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Kosgey, H. K., Ongera, A., & Thuo, M.

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Kosgey, H. K.,^{1*} Ongera, A.,² & Thuo, M.³

^{1*} Ph.D Candidate, Pan Africa Christian University [PACU], Kenya

^{2,3} Ph.D, Lecturer, Pan Africa Christian University [PACU], Kenya

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ABSTRACT

This paper delved into the challenges facing ethical leadership and governance in Kenya with specific reference to the County of Uasin Gishu. Several studies had indicated that public and private institutions in Kenya face governance challenges as a result of lack of and/or inadequate ethical leadership. This paper argued that entrenchment of ethical leadership practices can ameliorate governance challenges that bedevil counties in Kenya. The study adopted descriptive survey research design, where the target population comprised of elected and non-elected leaders in Uasin Gishu County (N=728). The sample size was obtained through stratified sampling techniques, purposive sampling and random sampling to produce 352 respondents. Questionnaires were used for data collection. Data were analyzed using descriptive statistics and presented using tables and figures. Analysis of data established that effectiveness of ethical leadership and governance is hindered by uncommitted top leadership that is necessitated by insufficient structures and procedures to guide implementation of ethical code of conduct. In addition, the study established that rigid organizational culture affected effectiveness of ethical leadership, which poses a risk to important organizational assets, such as brand reputation and talent. Study findings revealed that organizational structure influences effectiveness of ethical culture in addition to low levels of competence among the staff. Level of resourcefulness influences managers' professionalism on ethical leadership and governance. The study established that ethical leadership on governance faces plethora of challenges. The study concluded that challenges facing ethical leadership and governance showed that dwindling support from top managers, rigid organizational culture, level of staff competence, managers' professionalism, and organizational structure affect effectiveness of ethical leadership and governance. The extent to which those with authority communicate with everyone and how much they allow those that work below them to participate determines how successful organizations will be.

Keywords: Ethics, Governance, Public Sector

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INTRODUCTION

Ethical leadership and governance studies have increasingly become relevant in almost all organizations. This has been necessitated by organizations exhibiting unethical behavior which has caused businesses redesigning their strategic direction and game plan to enable them internalize that ethical leadership is the sure way to productivity and overall increased employee morale (Monahan, 2012). Although ethical leadership has gained momentum as a clear-cut style of leadership, unethical scandals and deeds have been witnessed in many organizations that have led to their collapse (Hrehova, 2018). According to Northouse (2013), ethical leadership is characterised by a set of ideologies that impact leaders to make decisions, how to act and how to be morally decent. Ethics is a key component of good governance. It guides individuals when making decisions in particular situations about what is right and wrong. Therefore, ethics is crucial element in good governance and its absence could lead to a disastrous leadership.

Cowell, Downe and Morgan (2014) emphasize the importance of ethics in good governance and democracy. Existing evidence indicate that leadership in organizations often fail to achieve its desired ethical standards (Hassan, Wright, & Yukl 2014). The challenge is ensuring ethical behaviour is in place. According to the national survey of United States (2007), employees in the public service witnessed incidences of violation of laws, ethical standards and policies in their workplaces. Ethics Resource Centre (2008) indicate that ethical violation can take different forms including, mismanagement of public funds, misreporting working hours, selection and appointment based on nepotism/favouritism, disclosure of private information, and not declaring conflict of interest. In addition, the national survey of United States, public officers do not believe that high ranking officials in public institutions maintain standards of integrity and honesty which are determinants of effective ethical leadership. Brown, Treviño, and

Harrison (2005) give a detailed explanation of ethical leadership as “the demonstration of normatively appropriate conduct through personal actions and interpersonal relationships, and the promotion of such conduct through two-way communication, reinforcement and decision making”.

Looking at Nigeria, the local government system is riddled in a leadership predicament, due to unethical conducts and habits of state officers in the local government units. Due to these unethical practices and actions, the leadership mess created has negatively affected the governance standards at the local government structures. The lack of good governance has been positively established as an impediment in social-economic development attempts in most underdeveloped countries (Okagbue 2011). The impotence of organizational leaders in providing ethical and good governance has amounted to a major hurdle to socio-economic development in Nigerian.

