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Department of Public Administration and Development Management

Public Servants' Attitude towards Professional Ethics and Its
Implication for Service Delivery in Selected Bureaus of the
Oromia Regional State

By

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May, 2018

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A thesis submitted to the Department of Public Administration and Development Management of Addis Ababa University in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy (MPMP)

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Management

This is to certify that the thesis prepared by Gelaye Midaksa entitled “Public servants’ Attitude towards Professional Ethics and its Implication for Service Delivery in Selected Bureaus of the Oromia Regional State”, which is submitted in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy (MPMP), complies with the regulations of the University and meets the accepted standards with respect to originality and quality.

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Declaration

I, the undersigned, declare that this thesis is my original work and has not been presented for a degree in any other university and that all sources of materials used for the thesis have been duly acknowledged.

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Abstract

The purpose of this study was to assess the public servants' attitude towards professional ethics and its implication for service delivery at Oromia Regional State in the selected Bureaus. Moreover, detail investigations were made on the codes of conduct adopted, the common ethical problems prevailing and the major causes of unethical behavioral problems prevailing in the selected bureaus. Samples of 178 public servants were selected for the study using systematic and simple random sampling technique. Key informant interview was done on purposely selected officers from 3 bureaus and from each 5 and totally 15 officers participated in the key informant interview. The collected data was analyzed using simple statistical techniques, simple descriptive techniques and description narratives in presenting qualitative data. The finding of the study showed that the selected bureaus don't have their own codes of conduct but they have common codes of conduct and its enforcement or implementation was relatively low. This low enforcement is resulted because the codes of conduct were not introduced to employees, management bodies and hence the civil servants don't follow its procedures while performing their duties. The finding on the attitude of public servants indicated that the public servants viewed those unethical behavioral problems like violating rules and regulations considered as positive practices. Furthermore, misuse of power, non-observance of rules and working procedures, personal use of work-related resources, falsifying work (time and expense) reports, fraud in performing duties, wasting, mismanaging or abusing organizational asset and resources were found to be the common ethical problems identified in this study. The study also indicated that lack of capacity and training, lack of trust between employees and the management, low salary of employees, permissive leadership, and inadequate political interference as major reasons that caused the prevailing ethical problems among the study population. Finally, the study indicated that the public servants professional ethics based service delivery is effective in some ethical principles and less in the enforcements of honestly, respecting the law and accountability. This implies that the service delivery system is not based on serving the public interest. Hence, it was recommended that the public servants in Oromia regional state should give more attention to serve the public interests while enforcing professional ethics principles during carrying out their duties at different public institutions.

Key words: Public servant, attitude, professional ethics, Oromia regional state, Ethiopia.

LIST OF ACRONYMS /ABBREVIATIONS

ACCA - Association of Chartered Certified Accounting

BoFED - Bureau of Finance and Economic Development of Oromia

BPR – Business Process Re-engineering

BSC – Balanced scorecard

CDP - Committee for Development Policy

CSA - Central Statistical Agency

CSR – Civil Service Reform

CSRP – Civil Service Reform Programme

ECA – Ethiopia Civil Service Agency

ECSU – Ethiopia Civil Service University

FDRE - Federal Democratic Republic Of Ethiopia

FEACC –Federal Ethics and Anti- corruption Commission

FMoH – Federal Ministry of Health

GDP - Gross Domestic Product

HRM - Human Resource Management

IFA – International Framework Agreement

OECD - Organization for Economic cooperation and Development

POS - Public Opinion Survey

PSRC - Public Sector Research Centre

SD – Standard Deviation

UNDESA – United Nations Department of Economic and Social Affairs

UNDP- United Nation Development Program

UNECA - United Nations Economic Commission for Africa

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CHAPTER ONE

INTRODUCTION

This chapter of the study deals with the background of the study, statement of the problem, research questions, objective of the study, significance of the study, scope of the study, limitation of the study and the operational definitions of key terms.

1.1. Background of the Study

Public sector is the largest service provider and hence, any incremental improvement in public services positively impacts millions of people. Some of the public services delivered by the government of a nation are Public health and welfare programs, education, roads, research and development, national and domestic security, clean environment and etc. Different terms have been used such as citizens, recipients, consumers, and users of services interchangeably to refer to the people who are supposed to receive and benefit from these services. Before delivering any of these services, it is necessary to design proper policies that match the public perception. The main tradition in the analysis of public service provision has been to study how people respond to policies and to measure who are the beneficiaries from various public programs (World Bank, 2012).

As PSRC (2005) identified, the first step in delivering the customer promises is that one has to know the customers and their needs. However, improving public service delivery is one of the biggest challenges worldwide particularly, in developing country like Ethiopia. Public services are key determinants of quality of life that is not measured in per capita income. It is a particular challenge in Africa, because given the low quality of service provision and the pressing needs of the poor. Corruption, unethical practices, maladministration, political problems and the others are the reasons of less service deliveries.

Because of different challenges of less service deliveries, reforms in the public sector was necessitated aiming at improving the limitations have received considerable focus during the last decades. Moreover, global trends such as rising customer expectations, budgetary constraints, and global competition for investment, public sector reform programs and changing demographics have transformed the environment in which the public sector operates. This

summarizes the relationship between policy makers, service providers, and consumers of those services and encompasses both services and their supporting systems (PSRC, 2005).

In the world, the practice of public sector is different from private sector. Private sector is an organization consisting of people who run the organization owned by the principals known as the shareholder. The issue of principal and agent is the common problem in private sector in which there is always conflict of interest between the principal and agent. However, the Public sector organization carries out important roles on behalf of public who are the user of the public services. The most highlighted issue in the management of public service delivery is on the disagreement on how the government spent the public fund and on the decision on the spending (ACCA publication, 2014).

Public sector organizations emphasis different objectives as compared to the private sector, in which private companies tend to seek opportunity to optimize competitive positions and profit. On the other hand, public sector organizations focus is concerned on the efficient, effective service delivery and the others. To achieve all of these, government machineries must be ethical in all aspects starting from the recruitment of the government servant until the process of service delivery to the public (Sisay, 1996).

The concept of profession traces back to ancient different disciplines .i.e. theology, law, medicine and others. Though, the depth and width of the concept of the term varies through time it still focuses on a certain occupation that required a special training in the liberal arts or science. Consequently, professional means a person who is extremely competent in his/her job. To be professional a person needs proper education as well as training (Collins Concise Dictionary, 2001).

As Hammer (1996), a professional must be a problem solver. He or she must not be the one who is interested to serve in a readymade situation alone. As professionals are visionary they are directed towards stretched goals. They must use their profession for long - term benefit too. Hammer, (1996: 32 – 52), describes the features of professionals of the 21st century as follows:

A true professional is engaged in an ongoing inquiry, an endless quest for insight into and understanding of his or her practice .He/she examines what is effective and what is not, tries to identify successful and unsuccessful techniques, and fashions, theories to be applied in the

future. It's a constant learner not only in the class room but in the field – the worker is trained, the professional learns; many professions in fact demand it as a condition of accreditation. Real professional naturally takes to a team environment because their overriding concern is getting the job done. It sees himself or herself as responsible to the customer; the mission is to solve problems or to add value in any case for the customer, to create the value that the customer requires. In contrast, a worker is focused on three words: boss, activity and task. To be a professional a person needs education as well as training. He/she must get knowledge and skill about what to do, why to do, and how to do the job; and professional work is not an activity performed a certain number of hours a day, but one's person, one's essence.

Bach & Kessler (2008) identified many Human Resource Management (HRM) literatures explained the success factors in any profession as the right knowledge, skill and attitude of the implementers. Besides the perspectives and attitude of the success in any profession depends on a person having knowledge. Public servant used for public institutions as a tool for creating a skilled and efficient government workforce. Efficient and motivated civil service is important for governance, production and distribution of public goods and services, formulation and implementation of economic policy and management of public expenditure. Hence, this also need the capacitated in professional and practiced effectively

Ethics is one of the considerable issues in public services institutions. The profession which is based on knowledgeable, efficient and effective service delivery in every institution has its own ethics or values. The official, individually and organizationally, must be concerned to be beyond simple honesty to a devoted guardianship of an ethical behavior and environment. Ethical standards and rules help as guide principles for any public institutions. With ethics in place there is every likelihood that every organization will want to standby it with the assurance that a negation of ethical rules and standard shall be made to face full wrath of the law (Adebayo, 2014).

Ethics is usually perceived through contrasts of good and bad or right and wrong. Ethics means the rules and principles regulating the behavior of individuals. With the help of rules and principles we can find a good, the right or the best action depending on which of the several different schools of ethics the individual bases his actions. Ethically justified action requires that the individual has the ability to consider different alternatives and to place himself in the position

of the other person. Ethical values are issues or objectives which are sought after and considered important in actions or behavior. In the professional ethics of different sectors, values are the internal objectives of the profession. An example of this is the profession of a physician with the objective of promoting health while justice is considered the objective of a lawyer's profession (Sarji, 1995).

A civil service relationship is not a profession but a public-law service relationship. Because a civil servant has a special relationship with citizens, the service relationship involves values and principles related to it. These include impartiality, transparency, independence and the others. Basically, public service means acting on the mandate of the citizens, with the funds of the citizens and for the good of the citizens. When we talk about civil service ethics and morals we mean the general values and principles which apply to civil servants (OECD, 1996).

It is equally essential to differentiate between the proper performance of one's tasks and one's personal opinions. Civil service ethics may require the promotion of issues not considered the best possible by the civil servant himself. Despite this, the starting point is that the civil servant has to promote also these issues. A presenting official is bound by the special liability of a reporter, under which a Ministerial Rapporteur is responsible for a decision made upon his presentation. However, the Ministerial Rapporteur has the right to file an objection if the decision differs from his presentation and if he considers that the decision of the decision-maker is against the law or otherwise inappropriate. A Ministerial Rapporteur who has filed an objection is not responsible for the decision made (OECD, 1996).

