees are ignored or discounted	2.49	Low	5
Responsibility for failures is denied and blame is shifted to others	2.34	low	6
Average mean	2.67	Moderate	
Grand Average Mean			

Key

Answer Range

Range	Response mode	Interpretation
1.00 – 1.75	strongly Disagree	Very Low
1.76 – 2.50	Disagree	Low
2.51 – 3.25	Agree	Moderate
3.26 - 4.00	strongly agree	High

From table 3 above, one can see that all items on impersonation were rated moderate (with means ranging from (2.56 -3.25) all of which follow under Agree on the answer range. Although, all the items on impersonation were rated moderate, three items were rated more moderate than others. These items fall in the questions of qualifications (3.25), career advancement (2.98), and job satisfaction (2.94). This implies that majority of civil servants and politicians in Kamwenge district local government have qualifications and perhaps are more qualified to do the jobs they are doing. This can be attributed to high levels of unemployment in the country particularly in Kamwenge district which forces people with more qualifications to do jobs that don't fit their qualifications. The results also show that most of the workers in Kamwenge district believe that their jobs help them in career advancement despite the fact that they are not contented with the jobs they are doing. Generally, to get the general overview of how the respondents rated impersonation, an average mean for all eight items under impersonation was computed and it turned out to be 2.79 (moderate) and equivalent to agree on the answer range. This ultimately implies that the level of impersonation is high in Kamwenge district local government and this consequently leads to poor service delivery.

Regarding rule conformity, eight items out of ten were rated moderate ranging from (2.54-2.80) and equivalent to agree on the answer range. This clearly shows that rule conformity significantly affects service delivery in Kamwenge district local government. The items explored under rule conformity were asking questions related to rules and regulations at work, effects of such rules, regulations and procedures, standard operating procedures, accountability at work in regard to the stated rules and regulations, job security, and adherence to the local government policies. However, two items were rated low (with means ranging 2.41) implying that although clients come in big numbers to local government offices, workers there, are ready to attend to them and give the services they need. The results also

indicate that local government workers are not mindful of the standard operating procedures and perhaps they perform their work the way they wish. On the over all, rule conformity in Kamwenge district administration was moderate with an average mean of 2.61 demonstrating that most local government workers in Kamwenge district local government adhere to rule conformity in doing their jobs.

Considering self subordination, the results indicate most of the items were rated moderate (six out of ten) with means ranging from (2.60-2.77) which is equivalent to agree on the answer range. These results show that self subordination is prevalent amongst local governments' workers and they comply with the stated wishes and demands of their superiors. However, the lowly rated items lie in the question relating to workers' concern for service, ideas coming from superiors, interdepartmental co-operation, and treatment of workers all having means ranging from (1.76-2.50). This implies that most of the workers in Kamwenge district local government take work for granted. Generally, self subordination is common amongst local government workers with an average mean of 2.58.

Looking at the aspect of traditionalism, the results demonstrate that most of the workers in Kamwenge district local government agree that traditionalism is practiced in their administration since most of the items (four out of six) were moderately rated with means ranging from (2.70-2.91). This in essence means most of the civil servants in Kamwenge district local government still uphold traditionalism which seem to be out dated in modern administration and management and whose consequences negatively affects service delivery. On the other hand, two items were rated low with means ranging from (2.34-2.49) which is equivalent to disagree on the answer range. This implies that some few local government workers in Kamwenge district local government disagreed on the questions relating ignoring the personal needs of the employees and employees denying failures and shifting blame to others. This can be attributed to the refresher courses local government employees usually attend the need streamline proper accountability.

In summery, to get the general overview on the level of bureaucratic orientation in Kamwenge district local government, a grand average mean was for all four aspects of bureaucratic orientation was computed, which turned out to be a mean of 2.66 which clearly shows that the level of bureaucratic orientation in Kamwenge district local government is moderate implying that there is a need for the district to address bureaucratic orientation in order to ensure effective service delivery.