Concerns about ethical leadership and good governance has been heightened due to the behavior manifested in corporations and public institutions that have been characterized by blatant abuse. The damaging effects of unethical practices has put increased pressure on public leadership to maintain and sustain its responsibility in effective delivery and efficient services to the public. Unethical practices and conducts are universal concern and not limited to Africa specifically Kenya. It is catastrophic to the public administration as the public can lose confidence in the integrity of the government (Whitton, 2010).

The issue of ethical practices in Kenya has created heated debates for the last few decades. Unethical practices in public corporations and organizations have been widely recorded and reported in the wake of high-profile scandals. The establishment of anti-corruption commissions and laws to fight corruption has not helped the situation either. Public servants and leaders have come under scrutiny because of the part they play in influencing ethical conduct and modelling ethical practices.

Their failure to uphold moral leadership has led to the publics' lack of confidence in executives and political leaders due to the unmet goals (Minja, 2012)

According to Hassan et al. (2014), most organizational leaders do not report violation of ethical standards in their work place. This is because of fear of retaliation and doubting the systems would take the necessary corrective measure. Walumbwa, Fred, and Schaubroeck (2009) suggest that institutions should have ethical leaders, ethical leadership reduces fear of employees in reporting misconduct. Leaders should therefore be honest, trustworthy, fair and approachable.

Statement of the Problem

This paper aimed to establish the challenges facing ethical leadership and governance in public institutions in Kenya with a focus on Uasin Gishu County. In many institutions, leaders do not realize why they lose good employees because sometimes, they are usually good leaders but poor managers. According to Johnson (2017), leaders are responsible for shaping an institution. They establish the agenda and serve as role models to employees. They set the context for performance and success by ensuring that there is consistency between external and internal values. (Altman, Valenzi, & Hodgetts, 2005). In most organizations, leaders fail to look beyond the traditional elements of governance, risk and compliance by failing to consider ethical behaviour when making key strategic decisions (Bratton et al., 2010). Bradford and Cohen (2010) assert that not only do leaders fail to understand how their own behaviour may impact their final decisions, but they also fail to analyse how a particular decision may be executed because of the behaviour of the teams who are responsible for doing so (Johnson, 2017).

The current body of literature had concentrated on the challenges facing corporate governance at the organizational level (Nnablife, 2010; Omoregie, 2012); however, there is no study that has focused

on governance and how both the private and public institutions can leverage ethical leadership as a basis of underpinning effective governance. Moreover, there is no study that has been undertaken in the county of Uasin Gishu. Accordingly, the current study seeks to bridge the contextual, empirical, and conceptual gap on the challenges facing ethical leadership and governance. Moreover, the reviewed literature in this study present research gaps since there is no study that provided information on the interplay between ethical leadership and governance. In addition, this study is justified on the basis of existing research gap as the current body of literature tends to use selected measure of variables, which might inhibit generalizations.

The Constitution of Kenya (2010) clarifies the guiding principles of leadership and integrity including the selection on the basis of personal integrity, competence and suitability, or election in free and fair elections; objectivity and impartiality in decision making, and in ensuring that decisions are not influenced by nepotism, favoritism, other improper motives or corrupt practices; selfless service based solely on the public interest, demonstrated by honesty in the execution of public duties; and the declaration of any personal interest that may conflict with public duties; accountability to the public for decisions and actions; and discipline and commitment in service to the people.

However, Ouma (2017) argues that Kenya continues to struggle with many development challenges as a result of unethical leadership. According to Gathii (2009), civil society, the government and the private sector all play a critical role in tackling development challenges in Kenya. Kiula (2014) supports this argument by stating that for civil society to play the rightful role in development, it has to overcome many challenges which include but not limited to poor leadership and corruption, lack of capabilities to fulfill the desired roles, and approaches to development that are not responding to the needs of communities. Despite the national government successfully implementing devolution, and ensuring

the distribution of resources to Counties to help in development, it is evident that these resources have not been well utilized because of corruption (Cornell & D'Arcy, 2016).