The term civil service ethics refers to actions in a civil-service relationship. The concept cannot be directly applied to State personnel in private-law employment employee relationships, because the State Civil Servants' Act does not apply to them. The differences are based on differences in the legal status of civil servants and employees. The status of civil servants is determined on the basis of the Constitution and the State Civil Servants' Act and the status of employees on the basis of the Employment Contracts Act. The main issue is the special official accountability relating to the status of civil servants and the ways in which it is implemented. The status of civil servants and employees is the same that is in the Penal Code, which deals with offences in office and offences committed by an employee of a public corporation. The acceptance of a bribe in an employee relationship is also a punishable offence similar them. Civil

service ethics is often thought of in relation to corruption, which can be defined as a request for, acceptance or offer of a bribe. However, as far as civil service ethics is concerned, corruption in this sense is quite an easy object. Accepting gifts or other benefits is considered quite inappropriate and bribery-related crimes are punishable offences under the Penal Code (criminal law). The line to be drawn mainly relates to defining the kind of financial or other benefit that is to be deemed a bribe in an individual case (Ayee, 1998).

However, corruption can be understood as a broader issue than just bribery. It can refer to any actions relating to abuse, e.g. to the misuse of one's official position to one's own benefit or to other acts endangering impartiality. Corruption has also been defined as bribery, self-corruption and any other effort to influence political-administrative decision-making on morally and socially inappropriate grounds. This includes deviations from the obligations of public office and/or the pursuit of some special interest. This can be e.g. the pursuit of the interests of an organization, a political party or an individual by inappropriate means at the cost of public interest. According to this definition, corruption involves the misuse of public power in favor of special interests in order to achieve personal benefits or benefits for an organization (OECD, 1996).

Ethical codes are tools used by professions for the ultimate purpose of maintaining confidence between customers and the profession. The codes contain instructions for good operations. They do not always include detailed guidelines, but they may consist of core values and principles to be interpreted independently in varying work situations. Their power lies in providing easy-to-remember "rules of the thumb" in simple form. The problem is that rules may simplify matters too much. On the other hand, if we try to make rules comprehensive, they can easily become too complicated. The rules will not have the guiding effect hoped for unless they are publicly strengthened, supported by training and information and controlled by institutions or other body (OECD, 1996).

Ethiopia had existed as a nation state for long period of time, but the history of modern administration institutions is recent. As Adamolekun, (2013) identified, a semblance of modern administrative institutions appeared for the first time in October 1907 when Emperor Menelik established nine ministries. However, Haile Selassie I regime (1923–1974) is generally credited with initiating modern administrative and local government reforms in Ethiopia. The Imperial

regime issued in 1932 a decree that recognized Addis Ababa as a municipality with defined functions like road and public security and introduced a system of municipal taxation on land. This was a major initiative in municipal governance in Ethiopia (Sisay, 1996).

In Ethiopia, the authority to deliver services is heavily decentralized to regional and sub-regional levels and the government has been promoting civic engagement in the context of decentralization of authority to lower levels as an important policy instrument for addressing local needs effectively and situating the power for public service delivery closer to the people. Since 2001, regions have significantly devolved their service delivery functions to District level. At the root of the drive for decentralization is the need for ensuring effective and responsive public service delivery, with the aim of encouraging government responsiveness, citizen participation and greater accountability (UNDP, 2014).

Oromia Regional State is one of the regional states in the Federal Democratic Republic of Ethiopia (FDRE). The Comprehensive service delivery Program (CDP) with several subprograms, such as reform program, top management, human resource management, expenditure management and control and ethics, is one of those capacity building programs that have been widely under implementation in Oromia in particular and as the country in general. Besides, Business Process Reengineering (BPR), the Balanced Scorecard (BSC); and Citizen Charter (CC) and Civil Service Army are among the reform tools that have been put in place to complement the major reform programs in the region to give effective service delivery.

Therefore, this study investigated about the public servants' attitude towards professional ethics and its implication in service delivery at Oromia Regional state in the selected bureaus.

1.1.1 Background of the Study Area

National regional state of Oromia is the largest regional state in the Federal Democratic Republic of Ethiopia. Geographically, Oromia extends from $3^{\circ} 24' 20''$ N - $10^{\circ} 23' 26''$ N latitude and $34^{\circ} 07' 37''$ E - $40^{\circ} 58' 5''$ E longitude. It shares borderlines with all the regional states in the FDRE, except Tigray. It also shares international borderlines with South Sudan in the West, Kenya republic in South (BoFED, 2008).

The total area of the region is 363,136 square kilometers, accounting about 34.3% of the total area of the country. Administratively, the region is divided in to 20 Administrative Zones, 304

Districts (out of which 39 are towns structured with the level of Districts and 265 rural Districts); more than 6342 Rural and 482 urban dwellers' Kebeles (the smallest partition of District). According to CSA (2007) report, the total population of Oromia is 27,158,471 which account 36.7% of the total population of country. As of January 2016, the population of Ethiopia is estimated to be 100,658,562 (www.worldmeter.com), accordingly, the population of Oromia is estimated to be more than 37,000,000 currently.

Agriculture (mainly rain-fed, subsistence) is the main economic sector of the Region, accounting for 69 percent of Regional GDP and employing 89 percent of the labor force. The Region accounts for a large proportion of Ethiopia's agricultural exports: coffee, hides and skins, pulses and oil seeds. Despite this fact, increases in agricultural output and productivity are constrained by several factors, including traditional farming methods and rapid population growth, which is causing fragmentation and reduction of farm sizes and contributing to natural resource degradation. Oromia has significant number of water sources: lakes, rivers, energy, mineral, wildlife and historical and cultural resources (BoFED, 2008).

As Ethiopia is one of ethnically diverse nations in the world, Oromia shares the whole of these diversity since it is the largest region and is home of all types of nations and nationalities in the country. This multiplicity in language, religion, culture, tradition and the overall identity is actually a beauty for the region considering the fact that the peoples of Ethiopia have had the culture of living together without any narrowly and shallowly-focused ethnic belongingness. Meanwhile, nowadays, due to variety of factors, some identity-based conflicts have been seen in some parts of the country and most of the conflicts are seen in this largest region. As a result, the idea of pan-Ethiopian sense has become de-emphasized (Muhabie, 2015).

Nowadays, the Region faced problems of good governance and service delivery performance gaps and contemporary challenges in the public institutions of the region in turn has a far reaching implication in the country's socio-economic activities due to large size of the region both in geography and population (POS, 2015).

1.2. Statement of the Problem

Governments around the world, especially those in developing countries, face complex challenges in enhancing the efficiency of public sector service delivery. Professional ethics of the public servant and officers are the major indicators of public organizations readiness. Hence, there Professional ethics challenged by different factors like politics- administration dichotomy, false documents, unethical practices i.e. bribes and the others directly affect the productivity of service delivery. As ECA, (1996) identified one important reason ethical infractions were increasing at the administrative level in all countries is that administrators were increasingly exercising considerable discretionary power, yet the mechanisms for holding them accountable and responsible for their actions were relatively weak. Institutions tackle the challenges being created at national and local levels. For instance, Transparency International, an international non-governmental organization with headquarters in Berlin was set up in the early 1990s to combat unethical activities at national and international levels (Economic Commission for Africa, 1996).

A modern civil service system in Ethiopia has a long history. A Western style of administrative system is believed to be introduced during the reign of emperor Minilk - II in 1907. Since then, the Ethiopian public administration system has gone through a series of reforms on different fronts. The public service delivery reform program is one of the reform programs that the current government has seriously considered. As part of the civil service reform program, the public service delivery reform sub-program deals with the improvement of service provision in the country. Since this subprogram is embedded in other public administration reform programs, its success or failure has a huge impact on the overall performance of the public administration (ECSU, 2016).

The public service delivery trend of the Ethiopian public service institutions as a general and particularly the Oromia Regional State can be regarded currently as inefficient. As indicated by FMoH report, (2013) the performance evaluation of the reform report document of the overall performance of the leadership and governance sector was poor, as the program considered a new concept and because of this, the leaders become resistant to change. More specifically, public service delivery is characterized as time consuming, costly, incompetent, non-responsive and non-dynamic. Getachew (2006) emphasize that “public service delivery in Ethiopia can be

improved if the commitment, ownership, and the drive for change are in place.” Thus, indicated that it would be impossible to improve the quality of service delivery until public servant and officers’ satisfaction well-established and understanding the level of civil servants satisfaction.

As different literatures and Federal Ministry of civil service’s report document identified, service delivery system in public institutions were poor and the citizens were not benefited from the services. It was due to the discontent of the citizens that shift in the service delivery was introduced through the identification of the five civil service reform sub-programs. After the introduction of the civil service reform programs some studies were undertaken and identified some gaps in the service delivery in relation with good governance principles. However, there are no effective significant changes of service given by public institutions (Ministry of Civil Service, 2013).

In Ethiopia, particularly in Oromia regional state, studies on public servant attitude towards professional ethics and its implication in service deliver are not common. However, different studies were done on different topics rather than public servant professional ethics and its implication. For example, Girma (2016) examined about civil service reforms and service delivery, Gezae (2017) examined the role of civil service reform in improving public service delivery, Habtamu (2015) investigated about the Ethical challenges of the public service employees, Yosef (2011) identified the *Civil Service Reform* and the other researchers concentrated on the reform programs. Moreover, public servant positive attitude in their profession has a significant positive implication on overall well-being of public administration. But, the issue of professional ethics and its effects on service delivery appears to be less investigated by previous researchers. Hence, the issue of public servants’ attitude towards professional ethics and its implication in the delivery of service is not adequately available yet. In light of this, this study would be a modest contribution to potential attempts made to fill this gap in the literature across different bureaus (including Public service and Human resource, Trade and market development and urban Development and housing bureaus) in Oromia Regional State. Therefore, this study intends to investigate the public servants’ attitude towards their professional ethics and its implication on service delivery.

1.3 Research Questions

1. What are the ethical codes of conduct adopted by the selected Bureaus of Oromia regional state?
2. What is the attitude/perception of public servants' towards professional ethics in the selected Bureaus?
3. What are the common problems prevailing in the selected Bureaus in relation to public servants' professional ethics?
4. What are the major challenges that inhibited the professional ethics in selected Bureaus of Oromia Regional State?
5. What are the implications of professional ethics for service delivery in the selected Bureaus?

1.4 Objectives of the Study

1.4.1 General objectives

The overall objective of this research is to assess the public servants' attitude towards professional ethics and its implication for service delivery at the selected bureaus in Oromia regional state.