Level of service delivery in Kamwenge district

The dependant variable in this study was service delivery which was measured using qualitative questions in a close ended questionnaire and each question had an answer scale ranging from one to four; where 1=Strongly Disagree (SD), 2=Disagree (D), 3=Agree (A) and 4=Strongly Agree (SA). Workers (civil servants) in Kamwenge district local government were asked to rate service delivery on each of the items by putting the number that corresponded with their opinions. Their responses were analyzed using SPSS and summarized using descriptive statistics showing means as indicated in table 4 below;

TABLE 4: Level of service Delivery in Kamwenge District Local Government

Service Delivery	Mean (X)	Interpretation	Rank
There are constraints that affect service delivery in this department	3.19	Moderate	1
There are complaints from beneficiaries about the quality of service provided	2.88	Moderate	2
The rate of service delivery is relatively slow in this department	2.87	Moderate	3
Not all the beneficiaries that come to me get the service they deserve	2.87	Moderate	3
The mode of service delivery in this department is guided by public service rules	2.85	Moderate	4
The needs of our beneficiaries are a priority in this department	2.84	Moderate	5
There are quality standards that govern service delivery in this department	2.75	Moderate	6
The mode of service delivery is clear to the beneficiaries	2.63	Moderate	7
Average Mean	2.86	Moderate	

Key

Answer Range

Range

1.00 – 1.75

1.76 – 2.50

2.51 – 3.25

3.26 - 4.00

Response mode

strongly Disagree

Disagree

Agree

Strongly agree

Interpretation

Very Low

Low

Moderate

High

From table four above, one can observe that all means indicate that the respondents rated service delivery in Kamwenge district local government moderately as portrayed by means ranging from (2.63-3.19) implying that all respondents agreed that the rate of service delivery in Kamwenge district local government is fair or moderate. Item one was looking at the constraints that affect service delivery and all the respondents rated it moderate with a mean of 3.19 signifying that they agreed that there are constraints that affect service delivery in Kamwenge district local government. The constraints could be as a result of some bureaucratic orientation aspects especially impersonation and traditionalism as indicated in the previous table. Such constraints reduce the rate of service delivery in Kamwenge district local government. Item two was concerned with the complaints from beneficiaries which the respondents also rated moderate with a mean of 2.88 which indicates that they agreed that indeed, there are complaints from beneficiaries about the quality of the service they provide which also be attributed to some bureaucratic orientation aspects especially impersonation traditionalism as well as factors such as inadequate funds, corruption among others.

Generally, the level of service delivery in Kamwenge district local government is good as indicated by the average mean of all eight items were rated under the aspect of service delivery which was 2.86. This implied that even though there are constraints that negatively affect the rate of service delivery in Kamwenge district local government and some beneficiaries were complaining, the respondents generally agreed that the level of service delivery in Kamwenge district local government is moderate. This could be as a result of many factors such as motivation of workers, human resource development (refresher courses), high sense of accountability, proper use of the available funds, donations and grants and strict adherence to the public service rules and service standards. A combination of these factors could have worked together to contribute to the moderate level of service delivery in Kamwenge district local government.

In summary, however, the level of service delivery in Kamwenge district local government would be much better if there were no constraints that affect service delivery or if there were no bureaucratic orientation aspects in place or if there were

other ways of making such bureaucratic aspects as impersonation, traditionalism, and self subordination work well. This is true with what Warner, Ballard *et al.*, (2003) propose that new administrative techniques need to be devised to provide efficient services in local governments.

Relationship between bureaucratic orientation service delivery in Kamwenge district local government

The fourth objective in this study was to establish whether there was a significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government. Here, the researcher used null hypothesis that there is no significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government. To achieve this last objective and to test this null hypothesis, the researcher correlated the means for all the components that make up bureaucratic orientation and then the mean for service delivery using the Pearson's Correlation coefficient, as indicated in table 5 below;

TABLE 4: Pearson's linear correlation coefficient (r) results correlating Bureaucratic Orientation and Service Delivery in Kamwenge District Local Government.

Variables correlated	r- Value	Sig-Value	Decision on Ho	Interpretation
Bureaucratic orientation Vs. Service delivery	-0.034	0.707	Accepted	Not significant

Level of significance at 0.05

The results in table 5 above clearly indicate that bureaucratic orientation is not significantly correlated with service delivery in Kamwenge district local government as portrayed by sig-value which is greater than 0.05 (sig-value=0.707). Results also

indicate that bureaucratic orientation is negatively correlated with service delivery in Kamwenge district local government as portrayed by the r-value is less than 0 ($r\text{-value} = -0.034$). This implies that bureaucratic orientation is negatively correlated with service delivery in Kamwenge district local government.