Many scholars had done studies about ethical leadership and governance. Scholars like Naidoo (2012), for example, has focussed on a critical need for ethical leadership to curb corruption and promote good governance in the public sector. However, no studies have focused on how both private and public institutions can jointly work to ensure effective governance as a result of ethical leadership. Most have focused on public and private institutions as separate entities. This study would help shape national policy such that to provide recommendations based on the various findings that could help strengthen ethical competence because ethical leadership practices are key enablers of good governance.

LITERATURE REVIEW

Available body of academic literature illustrates that there is increasing pressure for governments to deliver public goods in efficient and effective ways. Citizens and civil society organizations are putting pressure on governments on the need to increase the quality of services that are rendered (Rosilawati, Rafique, Nikku, & Habib, 2018). However, various scholars have documented evidence that shows problems ailing organizational leadership in both private and public sectors. Ramaite (2002) asserts that "The major problem for implementing effective Codes of Ethics remains that no law or Code will be of much value if individual civil servants lack the technical competence to recognize an ethics problem for what it is, or if they do not know what standards their organization expects of them, or, if they consider it to be not in their interests, personally or professionally, to take a stand on integrity and against corruption."

Stronger ethical standards that support and encourage ethical conduct support the development and maintenance of ethical leadership in institutions (Mele, 2005). Such organizations

provide more models of ethical leadership, formal policies and informal norms that support ethical conduct, and reinforcement of ethical behaviour like ethical leaders get ahead while unethical leaders do not. Lawton, Rayner, and Lasthuizen (2013) contribute to this argument by suggesting that the lack of support from top management support, rigid organization culture, the lack of a comprehensive organization structure, incompetency among staff, and the lack of professionalism amongst managers strongly undermine effective governance. Treviño et al. (2003) argue that in such working environments, leaders get to learn that ethical leadership is desirable, and they have more opportunities to emulate models of ethical leadership. As a result, they will develop and maintain strong ethical leadership. In an organization that lacks a strong ethical context or supports unethical behaviour, leaders who choose to remain in the organization will have to match their style to fit their environment, for instance, they will adopt a weak ethical or unethical leadership style. Those who are strong ethical leaders are more likely to leave the organization because of misfit with the organization's culture (Treviño et al, 2000).

On performance challenges, Bertot, Jaeger, and Hansen (2012) suggest that policy implementation snags remain one of the key challenges that face public service departments, which in turn affect their performance in terms of service provision and internal efficiency. Fulmer (2004) asserts that "The challenge of ethical leadership has become a ubiquitous issue for executives." On the other hand, Anassi (2004) contends that "Corruption poses a serious challenge in terms of the economic, political and social development in the African Continent in his study Corruption in Africa, the Kenyan Experience. Corruption undermines democratic institutions and good governance in the political landscape, according to the author. It diminishes accountability and invalidates representation and policymaking in the electoral process. It repudiates the rule of law in the judiciary."

According to Gathii (2009), "Corruption also encourages favoritism precipitating to unequal provision of resources to the population in the public sector. It has been correctly remarked that 'the political will to fight corruption was absent because of the regime's control of all the arms of government, including parliament and the judiciary. Parliament was impotent, because the party threatened those perceived as against the establishment with expulsions. The judiciary was compromised, and it did nothing to improve the situation."

According to Kempe (2013), notwithstanding the existence of an Anti-Corruption Commission and several other measures that have been put in place to try to tackle the corruption problem, Kenya is still classified as one of the most corrupt States in the world. That there is a vocal consensus that combating corruption is one of Kenya's most critical governance and development challenges. Hitherto, at the same time, almost all the necessary tools are in place to combat corruption in the country. Hope (2013) observe that anti-corruption initiatives in Kenya can be effective through adoption of transformational leadership coupled with execution of reform strategies that encompass strengthening institutions, application of punishment and using the instruments of the 2010 constitution to full effect are recommended by this work for more effective control of corruption and, in fact, to sustain the structures for an effective anti-corruption regime.