1.4.2 Specific objectives

The research specifically intends to:

1. Identify the ethical codes of conduct adopted by the selected Bureaus;
2. Determine the attitude/perception of public servants' towards professional ethics in the selected Bureaus;
3. Identify the common ethical problems prevailing in the selected Bureaus;
4. Identify the major causes of unethical behavioral problems prevailing in the selected Bureaus of Oromia Regional State and
5. Determine the implication of professional ethics for service delivery at Oromia regional state.

1.5 Significance of the Study

The findings of this study would be very important for policy makers and stakeholders to know the attitude of public servants towards professional ethics in Oromia Regional State. This research should be comprehensive contribution to the public institutions specially to improve the service delivery in public institutions.

Specifically it Contributing as source of research and knowledge regarding public servant attitudes for researchers, students and the public at large;Revealing the public perception towards ethics, accountability, transparency and service provision of the public sectors to grab the attention of the government as well as the public to act on the problem andServing as a professional anti-corruption policy makers to understand the real cause of corruption by unethical professional practices in the public sectors and make remedial actions and the others.

1.6 Scope of the Study

Taking time and financial constraints in to account, this study was delimited to public servants' attitude towards professional ethics and its implication for service delivery in Public Service at Oromia regional state. However, this study was restricted to focus on the public servants ethical principles of professional competency, integrity, honest, respecting the law and accountability, of the Oromia regional state at the selected bureaus of Public Service and Human Resource Development, Trade and Market Development, and Urban Development and Housing Bureaus of Oromia regional state.

1.7 Limitation of the study

As in other social researches, this study had encountered certain limitations and challenges. The limitations and challenges that the researcher came across include that some of the respondents do not give values to the questionnaire and some others do not return it totally. Besides this, some others consider the questionnaire politically though orientations have been given to them. Furthermore, since respondents have been in a tight work, and thus some were not as such willing to fill the questionnaires. Lastly, it was difficult to give orientations, follow up respondents and collect responses because the respondents were busy to field work. Therefore, these conditions might affect the quality of the paper to some extents but, the researcher solved these problems effectively devoting time and giving more attention for the problems and addresses these problems.

1.8 Definition of Key terms

Ethics: the principles which indicate the rightness of conducts of public servants for evaluating

Professional ethics: the public servant own values and principles of a profession

Public servant: is a person or groups recruited based on professional performances and according to the government policies serve the public trust.

Value: an issue or goal which is considered by public servants

Morals: public servant commitment to certain values and principles

Ethical codes: is the behavioral principle which is designed to anticipate and prevent certain specific types of behavior; e.g. conflict of interest, self-dealing, bribery, and inappropriate actions

Civil service ethics: the values and principles of the public servants and the authorities

Service delivery: public sectors which are involved in providing public goods and services to the public at Oromia regional state

Sources of those key terms: Oromia public servants proclamation No 61/94 and codes of conduct No 36/96.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 Introduction

In this chapter, all issues addressed concerning Ethiopia are also directly related to Oromia Regional State as it is the largest Regional part of the country. The region is found to be center of social, economic and political interaction of the country, all rules and regulations regarding civil service is first practiced in it. This chapter provides an overview of what the public service professional ethics, code of conducts, and the implication of those concepts on service delivery in public institutions system looks like. Moreover, it assessed what literatures say about on professional ethics of public servants in public institutions and its effects in service delivery in different aspects discussed in this chapter.

2.2 Conceptual issues and meanings of codes of conduct, ethics, and professional ethics in public sector

2.2.1 Codes of conduct

A code of conduct is usually used interchangeably with code of ethics in every day parlance. However, the two terms are different and mean different things. While code of conduct is usually specific, code of ethics is more general. Codes of conduct identify specific acts that must be either adhered to (prescription), or avoided (proscription) (Fisher and Lovell, 2006). According to them, codes of conduct tend to be instructions, sets of rules or principles concerning behavior. Codes of conduct tend to be reasonably prescriptive and proscriptive concerning particular aspects of employee behavior.

Codes of ethics unlike codes of conduct are reasonably general in their intention, encouraging groups and individual employees to display and espouse particular characteristics such as loyalty, selflessness, honesty, objectivity, probity and integrity (Fisher and Lovell, 2006). According to Guy (1990 cited in Ngulube, 2000) ethics are about honesty, accountability, pursuit of excellence, loyalty, integrity and responsible citizenship. Fisher and Lovell (2006) asserts that codes of ethics do not on the whole address specific types of decisions; rather they encourage the

application of what might be 'virtues'. They seek to institute principles of right behavior that may serve as guides for individuals and groups (Pojman, 1995:2 cited in Ngulube, 2000).

The conception of code of conduct provided by IFA (2007) is quite instructive: “principles, values, standards, or rules of behavior that guide the decisions, procedures and systems of an organization in a way that: contributes to the welfare of its key stakeholders; and respects the rights of all constituents affected by its operations”. Fisher and Lovell (2006), aver that where all possible scenarios that employees might face can be predicted with a high degree of confidence, as well as all the circumstances relating to those scenarios, then a specific code of conduct might be possible, because ethical judgment becomes redundant. However, in instances where the likely scenarios that an employee might face cannot be predicted in the requisite detail, then reference to general qualities and principles will be preferred; that is, codes of ethics become more appropriate.

Public sector code of conduct has often been built around some key principles. For example, the State Service Commission of Australia (2005) outlined three key principles; they included: public servants should fulfill their lawful obligations to the Government with professionalism and integrity; public servants should perform their official duties honestly, faithfully and efficiently, respecting the rights of the public and their colleagues; and public servants should not bring the Public Service into disrepute through their private activities. Also, the Nolan Committee of UK in 1995 identified seven such principles for public life which are: selflessness, integrity, objectivity, accountability, openness, honesty and leadership (Lawton, 1998).

Ghana’s revised code of conduct for the Ghana Civil Service also identifies six key principles which should guide public servants. These are selflessness, integrity, justice and fairness, accountability, transparency and leadership (the Office of the Head of the Civil Service, 1999). On the relevance of principles to framing codes of conduct, Fisher and Lovell (2006), assert that there are a number of principles that are common to most codes of conduct. They identify these as: integrity, loyalty, no harm and risk management, respect for individuals’ employees, respect for the law, trust, and relationship with stakeholders, developing communities, goals and achievement, return to stakeholders, environmental sustainability, political activity and contributions, personal advantage and commitment to external standards or assurance.

A study of the content of codes by Farrell et al. (2002:152) revealed that generally, three formats of codes were identified: regulatory documents with specific advice to addressees on behaviors, often with a system of sanctions; second, short, widely phrased creeds often stating aims, objectives and values, with no specific guidance content and often encompassed in a larger document; third, elaborate codes covering social responsibility to many stakeholders and a wide range of topics.

However, it is important to note that codes of conduct do not in themselves invoke compliance. Verschoor (2009) asserts that even with a code of ethics, ethical behavior is not necessarily assured. They contend that although considerable light has been shed on codes of ethics and their effects, there are nonetheless, considerable inconsistencies in the findings. In this connection, (Chassell et al., 1997 cited in Fisher and Lovell, 2006) pointed out that conformance with code of conduct is influenced by three factors. These factors are the extent of internalization of the codes, effects of non-compliance, and group identity pressures.

Commenting further, Cassel et al. (1997 cited in Fisher and Lovell, 2006) assert that the nature, content and processes by which codes were designed, developed and implemented will determine the influence of the codes on members of an organization. In this sense, organizational control mechanisms and individual perceptual and self-control processes are equally critical factors determining the influence of codes upon individual behavior.

2.2.2 Ethics

‘Ethics’ is the core element in public service. Public ethics are a prerequisite to, and underpin public trust and are a keystone of good governance (OECD, 2000). Public service involves public trust. Citizens expect public servants to serve the public interest with fairness and to manage public resources properly on their duties. Fair and reliable public services inspire public trust and create a favorable environment for businesses, thus contributing to well-functioning markets and economic growth.

Hence, serving the public requires a standard of ethicality. Ethics is a set of moral principles that define right or wrong for a person or groups. Ethics is the study of what is morally wrong or right. Gutter fried (2007) describes ethics as a body of principles or standards of human conduct that govern the behavior of individuals and groups in doing the right thing in a given

circumstance behaving ethically. Pollitt (2003) defined ethics as rules of conduct and behavior, which relate to questions of right or wrong, good or evil. Thus, ethics (morality) is very important that laws without morality cannot endure, and no legal provision can be implemented without moral consciousness based on ethical standards. In the words of Ferrel and colleagues, “whether a specific required behavior is right or wrong, ethical or unethical, is often determined by stakeholders, such as investors, customers, interest groups, employees, the legal system, and the community” (Ferrell et al., 2000, p.6).

A synthesis of the definitions given will view ethics as moral codes of behavior that are established by a society, organization, individual, group or a country to protect their values. Obviously, all ethical values and standards are culture-bound, but there are core values and standards that are universal like impartiality, legality and integrity (OECD, 2000). Furthermore, ethics, or more precisely professional ethics, has been defined as a system of shared values and norms that delineate how public servants -as agents of the state and as members of an established profession should exercise judgment and discretion in carrying out their official duties.

High ethical standards are not simply an end in themselves. There are significant benefits to be gained from raising the ethical tone of an organization. Zipparo (1998) established that sound ethical practices contribute not only to an organization’s integrity, but also to its operational effectiveness. Zipparo demonstrated that the ethical tone of an organization can affect efficiency and effectiveness, decision making processes, staff commitment and job satisfaction, staff stress and Staff turnover. Thus, those organizations optimizing their ethical performance will not only protect the public interest and improve their resistance to corruption, but are also likely to enhance their reputation,competitiveness,ability to attract and retain quality staff, the career prospects of their staff, their ability to meet new challenges, their ability to serve the community well.

Thus, public services determine public trust on government based on their performances-how ethically they provide services to the public. Thus, Public service rules by themselves will not lead to good governance unless they are backed by ‘political will’ and the preparedness of government to impose total adherence to these rules to promote public good. Therefore, the political will and commitment of the government is tested by a total adherence of the civil service rules to promote public good in the public sector (UNDP, 2007). The moral-ethical

culture, which prevails in the public sector, is dependent on the values of society. A society, which does not, or is not allowed to express moral protest in public, can cause political office-bearers to have a low sense of responsibility and integrity.