This demonstrates that poor service delivery in Kamwenge district local government is attributed to other factors other than bureaucratic orientation (although it contributes at a minimal level). Such factors include; corruption, the policy of "Kamwegeization" (Kamwenge for the People of Kamwenge), inadequate funds which was exacerbated by the suspension of graduated tax, poverty (limited tax base), the conflict between politicians and civil bureaucratic and low levels of civic awareness.

Computed r-value is generated from mean scores the components that make up bureaucratic orientation and the service delivery in Kamwenge district local government.

The table above therefore shows the nature and the type of relationship between bureaucratic orientation and service delivery in Kamwenge district local government. Basing on the results, the stated null hypothesis was accepted at 0.05 level of significance.

Lack of significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government agrees with the view of Clingermayer and Feiock (1997) who assert that bureaucratic orientation often generates considerable controversy in local government's service delivery. Perhaps, that is why Braibanti (1963) argue that bureaucratic orientation is an out dated administrative tendency and has been accused "of making public organizations provide services of lower quality, exploit government employees, and denying constitutional rights both to those who should receive government services and to those who deliver them.

CHAPTER FIVE

DISCUSSIONS, CONCLUSIONS AND RECOMMENDATIONS

Introduction

This chapter presents the discussion of the findings conclusions and recommendations following study objectives and hypothesis.

Findings

The study was carried out with an intention of establishing whether there is a significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government. This study was guided by four research objectives where the first objective was to determine the profile of the respondents in regard to age, sex, level of education, employment status, and marital status, the second objective was to determine the level of bureaucratic orientation in service delivery in Kamwenge district local government, the third objective was to assess the level of service delivery in Kamwenge district local government and the fifth objective was to establish the relationship between bureaucratic orientation and service delivery in Kamwenge district local government.

Basing on data analysis that was carried out using SPSS descriptive statistics, the findings reveal that the level of bureaucratic orientation in Kamwenge district is at a moderate level ($\bar{x}=2.66$). The reasons behind this moderate level are enshrined in the four components of bureaucratic orientation that are moderately practiced by Kamwenge district local government workers (both politicians and civil servants). All the four components of bureaucratic orientation were found to be moderately practiced, with impersonation and traditionalism being the commonest ones having ($\bar{x}=2.79$), ($\bar{x}=2.67$) respectively followed by Rule conformity($\bar{x}=2.61$) and Self subordination ($\bar{x}=2.58$). This is in agreement with Dwyer, Paul &Sejo (1987) who

argue that bureaucratic orientation is much visible in the administration of local governments.

The findings also indicate that the level of service delivery in Kamwenge district local government is at a moderate level ($\bar{X}=2.86$) despite the fact that there were constraints that affected service delivery and complaints from the beneficiaries about the quality of service. This is what Braibanti (1963) argues that bureaucratic orientation is an out dated administrative tendency and has been accused "of making public organizations provide services of lower quality. Warner, Ballard and Hefetz (2003) on other hand propose that new administrative techniques need to be devised to provide efficient services in local governments. They suggest contracting out (privatization) as the best ways to enable local governments deliver services efficiently. They argue that contracts provide "a flexible way for governments to meet new or expanding service demands."

The results using Pearson's correlation coefficient found that bureaucratic orientation in Kamwenge district is insignificantly and negatively correlated with service delivery. The sig-value was greater than 0.05 (sig-value=0.707) and r-value was less than 0 (r-value=-0.034) demonstrating that bureaucratic orientation is negatively correlated with service delivery. This is true with the argument put forward by Van Der Walddt and Helmbold (1983) that the effectiveness of Service delivery in local governments however is dependant on many factors other than administrative considerations.

Conclusions

In this section, the researcher gives conclusion to the study findings in relation to the study objectives and tested null hypothesis.

The level of bureaucratic orientation in Kamwenge district local government.

The first objective was to determine the level of bureaucratic orientation in Kamwenge district local government and it was concluded that the level of bureaucratic orientation in Kamwenge district local government is at a moderate level ($\bar{x}=2.66$). The main factors that contributed to this level are imbedded in the bureaucratic aspects that were found to be practiced at moderate levels. These included; impersonation($\bar{x}=2.79$), rule conformity ($\bar{x}=2.61$), self subordination ($\bar{x}=2.58$) and traditionalism ($\bar{x}=2.67$).