Kenya's new laws under the 2010 constitution provides the essentials of good governance in the public sector. According to GOK (2010), Principles for effective governance constitutes of patriotism, national unity, sharing, devolution of power, the rule of law, democracy, participation of people, human dignity, equity, social justice, inclusiveness, equality, human rights, non- discrimination, and protection of the marginalized, good governance, the principle of accountability, transparency, integrity, accountability and sustainable development. It is important to note that the list in

Article 10 is not in itself conclusive."

Furthermore, GOK (2010) postulates that "Chapter six of the constitution introduces leadership and integrity under article 73 and clearly spelling the authority assigned to a state officer, and that such authority should be exercised in a manner that is consistent with the purpose and object of the constitution. The article further grounds the need for authority to be exercised in a manner that demonstrates respect to the people, honor and dignity to the officers, integrity and public confidence in the officers."

Kenya Human rights Commission (2013) note that among the guiding principles of leadership stated in the Article include "Free and fair election, competence, selection on the basis of personal integrity, objectivity and impartiality in decision making, selfless service based on solely public interest, the principle of accountability for public decisions made, discipline and commitment to service rendered tot the people." Article 74 to 80 was therefore devoted to providing for the way power vested in various state officers should be exercised.

The point this information describes is the need for leadership at all levels to embrace ethics for good governance is at the heart of the Constitution (GOK, 2010). Brosche and Hoglund (2016) suggests that the severity of the leadership crisis in governance has been exhibited by continuous trends of dishonesty, persistent abuse of power, lack of respect for the Constitution. Scholars cite governance challenges as failure to create an environment for the continuous evolution of succeeding generations of young leaders with aptitude, integrity, vision, commitment, and skills for peace building and social justice (Coulson-Thomas, 2019; Halikiopoulou, 2020).

METHODOLOGY

Since the study solicited information from different population on the challenges facing ethical leadership and governance in the County of Uasin Gishu, a descriptive survey research design was

applied in this study. The main feature of survey research design was to describe specific characteristics of a large group of persons, objects or institutions through questionnaires (Jaeger & Rosnow, 1988). In addition, a descriptive survey design would enable the study to solicit data from a range of respondents, thus improve generalizations. Importantly, descriptive design enhances the combination of qualitative and quantitative data. Moreover, mixed research methods foster scholarly interaction as argued by Wisdom and Creswell (2013). Such studies add breadth to multidisciplinary team research by encouraging the interaction of quantitative, qualitative, and mixed methods scholars.

The target population for this study included: elected and nominated MCAs, Members of County Executive Committees (CECs), Chief Officers, opinion leaders, clergy/church leaders, and members of the public. For key informants, the study targets Members of Parliament (MPs), Governor, deputy governor, speaker of the county assembly, and county secretary. In sum, the total target population was 728 respondents.

The study applied stratified sampling techniques, purposive sampling and random sampling with replacement owing to the heterogeneity of the units of study and as such, the researcher grouped the target population according to the various categories, where respondents with similar attributes had equal sampling opportunities. Simply put, the researcher sought to undertake sampling autonomously in each category. Therefore, a sample will be drawn from the 728 respondents who are deemed to have relevant information for the study. The sample size for this study were county government officials, such as department directors and CECs. Others included MCAs, Chiefs, village elders, opinion leaders, and members of the public.

The study applied Fischer's formula in determining the number of respondents who formed part of the sample population. The sample size was

determined using Fischer's et al. formula at 95% confidence interval shown below;

$$n = p \times q [z/e]^2$$

Where:

n = required minimum sample size

p = the proportion belonging to the specified category

q = the proportion not belonging to the specified category

z = the value corresponding to the level of confidence required (90% certain=1.65, 95% certain= 1.96 and 99% certain=2.57)

e% = the margin of error

p=50%, q=50%, z=1.96 (95% certain) e= 5% (i.e. within plus or minus 5% of the true percentage, the margin of error that can be tolerated), N=728

$$n = 50 \times 50 \times [1.96/5]^2$$

$$= 2500 \times 0.153664$$

$$= 384$$

Questionnaires were used to collect data from the selected staffs within departments selected, MCAs, clergy leaders, chiefs, and opinion leaders. Quantitative data were analyzed using descriptive statistics using SPSS version 24 and presented through frequencies, percentages, means and standard deviations.