Public service ethics are broad norms that stipulate how public servants should behave and exercise judgment and discretion in carrying out their official duties (Tunde and Omobolaji, 2009). Ethics is synonymous with morality as it is a system of moral principles governing or influencing a person's behavior (Ezeani, 2006). Ethics may be defined as "standards of civility, duty and professionalism that cause decisions to be made and actions to be taken that are in the best individual, organizational and public interest" (Fisher's Law, 1992).

According to Colin Hicks (Hicks, 2007:11), ethics has different meanings depending on personal status. It is about how we ought to behave, or doing the right thing. For public officials that means how to behave in a particular role, and how to live up to the expectations of others—colleagues, employers, politicians, citizens, users of public services, and so forth. To discern what constitutes an ethical decision or action requires a degree of reasoning to make choices not just between right and wrong, or good or bad, or just and unjust, but between right and most right, or ethical and most ethical. The exercise of discretion in these matters cannot be determined just by reference to a code of conduct or accompanying guidance material, as important as those minimum standards may be in the scheme of things. The reasoning processes and instincts are informed by experience and knowledge acquired through the practice of public management and the internalization of fundamental public sector values applying to all agencies of the state.

The failure or demotion of every ethical standard or questions of morality will inevitably produce corruption and corrupt practices in public organizations thus hindering sustainable development and quality of service delivered to the public and private sectors. The effects of ethical erosion and criminal practices in the public sector is unsupportable in the development of countries, resulting in a loss of confidence in public institutions and an erosion of the rule of law itself (UNDP (2001:9).

Ethics and compliance is a fundamental part of a performance culture in a successful organization. Ethical leadership is about each individual's decisions and actions with others.

Here, ethics and compliance to the rules and ethical standards are important elements for the success of public sector. Besides, ethical leadership is important to solve ethical dilemmas and conflict of interests encountered on carrying their regular duties. More or less, despite the differences in authority and positions, public servants have their discretionary powers vested on them to exercise Hewlett Packard (2007:5).

Ethics must be seen as an ongoing activity and not as a status to be attained. Ethics is not just about establishing a set of rules or code of conduct but is an ongoing management process that underpins the work of government (Hondegheem, 1998). According to Denhardt (in Hondegheem, 1998), ethics are not a set of rules or values waiting to be discovered, that provides all the answers. In the complex world of public administration, norms and values rarely provide clear-cut answers to difficult problems.

Generally, public organizations are challenged to find ways to institutionalize ethical values, and hold public servants accountable for behaving in accordance with the standards. Public servants exercise discretionary powers in their everyday duties in several ways; in their stewardship of public resources, at the interface with citizens, and in the context of their policy-making functions. Ethics is one of the important checks and balances or remedies against the arbitrary use of that public power

2.2.3 Professional ethics

Public service professionalism is defined as the overall value that encompasses all other values that guide the public service. They include loyalty, neutrality, transparency, diligence, punctuality, effectiveness, impartiality, and other values that may be specific to the public services of individual countries (UNDESA, 2000). Public Service Professional embraces the notion that those people who join the Public Service need to be inculcated with shared values and trained in basic skills to professionally carry out their official duties. This is in accordance with Article 21 of the Charter for the Public Service in Africa (2001) which states that:

“Professionalism manifests itself in the public service employee’s behavior at work and in his/her constant effort to improve, reinforce and update his/her knowledge, refine the skills that are necessary for carrying out his/her tasks and enhancing his/her output and productivity”. The rationale behind professionalism is that public servants should be neutral, impartial, fair, and

competent and serve the public interest in carrying out their duties. They should be top people who are fairly remunerated and adequately trained to perform their work.

According to Sarji (1995), professionalism, in a sense means excellent work culture, and in a benign sense, is an internalized duty to do well. It is a kind of performance ethic, close to a noble calling, by which professionals simply are called to do their best, for anything less would be embarrassing to them. It is an ingrained pride in performance. He adds that professionalism is adherence to a set of normative and behavioral expectations usually embodied in a code of ethics.

Professional is a person who is educated and trained and who is competent, motivated and impartial civil servants working in a system dedicated to serving the public interest (OECD (1997). Professionalism is defined as “Meticulous adherence to undeviating courtesy, honesty, and responsibility in one's dealings with citizen's associates, plus a level of excellence that goes over and above the commercial considerations and legal requirements.” This explains the characteristics of professional public servants as people that:

- give priority to the public interest over their personal interest;
- engage in professional socialization to enhance civil service culture in their work place and out of workplace
- possess intellectual capacity to make fair judgments towards their clients, work independently, pride in their profession,
- Are dedicated to improving the quality of their services and should have pride in the quality of their work.

Professional socialization is the process by which civil servants learn and inculcate ethos, values, ethics and standards of conduct through education and training programs, including demonstrating the existence of good role models at senior levels (UNDP, 2007).

2.2.4 Professional ethics in Ethiopia

Modern administrative system in Ethiopia is believed to have been established during the reign of Emperor Menelik II. Prior to this period, the country was under traditional administration and the different Ethiopian monarchs had failed to build any kind of administrative framework through which they could exercise their absolute power (Paulo's, 2001). As part of the effort to

modernize the country's public administration, the Emperor established nine ministries which marked the beginning of European style administration. The ministers were not salaried and appointment was based on loyalty and the number of followers that they could mobilize during wartime. This was the beginning of a new era in the administrative development of the country and the inception of the civil service. The civil service was also small in number and was primarily engaged in maintaining law and order.

According to the MSC (ministry of civil service) (2012), at the time the public administration was implemented based on the free will of the kings and lords without any pertinent rules and regulations. People were hired based on the personal acquaintances and friendships they had with the nobility. Anyone who did not have some kind of relationship, no matter how competent he/she was, was denied services and employment. It was therefore a widely accepted culture among the public to pay tribute and bribe to the nobility to get any type of service from public offices. This also indicated that activities were under the influence of the nobility; and therefore, justice was easily and obviously violated based on the quality and amount of bribe paid.

According to Paulo's (2001), Emperor Haile Selassie had the best claim of instituting modern public administration in Ethiopia, which was started by his predecessor (Menelik II). It was during his reign that the process of centralizing and modernizing the state reached a relatively advanced stage and the modernization of the state was promoted. However, as identified in different literatures the challenges not resolved in more, because all things in the hands of the king. ECA (1996) noted that the basis of a modern administrative system and the moral basis of the state were laid in the imperial period. Hence, this period constituted a period of high moral values on the part of the population and civil servants. On the other hand, as the study argues, the emperor and the aristocracy in this period had a dominant influence on the governance processes and this usually served to undermine ethical direction and consistency in the civil service. Kassahun (1998) argues along the same line and asserted that Public Administration under the monarchy suffered from irregularities that resulted from the rampancy of several ills, which included, among others, cronyism, discretionary interventions, prevalence of political clientalism, and the taking effect of individual and group interests to the detriment of established rules and procedures. Such malpractices militated against the smooth functioning of the civil service thereby reducing its prowess to gear the development of work ethic in the desired

direction. Moreover, Paulo's (2001) stated that the absence of strict adherence to the civil service rules and regulations, and political interference in administrative affairs were seen as chronic problems of the time.

In 1994 a self-proclaimed socialist government came to power through coup d'état. It was a highly centralized unitary government following a Soviet-inspired centralized economic planning and command economic system. The Dergue exerted all it could to radically redesign the administrative machinery in line with its socialist/central-planning ideological ethos. According to Kassahun (1998), within few years of its incumbency, the Dergue politicized the civil service by fusing the single party within the institutions of state and government. This resulted in the proliferation of parallel party structures and appointment of party functionaries to key civil service decision-making positions. In such processes, merit and professionalism gave way to political clientalism and patronage. The ever centralization of administrative decision making in the hands of political decision makers witnessed a situation where corruption, inefficient service delivery and increased neglect of due process of law in matters of public concern became a routine exercise. Furthermore, the Dergue regime questioned the basis of the accepted norms and codes of behavior within and outside the civil service (ECA, 1996). It attempted to foster new socialist ethical foundation in the society and the civil service, which culminated in a state of moral confusion and turbulence ultimately undermining ethics in the hearts and minds of the people (ECA, 1996).

After the political change took place in 1991, one of the milestones taken by the government was the restructuring its organizations so that they could accommodate the new political approach of federalism. The introduction of decentralization of power entailed the change that was taking place in the structure of the civil service and the legal and political environments of the nation. The first structuring took place between 1992 and 1994 to allocate staff from the center to the newly formed regions (World Bank, 2004).

To improve the living standards of its people, a government of any developing country has the responsibility of undertaking different types of development programmes (CSRPs) in 1996. In addition, it has to revise its policies frequently to create congenial business environment and to attract private investors to the country. Hence, the government needs to improve its administrative capacity by strengthening the management skill of its organs and should focus on

professionalizing of the civil servants in order to achieve its goal spelled in the Growth and Transformation Plan of the nation.

2.3 Public Servant Ethics

Public servant ethics is contrary with the Corruption because, corruption is the malevolence of implementing the CSR. As public choice theorist stated, civil servants lack service mentality and are becoming more interested in serving themselves than the public. United Nation (2000) explains the term Ethics as an aspiration approach focusing on the prevention of illegal or immoral behavior. However, Corruption is the misuse of public office for private gain and it involves the improper and unlawful behavior of both politicians and civil servants, whose positions created opportunities for diversion of money and assets from government to them and their partner in crime by ignoring as corruption distorts government performance and economic development (Martin and Thompson, 2006). Under this scenario, Philip (2002) confirms that:

Public officials violate the rules and norms of conduct to benefit third party who gains privileged access to goods and services. As a result, officials rewarded for what they did/failed to-do and the public interest is harmed. This includes activities of illegal exchange leading to personal enrichment, appointment or promotion of civil servants. In the pursuit of these benefits, public officials provide individual benefactors and organized interest groups with privileged access to public contracts and administrative support for requested policies. What might prevent such activities is carefully designed set of incentives that establish constraints on illegal behavior, facilitate transparency in interactions of bureaucrats with the public, and reward professional integrity.