The level of service delivery in Kamwenge district local government

This objective was to assess the level of service delivery in Kamwenge district local government and it was concluded that the general level of service delivery in Kamwenge district local government is moderate level ($\bar{x}=2.86$). However, it was also found that the level of service delivery in Kamwenge district local government would be much better if there were no constraints and even some bureaucratic aspects which minimally slow down the rate of service delivery in the district. Therefore this meant that a lot needs to be done in order to improve on the level of service delivery in Kamwenge district local government.

The relationship between bureaucratic orientation and service delivery in Kamwenge district.

The last objective was intended to establish whether there was a significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government for which it was hypothesized that there was no significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government. Basing on the findings, the null hypothesis is accepted leading to a conclusion that there is no significant relationship between bureaucratic orientation and service delivery in Kamwenge district local government. The

justification to this is revealed by the level of significance that is greater than 0.005 (sig-value=0.707) and r-value which is less than 0 ($r=-0.034$). It was therefore concluded that effective service delivery in Kamwenge district local government is greatly affected by other factors other than bureaucratic orientation.

Recommendations

Basing on the findings in this study, the following recommendations have been suggested;

1. There is a need for the local governments to devise modern techniques of administration and management preferably borrowing the doctrines of new public management which include result-orientedness, flexible management, and innovation in order to meet the demands of their beneficiaries.
2. Local governments should look at their service beneficiaries as customers without which they are rendered useless. Therefore they should attend to them, listen to their problems, and appropriately address their demands.
3. Local governments should clearly identify those serious problems that limit service delivery be in position to properly address them.
4. There is a need for the local governments to prioritize service delivery in their day today execution of their activities. This will perhaps help to ensure that the increasing demands of the beneficiaries of local governments' services are quickly met with out any un due delays.
5. Local governments should separate politics from administration because politics spoils the quality of local government services. Politicians need to keep with in their horizons and not be allowed to sabotage the work of the civil servants.
6. More refresher courses should be introduced in local governments to enable local government workers acquire and develop modern skills of administration and

management. This will break the traditional cycle of bureaucratic orientation which some times delays service delivery.

7. There is a need to strengthen the financial capacity of local governments in order to solve the problem of limited funds which is a major constraint to achieving effective service delivery. Resources should be generated from both with in and outside these local governments to enable them meet their financial demands.

8. Local governments should realize that there are other many factors that affect service delivery other than bureaucratic orientation and these problems should be identified and addressed accordingly.

9. An independent body be formed to supervise and evaluate the performance of the local government workers. This will help to solve the "pol-civil" conflict (scuffle between politicians and civil servants) that is oftenly witnessed in local governments as a result of the pressure politicians put on civil servants on the grounds of accountability.

10. More effort is needed to fight corruption in local governments because corruption is a major factor behind delays in service delivery.

11. The central government should work together with local governments in setting priorities, and models for assessing performance.

12. Local governments should discard the "locally manufactured" policies which negative affect their rate of service delivery since even unqualified or un experienced people may be employed as long as they are the indigenes (for example the policy of 'Kamwegezation').

13. There is a need for the government, civil society organizations, local governments them selves and other development stake holders to raise civic awareness amongst the local communities in order to empower them hold their leaders accountable.

14. More sources of local revenue should be generated and where possible graduated tax be re-instated hence fourth to enable local governments have adequate funds meant to foster effective service delivery.

Areas for further research

1. Local revenue generation and service delivery in local governments
2. Constraints to the effective performance of local governments in Uganda
3. Collective responsibility in local governments
4. Accountability and service delivery in Local governments in Uganda

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**OFFICE OF THE ASSOCIATE DEAN, SOCIAL SCIENCE
SCHOOL OF POSTGRADUATE STUDIES AND RESEARCH (SPGSR)**

Dear Sir/Madam,

July 8, 2011

**RE: REQUEST FOR MWESIGYE WILLIAM MPA/43116/92/DU
TO CONDUCT RESEARCH IN YOUR ORGANIZATION**

The above mentioned is a bonafide student of Kampala International University pursuing a Master of Arts in Public Administration.

He is currently conducting a field research of which the title is "**Bureaucratic Orientation and Service Delivery in Kamwenge District Local Government.**"

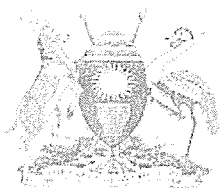
Your organization has been identified as a valuable source of information pertaining to his research project. The purpose of this letter is to request you to avail him with the pertinent information he may need.