FINDINGS

This part detailed analysis of data and presentation of findings. The study applied descriptive statistics to draw trends and patterns of data using measures of central tendencies, such as mean and standard deviations. Data visualization is done using tables and diagrams.

Challenges Facing Ethical Leadership and Governance

This section sought to offer an insightful approach on the various challenges facing effectiveness of ethical leadership on county governance with specific emphasis on the County of Uasin Gishu. Analysis of data in this section drew patterns and trends on ethical leadership challenges, which provided a basis for drawing appropriate recommendations in the subsequent section. To

this end, this section described data on different respondents. themes developed as per the question posed to the

Table 1: Challenges of Ethical Leadership

Ethical Leadership Challenges	Very Little Extent	Little Extent	Moderate Extent	Great Extent	Very Great Extent	Mean	Std. Deviation
Lack of top management support	9.7%	9.4%	20.2%	21.0%	39.8%	3.7	1.33029
Rigid organization culture	6.0%	15.3%	19.6%	32.7%	26.4%	3.6	1.20020
Comprehensive organization structure	7.7%	14.8%	24.4%	30.7%	22.4%	3.5	1.20690
Low levels of competency among staff	10.5%	8.8%	20.7%	29.3%	30.7%	3.6	1.28978
Level of professionalism of managers	8.8%	6.8%	14.5%	29.3%	40.1%	3.9	1.26623
Average						3.7	1.2587

It was evident from table 1 that majority (39.8%) of the respondents agreed to a very great extent that lack of top management support hampered effective governance since top management determines adoption and/or implementation of ethical leadership, while 21.0% were of the considered opinion that lack of commitment by leaders on the top hierarch affected governance owing to poor ethical standards and professional ethics. On the other hand, 20.2% agreed to a moderate extent on commitment by top leaders, while 9.7% and 9.4% indicated very little extent and little extent.

As supported by an average mean of 3.7 and standard deviation of 1.33029, it is succinct that effectiveness of ethical leadership on county governance is hindered by uncommitted top leadership, which has not put in place structures and procedures to guide implementation of ethical code of conduct. This result is in tandem with much of existing literature on the challenges facing ethical leadership; For instance, lack of ownership of policies at the decision-making level means that street-level bureaucrats are left to implement policies based on personal discretion and coping mechanism.

Rigidity of Organizational Culture

The study sought to investigate the extent to how

rigid organizational culture translated into ineffective ethical leadership leading to poor governance outcomes. Analysis of data showed that majority (32.7%) of the respondents agreed to a great extent that rigidity of the public sector culture affected effectiveness of governance. On the other hand, 26.4% of the respondents agreed to a very great extent, while 19.6% indicated moderate extent, whereas 15.3% and 6.0% were of the considered view that rigid organizational culture affected effectiveness of ethical leadership to little extent and very little extent.

An average mean of 3.6 and standard deviation of 1.20020 affirmed that rigid organizational culture in the County of Uasin Gishu undermined effective governance because of low ethical leadership on county governance. This finding indicates that rigid culture in any ideal organizational setup leads to a situation in the organization where the organization will not be working to accomplish the goals it intends to. This culture also poses a risk to important organizational assets, like the brand reputation, intellectual property, and talent. Based on these findings, the results underscore the need to entrench a flexible culture that provides a framework not only for risk mitigation, but also for creation of value in both short-term and long-term periods.

Organizational Structure

The study sought to determine the extent to which organizational structure influenced effectiveness of ethical culture. Analysis of the collected data revealed that majority (30.7%) of the respondents agreed to a great extent on the effect of

comprehensive organizational structure on governance, while 22.4% agreed to a very great extent. Conversely, nearly a quarter (24.4%) of the respondents agreed to a moderate extent, whereas 14.8% and 7.7% agreed to little extent and very little extent respectively.