Public servants miss professional ethics become parallel with corruptions when a systematic and multi-dimensional approach caused by policies, programs and activities that are poorly coordinated and managed, inadequate civil servants pay and lack of accountability and moreover the poor anti-corruption system in most developing countries aggravate the situation (Transparency International, 2011). Combating corruption begins with better systems, more competition, transparency and accountability in government. Institutions based on sound ethical principles are necessary preconditions for stable implementation of CSR. Today, citizens everywhere demands greater probity of government officials since technology and global market brings corruption more quickly to the eyes of the public (ibid).

Gray, Hellman and Ryterman (2002) also asserted that, corruption can be prevented by taking the remedial action on conflict-of-interest, by introducing code of ethics/conduct and promulgation of overall anticorruption initiatives. Besides these measures, citizen's access to information from public sectors, the use of whistle blowers and above all the clear separation of powers must be in place to implement government polices as well as the CSRs effectively.

2.4 Ethical principles, problems and service delivery in Ethiopia

2.4.1 Ethical principles

The public service as a profession promotes the value of probity, neutrality, and fairness, among many others. The Federal Civil servants' Proclamation number 515/2007 embraces the merit principle in setting up career structures from recruitment to promotion like U.S American civil service merit principles . These include recruit, select , and advance on merit after fair and open competition ; treat employees and applicants fairly and equitably ; provide equal pay for equal work and reward excellent performance ; maintain high standards of integrity , conduct ,and concern for the public interest; manage employees efficiently and effectively ; retain or separate employees on the basis of their performances ; educate and train employees if it results in better organizational or individual performance ; protect employees from improper political influence ; and protect employees against reprisal for the lawful disclosure of information ; “whistleblower” situations .

Professionalism in the public service is an overarching value that determines how its activities will be carried out. It encompasses all other values that guide the public service such as loyalty, neutrality, transparency, diligence, punctuality, effectiveness, impartiality and other values that may be specific to individual Countries (UN, 2002:12).

The core ethical values that should guide the work of public servants in Ethiopian public service include integrity, loyalty, transparency, confidentiality, honesty, accountability, serving the public interest, exercising legitimate authority, impartiality, respecting the law, responsiveness and leadership (FEACC, 2013).

Integrity: A public servant must exhibit the highest standards of professional competence and private conduct. It is using independent judgment avoiding conflict of interest and resisting

economic pressure. It means being faithful to one's deepest beliefs, acting on one's conviction and having principles.

Loyalty: A public servant must have dedication (commitment) to upholding the constitution and the laws and trusted to discharge their duties by fellow civil servants and public officials. Loyalty does not mean blind unquestionable obedience.

Transparency: A civil servant must be open as possible about decisions, taking care of justify actions. Any information should be kept confidential if it is vital for public's use.

Confidentiality: a civil servant should not disclose information that has to be confidential or private nature. It includes adequate storage and holding of information and records in any form to ensure confidentiality including taking reasonable safeguards to make data anonymous when appropriate and restricting access to reports and records to those who have a legitimate to know.

Honesty: Honest civil servants and public officials should serve as pillars to build public's trust and respect for the government. Being truthful, not to deceive or deceit others. Civil servants and public officials should respect their vow and refrain from deceit, fraud, and corruption.

Accountability: A civil servant must be responsible for the decisions. This means accepting the consequences of one's decisions and their consequences. Civil servants and public officials should also be cooperative for the proper inquiry that might be executed by their respective institutions.

Serving the Public Interest- The activities and the decisions made by civil servants and public officials should be directed towards maintaining public's interest. Public employment being a public trust, the improper use of a public service position for private is regarded as a serious breach of duty.

Exercising Legitimate Authority- Civil servants and public officials are required to administer the laws, and exercise administrative power on behalf of the people. Power and authority should be exercised legitimately, impartially and without fear or favor, for its proper public purpose as determined by the parliament or their employer.

Impartiality: Civil servants and public officials should make decisions and act in a fair and equitable manner, without bias or prejudice, taking in to account only the merits of the matter, and respecting the rights of affected citizens.

Respecting the Law - Civil servants and public officials obey the law and comply with enactment proclamations or directives appropriate for duties. They are required to administer the laws, and to exercise administrative power on behalf of the government or other authority. That power and authority should be exercised legitimately, impartially and without fear or favor, for the proper public purpose.

Responsiveness - Civil servants and public officials must listen and respond to the needs of stakeholders timely and with respect and courtesy or in good manner. It also includes taking action in accordance to social values. A responsible person shall act in a way that his or her act will produce, in long run, maximum good to society. Public institutions must improve and expand their services and programs by taking into consideration suggestions forwarded by the public.

Leadership - Civil servants and public officials should be forefront to promote and support these principles by taking the lead and setting examples including helping employees understand how they contribute to achieve common objectives and develop a sense of accountability, ownership and responsibility in fellow employees.

2.4.2 Ethical problems

Any public servant is expected to serve the public ethically, discharge his responsibilities to execute the government policies and respect the constitution and the laws. Besides, the civil servant must keep confidential information which if disclosed may have negative consequences on government, institution and the country.

Furthermore, on article 62 of Proclamation 515/2007, the Civil Servants shall oblige to be loyal to the public and the Constitution; devote his whole energy and ability to the service of the public; discharge the functions specified in his job description and accomplish other tasks ordered legally; observe laws, regulations and directives related to the civil service; have a duty to perform government policy efficiently.

Ethical problems or offences which entail rigorous disciplinary penalties are stipulated on the Federal Civil Servants Proclamation 515/2007 article 68(1-14) are undermining one's duty by being disobedient, negligent or tardy or by none observance of working procedures, deliberate procrastination of cases or mistreatment of clients, deliberately obstruct work or to collaborate with others in committing such offence, unjustifiable repeated absenteeism or nonobservance of office hours in spite of being penalized by simple disciplinary penalties, initiate physical violence at the place of work, neglect of duty by being alcoholic or drug addict, accept or demand bribes , commit an immoral act at the place of work.

Furthermore, any behavior or act that deviates from the cultural norm or moral is immoral which have a negative consequence on the institutional performance and trust, and commit an act of theft or breach of trust; an act of misrepresentation or fraudulent act; inflict damages to the property of the government due to an intentional act or negligence; abuse of power and commit sexual violence at the place of work and commit any breach of discipline of equal gravity with the offences specified.

2.4.3 Service delivery

Public service, particularly, refers to those activities of government institutions aimed at satisfying the needs and ensuring the well-being of society as well as enforcing laws, regulations and directives of the government. Service is generally any activity undertaken to meet social needs. The service delivery reform(SDR) in Ethiopia aimed at bringing about efficiency and effectives, render better quality services and be accountable for its failure, produce committed citizen, and to bring attitudinal change towards public service delivery (CSRP-1994). Modern service delivery, which has been a distinguishing feature of the private sector, has become a typical issue among government as well as non- government institutions to transfer good management practices from the private to the public sector. Service delivery basically refers to the systematic arrangement of activates in service giving institutions with the aim of fulfilling the needs and expectations of service receivers and other stakeholders with the optimum use of resources. In short, improvement of service delivery means increasing the cost effectiveness, coverage and impact of services. Although the Ethiopian civil service has a long tradition and experience of serving various governments, it has so far given little attention to service delivery. The orientation, attitude and work practices of the bureaucratic machinery established to carry

out highly centralized and control oriented government policies of the previous regimes are ill-suited to the needs of the new policy environment in Ethiopia. Radical changes about political economic and social changes have taken place in Ethiopia since the establishment of the transitional government. The promulgation of the new constitution, the federal arrangement of the state, the decentralization of administration to the lowest level of government, the shift towards the market-oriented economy as well as the adoption of the Agriculture-led industrial development strategy have laid down the foundation upon which all other major policy changes are built. One of the prerequisites for service delivery improvement in the civil service is the existence of clearly defined policy that reflects government intentions and expectations regarding service delivery and quality of services as well as the rights and obligations of service providers and recipients in the process of service delivery. However, to be successful in any reform process the organization should identify challenge and forward appropriate solution in policy. As Paulo's in his study (2001:93-94) has identified the major challenges that faced during the process in the civil service reform were, Misconceptions and attitudinal problems or not understanding civil service reform in its entire sense and attempts to restructure departments; weakness or unwillingness to sense, less performance and internalize the need for change; complacency with the status quo; relating civil service only with downsizing and turning once back to the concepts and empirical evidences. In case he suggested that, the framework of the civil service reform emphasized that the need for more attitudinal changes and more capacity building to develop the performances rather than reinforcing or strengthening the existing organizations, structures and methods. The Federal Government of Ethiopia as a general and particularly in regions has issued this policy primarily aimed to improving service delivery in the civil service. In this endeavor, professionalizing the civil service be the central given attention at all government institutions and revising from time to time different strategies to seeking fast moving economic development with effective public engagements to give the necessary service delivery.

2.5 Civil Service Reform Programs and its implication for Service Delivery

Civil Service Reforms are used as a tool for creating a skilled and efficient government workforce. Efficient and motivated civil service was important for governance, production and distribution of public goods and services, formulation and implementation of economic policy, and management of public expenditure. Hence, *“The broader aim of civil service reform was therefore, the creation of a government workforce with the skills, incentives, ethos, and*

accountability needed to provide quality public services and carry out functions assigned to the state” (Schiavo, 1996: 1). Many countries began to borrow civil service reforms introduced by Britain and USA, either voluntarily or as in the case of developing countries a condition of donors for financial assistance. The problem of wide spread poverty in Sub-Saharan African (SSA) countries is not related to unavailability of resources but due in large part to the problem of good governance.

In Africa, administration is characterized by expansion, patronage and authoritarian rule (Miller, 2005). To alleviate good governance problems, most developing countries have commenced political and economic reforms since 1980s that aim at promoting economic growth, reduce poverty and encourage popular participation in development (Mugerwa, 2003). These recent public administration reforms in sub-Saharan African countries as a general and Ethiopia’s particularly are inspired by or have parallel in the public administration reform experience of other countries (Adamolekun, 2002).