Any information shared with him from your organization shall be treated with utmost confidentiality.

Any assistance rendered to him will be highly appreciated.

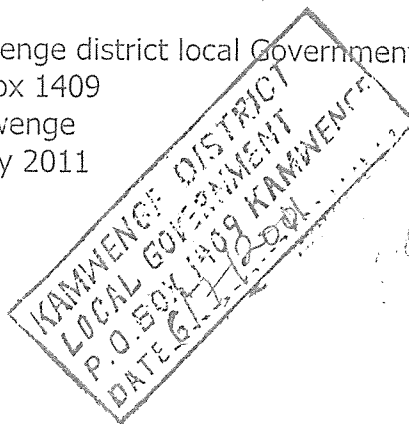
Yours truly,


Dr. Roseann Mwaniki
Associate Dean Social Sciences, (SPGSR)



KAMWENGE DISTRICT LOCAL GOVERNMENT

Kamwenge district local Government
P.O.Box 1409
Kamwenge
6th July 2011



Kampala International University


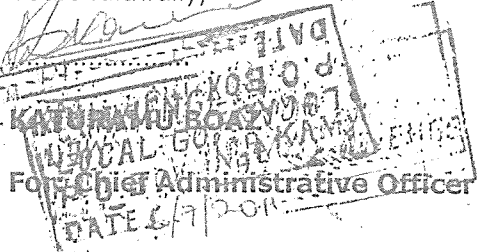
P.O.Box 20000,

Kampala.

**RE: LETTER OF ACCEPTANCE OF MR MWESIGYE WILLIAM REG NO.
MPA/43116/92/DU.**

This is to inform you that the above mentioned student has been received and accepted by Kamwenge district local government to carry out his research in the district. He is allowed to traverse all the district departments and sub-counties where he expects to get the information he needs.

Yours faithfully,



For Chief Administrative Officer

APPENDIX 11

CLEARANCE FROM ETHICS COMMITTEE

Date _____

Candidate's Data _____

Name _____

Reg.# _____

Course _____

Title of Study _____

Ethical Review Checklist

The study reviewed considered the following:

- Physical Safety of Human Subjects
- Psychological Safety
- Emotional Security
- Privacy
- Written Request for Author of Standardized Instrument
- Coding of Questionnaires/Anonymity/Confidentiality
- Permission to Conduct the Study
- Informed Consent
- Citations/Authors Recognized

Results of Ethical Review

— Approved

—Conditional (to provide the Ethics Committee with corrections)

— Disapproved! Resubmit Proposal

Ethics Committee (Name and Signature)

Chairperson _____

Member's _____

APPENDIX III

INFORMED CONSENT

I am giving my consent to be part of the research study of Mr. Mwesigye William that focus on bureaucratic orientation and service delivery in Kamwenge district.

I shall be assured of privacy and confidentiality and I will be given option to refuse participation or withdraw my participation at any time I feel like.

I have been informed that the research is voluntary and the results that will be given to me if I requested for them.

Initials:.....

Date:.....

Code No#.....Date received by the Respondent

APPENDIXIV

Research Instrument

Face sheet: PROFILE OF THE RESPONDENTS

GENDER (Please Tick)

_____1) Male

_____2) Female

MARITALSTATUS

a) Single_____

b) Married_____

AGE

a. 18-25_____

b. 26-33_____

c. 34-41_____

d. 42-59_____

e. 50 and above_____

LEVEL OF EDUCATION

a. Primary_____

b. Secondary_____

c. Certificate_____

d. Post Secondary_____

e. Others (specify)_____

TYPE OF EMPLOYMENT/OCCUPATION

- a. Politician_____
- b. Civil / Public servant_____
- c. Others (specify)_____

QUESTIONNAIRE TO DETERMINE THE ROLE OF BUREAUCRATIC ORIENTATION IN ENHANCING SERVICE DELIVERY

Direction: Please respond to the options and kindly be guided by the scoring systems below. Please write your rating in the space provided.

Rating	Response mode	Description	Legend
4	Strongly Agree	You agree with no doubt at all	SA
3	Agree	You agree with some doubt	A
2	Disagree	You disagree with some doubt	D
1	Strongly Disagree	You disagree with no doubt at all	SD

Level of impersonation

_____1)The job am doing does not fit my qualifications.

_____3) My job helps me in my career advancement.

_____4) I do this job because I lack the alternative job.

_____5) I report to work at my convenient time.

_____6) In the course of doing my job, I mind much about the quality of service I provide.

_____7) Promotions in this organisation are sometimes made on the basis of politics, rather than actual achievements on the job and the quality of service one renders.