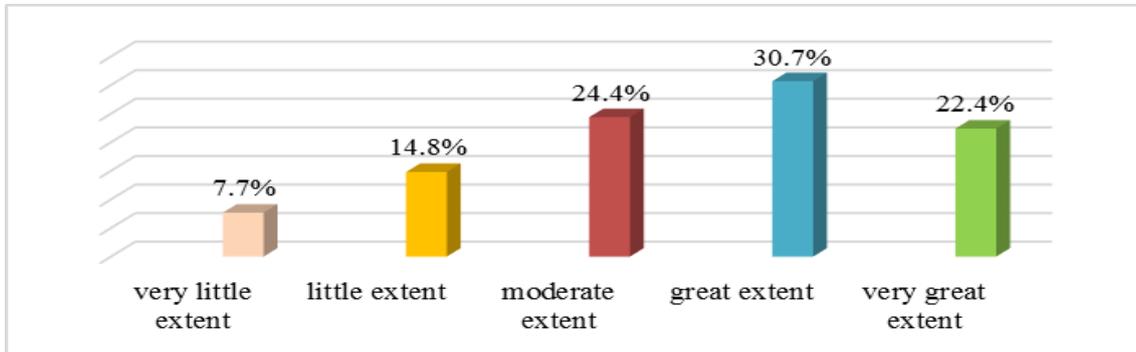


Figure 1: Organizational Structure

This finding suggested that lack of a comprehensive organizational structure impedes strengthening of ethical leadership for enhanced and/or effective governance. An average mean of 3.5 and standard deviation of 1.20690 affirms that comprehensive organizational structure predicates effectiveness of ethical leadership on governance. This finding underscores the need for public institutions and counties to create and/or design sound and solid organizational structures, which support easy flow of commands/information. Moreover, the need for comprehensive structures means that organizations ought to identify their needs through comprehensive social audit processes, such as situation analysis, as a basis of planning and enhancing organizational dynamism. This result

underpins the need for leaders in public institutions to review an organization’s structure as a basis of determining human, financial, and technical resources are available, how they should be allocated, and which resources are lacking.

Competence among the Staff

Analysis of collected data on the challenge of low levels of competence among the staff revealed that 30.7% of the respondents supported the view to a very great extent, while 29.3% supported the statement to a great extent. Conversely, 20.7% agreed to a moderate extent on the effect of staff competence levels, while 10.5% and 8.8% agreed to a very low extent and little extent respectively.

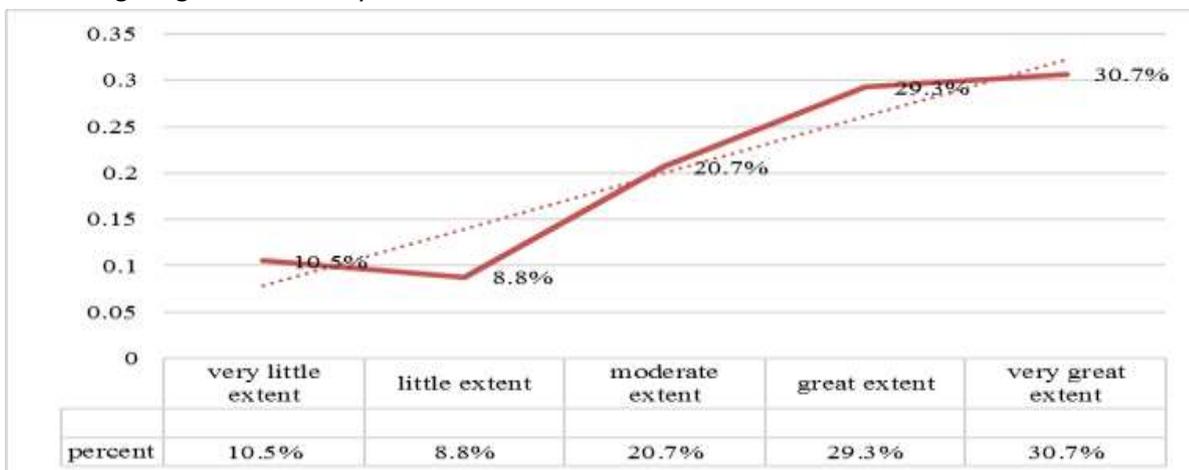


Figure 2: Competence among the Staff

These findings suggested that competence levels of most public servants continue to influence the effectiveness of ethical leadership. In fact, staff/employees are blood of any organization, meaning that their level of competence and skills determine the extent of organizational success. An average mean of 3.6 and standard deviation of 1.28978 without a doubt underscores the need for public institutions to employ staff based on competence coupled with the need to place talent where it is best suited. Much of existing evidence on challenges facing effective county government places blame on the level of staff competence; For instance, the competence of employees affects the implementation of County Government policies and programs. Therefore, County Governments should, train their staff to enhance the implementation of

their policies.