2.5.1 Civil service reform programs and service delivery in Ethiopia

The CSRP was initiated with the aim of creating an enabling environment which will allow the civil service to function effectively and efficiently. It focuses on the development and implementation of appropriate legal and regulatory frameworks, and institutional and human resources as well as the introduction of improved management systems and best practices. The overall purpose is to build a fair, effective, efficient, transparent and ethical civil service through institutional reforms, systems development and training (Hana, 2014). The CSRP consisted of five components: (i) Expenditure Management and Control, (ii) Human Resource Management, (iii) Service Delivery Improvement, (iv) Top Management Systems, and (v) Ethics. The Ethics subprogram was mainly designed to address corruption and other impropriety.

According to Arsema (2010), the Government of Ethiopia began the task of a Civil Service Reform Program (CSRP) with the establishment of a taskforce comprised of 23 senior government officials and civil servants to examine the overall management system and operation of the civil service at all levels of government. Arsema further noted that at the conclusion of its 15-month study, the taskforce came up with a comprehensive report on the performance of Ethiopia’s civil service. The study revealed that there was a lack of a coherent strategy for ensuring ethical standards in the civil service. In order to carry out a comprehensive reform,

under the ethics sub-program, the following six projects were designed: (i) development of codes of practices and a legislative framework; (ii) establishment of a government central body on ethics; (iii) strengthening of the capacity of police, prosecutors, and the judiciary; (iv) strengthening the capacity of the mass media; (v) ethical education; and (vi) a corruption survey. The above-mentioned projects were further subdivided into a series of components. Based on the recommendations of the taskforce and as one component of the ethics subprogram, the Ethiopian Government established the Federal Ethics and Anti - Corruption Commission (FEACC, 2014), which is the first of its kind in the Country's history. According to the revised 433/2005 establishment proclamation, the Commission is entrusted with the following objectives:

- In cooperation with relevant bodies, to strive to create an aware society where corruption will not be condoned or tolerated by promoting ethics and anti-corruption education;
- in cooperation with relevant bodies, to prevent corruption offences and other improprieties;
- To expose, investigate and prosecute corruption offences and impropriety.

Additionally, according to Arsema (2010), seven of the nine regional states have established their own ethics and anti-corruption commissions to fight and prevent corruption in their respective regions since 2007.

As noted in Arsema (2010), the FEACC has adopted three-pronged approach to fighting corruption, which includes the functions of ethics education, corruption prevention, and law enforcement, and has tailored the model to fit the Ethiopian context. In its fight against corruption, Ethiopia attaches a significant premium to international and continental conventions. As a result, the country is a party to both the UN convention Against Corruption (UNCAC) and the African Union Convention on Preventing and Combating Corruption (AUCPCC). According to the report, it has also been actively participating in various initiatives such as the Construction Sector Transparency Initiative (COST) and the Extractive Industries Transparency Initiative (EITI), (FEACC, 2014).

2.5.2 Reform implementation tools and their roles in ethics

2.5.2.1 Business Process Reengineering (BPR)

Business Process reengineering (BPR) was introduced in 2003 and applied across public organizations in Ethiopia as part of the civil service reform tool. According to Adebay A. & Perkins S, 2010- report (2010) 82 % of institutions at Federal and Regional levels engaged in BPR change initiative (Adebabay & Perkins, 2010).

As Hammer & Champy business process reengineering is “the fundamental rethinking and radical redesign of business process, in order to achieve dramatic improvement in critical contemporary measures of performance such as cost, quality, service and speed” (Hammer & Champy, 1996). Later, Hammer strongly emphasizes that the main purpose of BPR is to create process – based organization which has many manifestations among all customer satisfaction, outcome orientation, team building. According to Adebabay A. & Perkins S, BPR as change initiative was selected by the Government of Ethiopia in order to improve the capacity of civil service organizations to deliver national priorities, including economic development, poverty reduction and improving service delivery to citizens. In Adebabay A. & Perkins Survey 82 % of civil service institutions were either implementing and or designing phase of their business processes. According to Adebabay & Perkins (2010) the following are achievements of BPR implementation in Ethiopian public service.

- Organizations have been organized around processes, outcomes or results and Processes are defined and designed in such a way that they can add value to customers, efficiency has been improved – less time is taken and less money is spent to provide services as a result of BPR and achievements of flatter structure – less time to decide; empowering employees and increasing flexibility of service;
- BPR helps to drive the HRM reform agenda of the civil service which is highly related to professionalism of the civil service and customer satisfaction has been registered in many implementing agencies and improved effectiveness – in most institutions, institutions to do the right things as defined in their mission and vision. This helps to improve effectiveness in the civil service and change the attitudes of the civil servants started to change to be client focused. Attitude of employees towards clients and team work is improved, skilled workers

and multiple tasks were carried out by individuals that push employees to learn more in order to have multi skills;

- After BPR team work has been recognized and its performance has been improved- one – stop – shopping service has been introduced that makes the civil service easy to do business and Customer care and client relationship has been improved, management skills have been improved as a result of trainings in areas of strategic planning and Management, Change management, team building, process management, performance management and many benchmarking programs were carried out and lessons helping to improve performance have been gained;

The above achievements of BPR change initiative have many implications to strengthen professionalism in the civil service. These are:

- Creating a drive to focus on citizens’ service means that civil service leaders and employees will be conscious of the value of serving people which is an important indication of any professional civil service;
- The improvement of efficiency of organizations depicted that civil servants try to be conscious enough to use the public resources properly and in good faith.
- The role of leaders will be changed from controller and evaluator to coach and mentor and the change direction gives an opportunity to create an environment of organizational learning which is important to enhance professionalism in the civil service.
- The BPR change initiative helps leaders and employees to be outcome oriented which is the ultimate makeover of professionalism. This also helps officers and civil servants to have general knowledge and diverse way of doing things. It asks employees and leaders to think out of the box. It helps civil servants to have new attitude that acknowledges end users and citizens at large. The BPR change initiative helps to improve new professional skills and attitudes that are outcome oriented and citizens’ focused;
- BPR implementation has resulted in team work. This is an important aspect of enhancing professionalism in the public service;
- The BPR change initiative helps civil service institutions to emphasize on in-service training. Though it is not systematic, many civil servants have got training opportunities in different topics of management such as team building, change management, strategic Management, Human resource Management , Project Management , Benchmarking , and , etc.

- Above all, BPR helps professionals in the civil service to be sure that changing the civil service is possible through changing the mind sets of civil servants. This is a step ahead to professionalize the civil service.

However, as to some researches and observations, in some cases, poor process design, lack of change management capability, absence of timely employees' incentives, lack of technological input, misalignment of processes from strategy and systems had impaired the role of BPR in transforming civil service institutions in Ethiopia.

Different government supervision reports also reflect that though BPR realizes efficiency in the civil service, the effectiveness of business processes in terms of tackling rent seeking attitudes and achieving developmental objective is not satisfactory.

2.5.2.2 The Result oriented Performance Management

Performance management is a systematic and strategic approach which works on continuous improvement of teams' and individuals' performance so as to achieve organizational goals (Armstrong and Angela, 1998). Performance management is both strategic and systematic approach of achieving results. While it is important to have better goals, targets and measures in government, we must recognize that such a highly formalized approach has severe limitations for complex activities. There is a danger that the constitutional, legal, cultural and leadership factors which together create what is important and distinctive about public services and the people who work in them, are considered or, worse and dismissed as the bureaucratic problem, which must be 'reformed' (Bach and Kessler, 2007).

Ethiopian civil service has been engaging in building result - oriented performance management systems in the last recent years. Organizational aligned employees' performance appraisal system is introduced in Ethiopian civil service before recent years and that helps employees' to focus on results that can contribute for organizational success. The challenge with the first generation of result - oriented individual performance appraisal system (2002 – 2007) is its focus on measurement alone which is unwanted business by employees. The other challenge is the misalignment of individual performance with that of the organization (Adebabay A. & Perkins S 2010).

The last three years (2008 – 2011) witnessed in the civil service the use of Balanced Scorecard (BSC) as an integrated strategic management system. Balanced Scorecard focuses on critical few strategic matters and also helps to align individual performance with organizational goals (ibid).

2.5.2.3 The Balanced Score card (BSC)

Since BSC values intangible asset such as human resource and processes and their technologies, its application helps much to strengthen the civil service professionalism. The developmental and motivational aspects of BSC can contribute much to create high performing civil service institutions which emphasize the importance of professionalism. The performance management system of BSC helps much to improve values of professionalism. This has been observed in many European and North American civil service. Even South Korean and Chinese civil services have used BSC to strengthen professionalism (Qin G 2009).

The overriding themes within existing commentary imply not only the positive potential contribution of adopting as systematic approach to performance management but also a significant emphasis on enhancing human resource capabilities of as key strategic tool for the development agenda across the continent (Adebabay A. & Perkins S , 2010 : 94) . However, the BSC implementation in Ethiopian civil service shall emphasize the following:

- It must be implemented from the prime minister’s office down ward;
- It must serve as aligning and mobilizing tool for the Growth & Transformation Plan;
- It must be an instrument to escalate best practices in the civil service reform;
- It must be used as an instrumental to create performance contract system throughout the civil service; and
- Above all, it must be an instrument to create strategic focused organizations.

The above points have more contribution to develop professionalism in public service institutions.

2.6 EMPIRICAL STUDIES

Sundararajam (2007) has conducted empirical study on public servants' " attitude towards training and development sector industries. The study came with certain conclusions about employees mind set towards training and development. The researcher found that training and development related programs are essential in the study areas. Moreover, the finding indicated that the employees" motivation to attend in the training programs provided by the management for employees" competence development and organizational development play a paramount role in every organization.

Boht and Meier (2000) studied organizational cheating in Texas public schools and concluded that important organizational goals are displaced, thus impairing their effective performance, i.e., producing educated members of society. Meier over, their study places particular attention on identifying the motivations for organizational cheating. Among others, they argue that cheating occurs because of inadequate performance measurement, resource scarcity, overwhelming workload demands, and a lack of accountability. Boht and Meier's research points to ethics failure in organizations, a subject which has been studied by Zajac and Comfort (1997). Zajac and Comfort (1997) examined organizational learning strategies as responses to ethics failures. Their study focused on three county health departments in three states and relied on field observations, interviews, and self-administered surveys. They asked: "how much and what kind of organizational learning takes place when an organization experiences ethics failure?" They developed several models of organizational ethics learning and auditing and tested them using pictures and articles that indicate several types of ethics failure—marginal, malicious, or symptomatic. They concluded that the greatest organizational learning effort is in response to symptomatic failure which they define as severe dysfunctions within the organization.