_____8) I am well versed with the duties and responsibilities am supposed to do in regard to my job.

_____9) There is political in-fighting, with executives striving for personal advancement and power instead of serving their clients.

Rule conformity

_____10) There are rules and regulations that govern the job I do.

_____11) Some times I don't attend to my clients because they come in big numbers.

_____12) Not all clients that come to me get the services they deserve.

_____13) There are standard operating procedures I follow when doing my work which enable me perform my work effectively better.

_____14) Policies, practices and procedures tend to grow endlessly and to be followed more and more rigidly.

_____15) following procedures some times slow process of service delivery which will frustrate clients or customers who require prompt and efficient service.

_____16) Rules, regulations and standard operating procedures help to streamline service in this department.

____17) The job security I have at work helps me perform my duties with utmost confidence and with out any fear.

____18) I am held responsible for what ever action I take and decisions i make.

Self subordination

____ (19) I have an authority where i report

____ 20) Each department has its own agenda; departments don't cooperate to help other departments get the job done.

____(21).The head of a department feels responsible first for protecting the department, its people and its budget, even before helping to achieve the organization's mission.

____(22) Ideas can be killed because they come from the "wrong" person. Ideas will be supported because they are advanced by the "right" person.

____(23) People in other departments spend so much time protecting their "turf" that they don't have time to do the work they are responsible to do.

____(24) Workers in this Department are treated as though they can't be trusted

____(25) Workers are treated as though they won't work hard unless pushed.

____(26) The work environment includes large amounts of unhealthy stress which affects service delivery in this organisation.

____(27)Top managers and administrators in this organisation are less informed informed and insulated from what is happening on the front lines or in "the field."

_____(28) Information is hoarded or kept secret and used as the basis for power which in the long run reduces the rate of service delivery.

Traditionalism

_____(29) Mistakes and failures are denied, covered up or ignored and this affects the quality of service in this organisation.

_____(30) Responsibility for mistakes and failure tends to be denied, and where possible, blame is shifted to others.

_____(31) Decisions are made based on the perceived desires of superiors, rather than concern for mission achievement.

_____(32) Senior managers become so insulated from the realities of the front line that they may use stereotypical thinking and out-of-date experience in making decisions.

_____(33) Both employees and beneficiaries are treated more as numbers than people.

_____(34) Personal issues and human needs are ignored or discounted.

Service delivery

_____(35) The mode of service delivery is clear to the beneficiaries in this department

_____(36) Not all the beneficiaries that come to me get the services they deserve.

_____(37) There are quality standards that govern service delivery in this Department

_____(38) The rate of service delivery is relatively slow in this department

_____(39) There are complaints from beneficiaries about the quality of service provided in this department.

_____(40) The needs of our beneficiaries are a priority in this department.

_____41) The mode of service delivery is usually guided by the public service rules.

_____42) There are constraints that affect service delivery in this department.

Researcher's curriculum vitae

Personal Profile

Name : Mwesigye William

Gender : male

Date of Birth : 17th Feb, 1982

Nationality : Ugandan

TEL Number : +256 752 421 255

Email : willsmwesigye@yahoo.com

Educational Background

Year	Institution	Award
2006-2009	Kampala International University	B.A Public Administration
2004-2005	Mpanga SSS	UACE
2001-2003	Kyabenda SSS	UCE
1993-1999	Kabingo Primary School	PLE

Work Experience

Year	Organisation	Designation
2007	Kamwenge Modern School	Teacher
2008	Fire Volunteers Uganda	Administrative Assistant
2010	K.I.U	Teaching Assistant

Other Relevant Data

Worked as a deputy head boy Kabingo Primary School in 1997-1998

Worked as a chapel monitor at Kyabenda SSS in 2001

Worked as a head prefect at Kyabenda SSS in 2002-2003

Worked as a co-coordinator of clubs Mpanga SSS in 2004

Founder KIU-Public Administration Students Association

Speaker KIU-Western Students Association

KIU-Guild Presidential Aspirant in 2008

Skills and Competencies

Excellent interpersonal communication skills

Leadership skills

Hardworking and self-driven

Result-oriented

Team work playing skills

Computer application skills