Level of Resourcefulness

The study sought to investigate the effect of levels of managers' professionalism on ethical leadership and county governance. Analysis of the collected data indicated that majority (40.1%) of the respondents were of the view that professionalism of managers in charge of public institutions affects governance to a very great extent, while 29.3% indicated that public sector professionalism influences effective governance to a great extent. On the other hand, 14.5% of the respondents agreed to a moderate extent on the influence of managers' professionalism and effective leadership, while 8.8% and 6.8% agreed to a very little extent and little extent respectively.

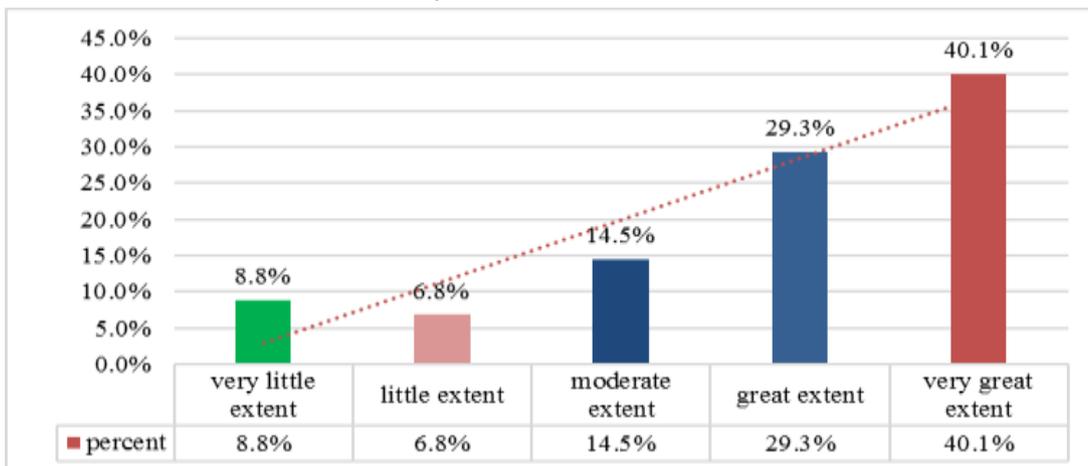


Figure 3: Level of Resourcefulness

The interpretation of this result encompassed the need for effective management through perfect management of personnel. In fact, professional managers achieve results when they work hand in hand as a team with their employees. Notably, professional managers are able to meet deadlines and motivate employees for achieving the set objectives, signifying that the job description of a manager requires someone with specific competencies in order to facilitate effective management in the organization.

An average mean of 3.9 and standard deviation of 1.2663 reinforces the interlinkages between level of professionalism and effective governance.

Evidently, this section has demonstrated that effective managers find a way to nurture the talent of each of the members of their team and put the talent to use where appropriate. This finding illustrates that a manager's most important job is to meet the expectations of the public through the effective management and motivation of their employees. When employees in an organization work together as a team, the expectations of the public be easily fulfilled. Professional managers are strategic about the steps they take and they are keen about meeting the public expectation.

Computed mean of 3.7 and standard deviation of 1.2587 on challenges facing ethical leadership on

county governance shows that dwindling support from top managers, rigid organizational culture, level of staff competence, managers professionalism, and organizational structure affect effectiveness of ethical leadership. Analysis of data has demonstrated the need for public servants to entrench high moral standards and professional ethics as a basis of gaining public trust and confidence. This finding suggests that challenges facing ethics are magnified and keep recurring since leaders and the State do not critically reflect on these influences and allow international global bodies to determine the nation's needs, values and destiny.