Zajac and Al-Kazemi (2000) further investigated ethics failure and organizational learning in a study of public agencies in a non-American setting, Kuwait. Adopting the methodology employed to study county health departments; the researchers surveyed and interviewed 254 employees in six Kuwait agencies in 1996. Three questions guided their study:

- i. How do public agencies in Kuwait respond to ethics failures?
- ii. (2) How much effort is committed to organizational learning when failure occurs?
- iii. (3) Where organizational learning is found, what are its specific features?.

Among their findings are there are low to moderate levels of organizational effort directed towards learning from ethics failures in both the American counties and Kuwait agencies; effort toward preventative ethics learning (ethics audits) is high in all sampled agencies in both countries; none of the agencies in either country engage informal ethics scanning, i.e., routinely seek information about potential ethics problems.

Saraswathi (2010) has undertaken a comprehensive comparative study on professionalism and human resource development climate in few public organizations. The researcher evaluated the human resource development in terms of performance appraisal, motivation, training, potential appraisal, career planning, rewards and employees welfare in the study areas. After comprehensive study the researcher found that the good human resource development climate was prevalent in the organization, however, the extent of professional performances and human resource development climate prevailing in the organizations seem to be different.

Taube and Patz (2008) stated that the much-criticized poor performance of the Ethiopian public administration is due to the attitude and behavior of civil servants. This same study showed that although many managers and salaried employees are said to have adequate technical qualifications, they lack the will and commitment to deal with uncertainties and conflicting interests constructively and to enable them to shape change processes. There also exist widespread perception that unethical practices are rampant in the civil service including acceptance of gifts or favors; engaging in outside employment or activities that conflict with one's official duties; disclosure of confidential information; not having a good attitude and care with regard to one's work; using organization's work time for conducting personal business. Unauthorized use of organizational resources for personal gain; getting to work late and going out early; wanting less work, more fun, and quicker promotion; taking no initiative when one sees problems in the workplace; cheating with regard to leaves, absenteeism and others; stealing; and the like. There is a widespread conviction among the public that work ethic is declining in the country in general, and in the civil service in particular.

Sakyi and Bawole(2009)investigated the challenges in implementing code of conduct within the public sector in Anglophone West African countries: Perspectives from public managers. The researchers used qualitative data collected using focus group discussionfrom serving senior,

middle and junior level manager drawn from 55 Anglophone West African countries. The study reveals that all the countries are making frantic efforts at improving the ethical conduct of public sector managers through the introduction of various reforms measures including code of conduct as key components. However, the practical application of the code of conduct in public administration remains limited. The reasons for this state of affairs include among others deficiencies in code implementation, lack of exemplary leadership, ineffective reward and punishment system and unsupportive public service organizational culture. Among others, a strong leadership, rigorous application of a reward and punishment system and supporting organizational culture were the noteworthy remedial actions suggested by discussants.

Habtmu (2015) investigated the Ethical Challenges of the Federal Public Service Employees in Addis Ababa using quantitative and qualitative data. 100 business households dwelling in Addis Ababa were randomly selected for the study. The result shows that poor law enforcement, low emphasis for ethics development, lack of legal protection for the whistle-blowers, impracticability of professional core ethical values, wrong perception from the public, lack of transparency and accountability are the major contributing factors for the prevalence of ethical problems in the public service. In consequence, it is recommended for the effective and impartial law enforcement on citizens, independent public services from political or ethnic influences, reliable protection for the whistle-blowers, effective implementation of code of ethics, transparent and accountable working procedures, emphasis for developing the ethical integrity of citizens, studying the areas of conflict of interest of employees and officials for plug in the loopholes and increased public involvement against wrong ethical codes of conduct.

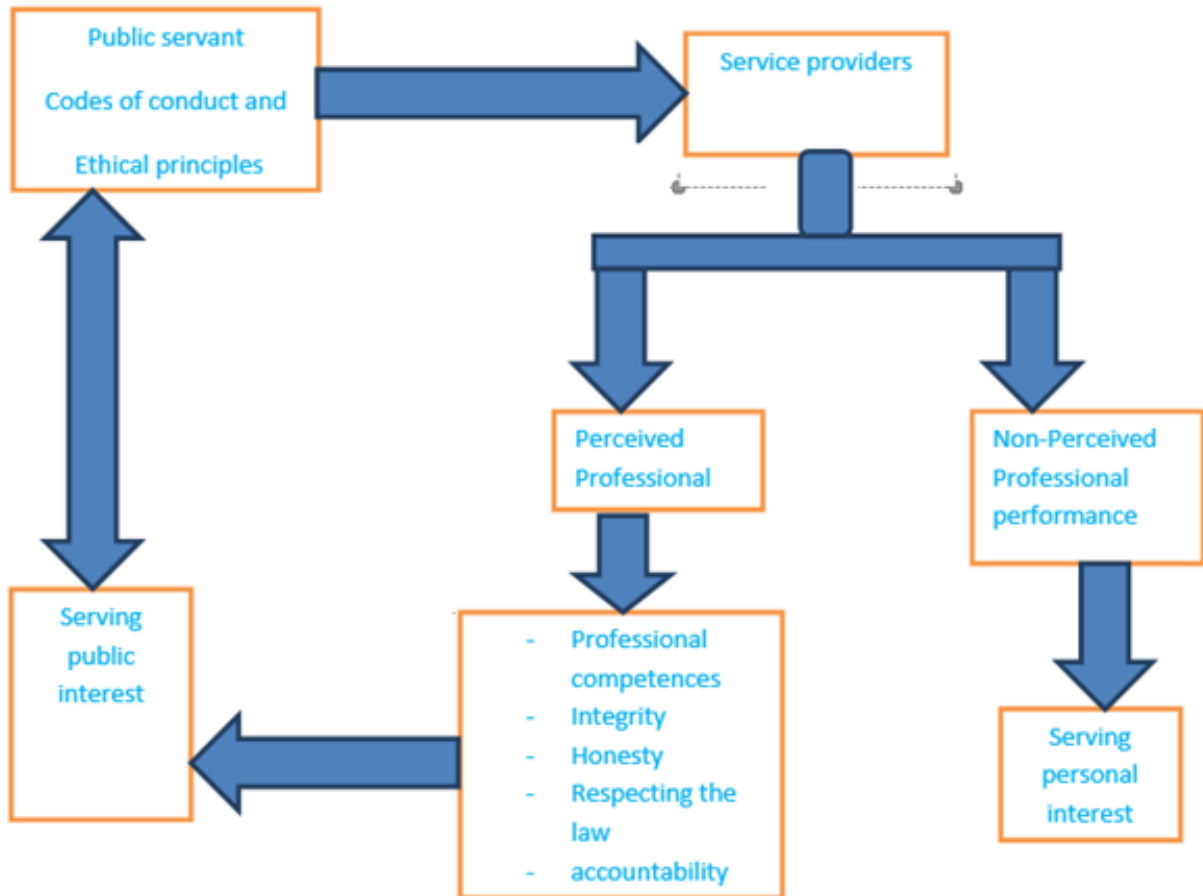
In summary, there is a substantial and growing interest in probing the relationship between ethics and organizational performance. The literature reviewed here might suggest that this subject has not been exhaustively examined. It seems that there are shallow research findings on professional ethics perceptions and its implications of the service delivery to the gap in the relationship between behavior and organizational performance. It is, therefore, imperative to examine critically the effect of the reforms on the professional ethics of the civil servants in public organizations, while relatively neglecting the behavioral components of ethics in the empirical landscape. Especially in the research area, there are no previous research findings on

professional ethics of public servants. Therefore, much more study is needed in the area and that is why this research aims to fill this gap in the literature.

2.8 Conceptual framework

The findings of the study were analyzed follow this conceptual framework.

Figure 1: Conceptual Framework



Source: Developed from Literature review

This conceptual framework helps to view the research objectives conceptual interrelationships that describe the public servants' attitude towards professional ethics and its effects for service delivery.

Public servants ethical principles and codes of conduct is the principle that sets out standards of behavior for public servants. It is designed to ensure the integrity, honesty, impartiality, transparency, accountability, efficiency and effectiveness of public servants when performing

their duties. It is intended to guide them in their behavior and how they relate to each other and the public.

Service provider is a public servant who's computable in his/her performances to serve the public. Service provider has its own readiness based on professional qualification. This is also based on public servants ethical principles and rules and regulations.

Perceived professional is a public servants who has professional competences, integrity and honest with his/her activities, respecting the law and accountable for his wrong acts. These also help to develop the sprite of public serving.

Serving personal interest is the civil servant who does always try to serve his/her self. These also come from less awareness on ethical principles, not trained, professionally incomputable and the others.

Serving public interest starts from service provider perceived computable professional performances, awareness and respects the ethical principles. These also help to develop the sense of his/her performances for public services. Hence, if service providers has professional performances, codes of conduct and ethical principles respected and the service become public interest based. But, if non-professional performance perceived, service provider become less in serving the public interest and promoted to serving personal interest.

CHAPTER THREE

RESEARCH METHODS

This chapter deals with the methodological approaches used in conducting this study. It presents the research design, the study population, the sample size and sample procedure, sources of data, data collection techniques, data analysis, validity and reliability of data and ethical principles considered by the study.

3.1. Research Design

This research is designed based on mixed method research approach, which applies both quantitative and qualitative methods that are helpful to clarify concepts, characteristics, descriptions, counts and measures to demonstrate implications of the issue in the research objectives. The quantitative approach helps to collect data using structured questionnaire that includes questions on different issues on public servants' attitude towards professional ethics.

On the other hand, qualitative approach helps to study the respondent's behavior naturalistically and holistically. It helps to understand multiple dimensions and layers of reality, such as the types of people in a group, how they think, how they interact, what kinds of agreements or norms are present, and how these dimensions come together holistically to describe. In this approach, information was gathered using key informant interview on purposely selected respondents using open-ended interview guide questions.