Over and above, results have demonstrated the need for those in charge of national and county governments to take stock of the gains made since the inception of devolution, while cognizant of the challenges that bedevil public sector management with emphasis at the sub-national level. The results illustrate the essentials of formulating sound monitoring and evaluation systems at the national and sub-national levels so that gains and drawbacks experienced in the public sector can be analyzed for the purpose of learning and drawing insights that can inform future decision-making.

SUMMARY AND DISCUSSIONS

Analysis of data that sought to establish ethical leadership challenges and governance established that lack of and/or inadequate top management support hampered effective governance since top management determines adoption and/or implementation of ethical leadership. This result is in tandem with much of existing literature on the challenges facing ethical leadership; For instance, Fulmer (2004) stated that lack of ownership of policies at the decision-making level means that street-level bureaucrats are left to implement policies based on personal discretion and coping mechanism. Notably, this finding on top management support provided requisite contribution to the body of knowledge on ethical leadership and how to circumvent the public management snags through ethical leadership.

Analysis of the study findings revealed that rigidity of the public sector culture affected effectiveness of governance. Results on ethical leadership challenges offers crucial entry points to the present body of evidence by providing a more accentuated meaning on how rigid culture in the public sector affects service delivery. The present approach by scholars on organizational culture is nuanced since findings present subtle differences on snags facing ethical leadership and governance. The current study reveals that that rigid organizational culture in the County of Uasin Gishu undermines effective governance because of low ethical leadership. This result is congruent with a study done by Li, Zhao, and Begley (2015) who observed that rigid culture in any ideal organizational setup creates an organization that is dysfunctional and creates risk to very important assets, including brand reputation, intellectual property, and talent. This result underscores the need to entrench a flexible culture that provides a framework not only for risk mitigation, but also for both short-term and long-term value creation.

Furthermore, analysis of data found that lack of a comprehensive organizational structure impedes strengthening of ethical leadership for enhanced and/or effective governance, signifying that comprehensive organizational structure predicates effectiveness of ethical leadership on governance. In support of this finding, Omanga (2019) underpins the need for leaders in public institutions to review an organization's structure as a basis of determining human, financial, and technical resources are available, how they should be allocated, and which resources are lacking. This finding reveals that organizational structure affects effectiveness of ethical leadership since leaders cannot implement policies without the support of the organization's rules and procedures.

The study established that low levels of competence among the staff was a critical challenge bedeviling the County of Uasin Gishu. This finding fills the existing knowledge gap on ethical leadership challenges by suggesting that

competence levels of most public servants continue to influence the effectiveness of ethical governance. This finding accentuates studies by Toroitich, Mburugu, and Waweru (2017) who stated that an employees' effectiveness positively affects the implementation of county government policies. Over and above, the study reveals that ethical leadership challenges include: low professionalism of managers in charge of public institutions; dwindling support from top managers; rigid organizational culture; low level of staff competence; managers' professionalism, and organizational structure.

CONCLUSIONS AND RECOMMENDATIONS

The study established that ethical leadership on governance faces plethora of challenges. The study concluded that public sector culture and organizational rigid hamper effectiveness of ethical leadership and governance. A rigid organizational culture prevents staff from delivering their best. In situations where people are not allowed to be autonomous and they simply stick to the same set of rules despite not achieving much, it is very hard to grow and develop. An organization's culture determines an organization's philosophy. There are things like the decision-making structure, the flow

of information, the ability of employees to express themselves, and the hierarchy which define the culture of an organization. How leaders communicate with everyone and how much they allow those that work below them to participate will determine how successful that organization will be.

The study recommended creation of monitoring and evaluation systems in the counties that will enable county governments to routinely measure progress of service delivery with a view to enhancing the efficiency, effectiveness, and sustainability. In addition, there is need to ensure that ethical leadership is being followed. Effective monitoring and evaluation systems are important in public institutions because they provide an opportunity for people to hold their government accountable for things like budgets as it encourages transparency. This means that policy implementation will be more effective because of careful planning. On one hand, planning assists in focusing on results that will bring a lot of development. on the other hand, monitoring and evaluation provides an avenue to learn from past experiences and provide a way to deal with challenges encountered in the process of implementation.

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