3.2 Data Sources

In this study, both primary and secondary sources of data were used. The researcher gathered primary data from the selected respondents (officers and servants) by using the survey questionnaire and face -to -face interviews with the selected key informants. This provides an opportunity for getting reliable data and a chance for the interviewer and interviewees to have better interaction and clarification of issues.

Moreover, the study employed document analysis of secondary data from the selected bureaus report documents and from the other sources like books, journals, and published and/or unpublished research papers and the others.

3.3 Data Collection Methods

In this study, both survey and key informant interviews (KII) were employed to gather data from the respondents.

3.3.1 Survey

The survey questions contained both close and open ended items which helped to collect data from the selected respondents. Closed-ended items were prepared in order to obtain realistic data. There were few open-ended questions in the questionnaire because there was more number of open-ended questions in the key informant interview guide. The items of the questionnaire were constructed by the researcher and modified from various sources based on the objective of the research and other related publications in relation to professional ethics of the civil servants and commented by adviser and finalized. The data was gathered from the field by three research assistants. Those assistants were trained by researcher before they were deployed to the field to make them familiar with research objectives. The researcher was working in the overall coordination during the time of the data collection at the field. The questionnaires first designed in English language and translated into *Afan Oromo*. This helped to create proper understanding and collect better data from those target groups. The questionnaire has five (5) parts: First section contains the socio-economic and demographic characteristics of the respondents, the second part contains the ethical codes of conduct adopted by the selected Bureaus, third part- contains attitude/perception of public servants attitude towards professional ethics, fourth section-about the common ethical problems prevailing, fifth section contained about the major causes of unethical behavioral problems prevailing and the sixth section contained about implication of professional ethics for service delivery.

3.3.2 Key informant interviews (KII)

In this study, the respondents for the key informant interview were purposively selected from Oromia Public Service and Human Resource Development, Trade and Market Development, and Urban Development and Housing Bureaus. From each of those bureaus five (5) officers and totally 15(fifteen) key informants were selected. The researcher decided to collect the data from these key informants because the tasks of these respondents are more related with the study and can enable the researcher to get relevant data from them.

3.4. Population, Sample and Sampling Techniques

3.4.1 Study Population

Population can be defined as the study of objects, which may be individuals, groups, organizations, human products and events or the conditions to which they are exposed (Welman, Kruger & Mitchell 2005, p: 46). The population of this study consisted of all the officers and civil servants who work in the selected three Bureaus of Oromia Regional State. Based on the empirical document that is obtained from the selected three bureaus (Oromia Public Service and Human Resource Development N= 171, Trade and Market Development, N=86 and Urban Development and Housing Bureaus, N = 94) 351 civil servants are the total population of the study.

3.4.2 Sample Size

Kothari (2004) defines sampling in a research as the selection of some part of an aggregate or totally on the basis of which a judgment or inference about the whole population can be made by examining only part of it. Having sample size frame is very important because samples that are too large may waste time, resource and money, while samples that are too small may lead to inaccurate results. The activities of the public institutions are to serve the public based on their objectives and this also makes similar the public institutions in service delivery. Public Service and Human Resource Development, Trade and Market Development, and Urban Development and Housing Bureaus were purposively selected from the Oromia Regional State Bureaus for this study. The total officers and civil servants in those three Bureaus are 351.

As Kothari (2004) stated that, if the total number of the target population is assumed to be less than 10,000, it is possible to use the following formula to have a representative sample size. Thus, the following formula was used while the population size is already known.

$$n = \frac{N}{1 + Ne^2},$$

Where, N - is the size of the total population that is studied,

n - Is the required sample size &

e - Is the limit of error tolerance which assured to be 5 % (0.05) level of confidence.

$$n = \frac{N}{1 + Ne^2}$$
$$n = 351 / 1 + 351(0.05)^2 = 186.95 \approx 187$$

Therefore, the total sample size from three bureaus which represents the total population is **187** respondents.

3.4.3 Sampling Techniques and Procedures

After the decision on the size of the sample respondents were made, the sample size of respondents from each bureau was made based on proportionality technique considering the number of the civil servants in each of the bureaus. Following this, using random sampling technique (lottery method) the respondents were selected from each of the bureaus. Furthermore, 5 officers were selected from each of the three bureaus and totally 15 key informant respondents were selected based on purposive sampling technique for collecting data using key informant interview technique.

The following table summarized the total population in each and the corresponding sample size taken from each bureau.

Table, 3.1 Summary of the Study population and the corresponding sample size

No	Bureaus selected for the study	Population /strata	Sample size	No of Questionnaires Retrieved	Response rate
1	Public Service and Human Resource Development	171	91	88	96.7
2	Trade and Market Development	86	46	45	97.8
3	Urban Development and Housing	94	50	45	90
	Total	351	187	178	95.2

Source: survey data- 2018

The above table shows that the total questionnaires distributed were 187. But, there were 178 questionnaires that were properly filled and collected and these amounts account for 95.2% of the total respondents. So, this is adequate to make the analysis.

3.5 Method of Data Analysis

This research was designed in a mixed method combining both quantitative and qualitative approaches. Accordingly, for realization and successful accomplishment of the study, data

collected from different primary and secondary sources were organized and arranged. After the data was arranged, first it was coded and fed to excel sheet to make the data ready. Then, the data was exported into SPSS version 22 software and the data was analyzed using this version of SPSS software.

The respondents' scores were summarized from the sheet and made ready for analysis. After that, it was analyzed using simple statistical and descriptive statistics techniques and also descriptive narrations. The simple statistical techniques include tables and percentages, whereas the descriptive statistics analyzed using mean and standard deviation. The qualitative data were analyzed using descriptive narration after it was translated from Afan Oromo into English language. The demographic profiles of respondents were analyzed and presented using simple statistical techniques such as using tables, by using frequency and percentages. Ethical codes of conduct adopted and enforced by the selected Bureaus, the attitude of public servants toward professional ethics, the common ethical problems commonly prevailing in the selected Bureaus, the major causes of unethical behavioral problems in the selected Bureaus and the implication of professional ethics for service delivery were analyzed using descriptive statistics (mean and standard deviation). The reason for using descriptive statistics was described the public servants professional ethics and its effects for service delivering in public institutions. The interview questions were analyzed using descriptive narration.

Finally, all these were followed by the necessary interpretations and discussions so as to achieve the desired goals. In interpreting the results for the Likert questions, the mean scores less than to 2.20 implies respondents do not agree; scores between 2.20–2.70 shows undecided and the scores greater to 2.70 indicates agreement among respondents on the issues raised rounding results to the nearest two decimal places. This interpretation was based on trends of different journals and researches. Example, Mulugeta (2010), Getu (2015) were some of the researchers conducted in the same interpretation.

3.6 Reliability and Validity of Data

Reliability refers to the degree of consistency with which an instrument measures whatever is supposed to measure. Engel & Schutt (2009, P:94) defined reliability as meaning that a measurement procedure yields consistent or equivalent scores when the phenomenon being measured is not changing and that it is affected less by random error or chance variation than if it is unreliable. It means stability, dependability and predictability of a measuring instrument to

ensure that the instrument consistently measures what it was supposed to be measured; a trial study was carried out in the study area.

To ensure face validity of the instrument used the items on the questionnaire were drawn up and given to experts for checking, a few mechanical errors were identified and corrections were made by the supervisor before it was administered. Before the principal data collection was undertaken, a pilot -test was conducted on 10 public servants target groups. The main objective of the pilot study was to make sure respondents understand the questions. Based on the feedback from the pilot study, a better set of questionnaire has been developed and distributed to the respondents.

The feedback received from the pilot testing includes:

- the questionnaire is comprehensive because it included most aspects of public servants' attitude towards professional ethics and its effects in public institution
- It was also reported that filling in the questionnaire is time consuming because of the large number of questions. So, after the pilot testing some questions were modified and some were merged.

After feedbacks were solicited through pilot-testing, principal data collection was conducted from the primary sources. The researcher also consulted some secondary sources which helped him in acquiring useful insights both theoretically and empirically.

3.7. Ethics of the Study

The aim of protecting the participants from compromising situation that could affect their self-esteem gives credence to adhere strictly by researchers to a set of ethical guidelines or standards. The researchers key ethical principles were informed consent, where by the subjects must base their voluntary participation in research projects on a full understanding of the possible risks involved|| (Babbie 2007:64). Even after participation in a study, the respondents must be given a briefing in explaining the study procedures that are involved. This research followed the following ethical consideration as a context:

- During the field survey and key informant interviews first show to the participants the letter authorized from the PADM department and explains about the aim (objective) of the research. This help to give confidence to the participants.

- Participants' informed consent given to voluntary and participate in the research. This help to avoid the less confidentiality for participants to give real information.
- The advantages of informing the participants about the nature of procedures before their participating in this research help to develop the relationship of the participants and the researchers on the work of the thesis.
- Maintaining secrecy of the respondents given during their participation is also the other discipline of the research.

During analyses or after data gathered protect about the information given by respondents and the other related points secured by researchers were some of the ethical considerations by this research.

CHAPTER FOUR

DATA PRESENTATION, DISCUSSIONS AND INTERPRETATION OF RESULTS

4.1 Introduction

This chapter deal with analysis and presentation of data collected from the field. These data were presented in a tabular, figural and discussed and interpreted. The contents of this chapter lead to the conclusion that was reached and at the recommendations and suggestions made in the finding of this study.

First, the demographic profile of respondents were analyzed and presented in table by using frequency and percentages. Second, ethical codes of conduct adopted and enforced by the selected Bureaus, third the attitude of public servants toward professional ethics, fourth the common ethical problems commonly prevailing in the selected Bureaus, fifth the major causes of unethical behavioral problems in the selected Bureaus and sixth the implication of professional ethics for service delivery were presented and analyzed by using mean and standard deviation. Finally, discussions were made based on the data presented.

4.2 Demographic Profile of Respondents

Table 4.1 summarized the demographic profile of respondents by gender, age, level of educational, marital status, job position, salary, experiences in current position, experiences in previous position, the previous position experiences related with the current position or not of the respondents.

As can be seen from the table 4.1 majority of the respondents 102(57.3%) were male and relatively less number of respondents 76(42.7%) were female. This indicates that male accounts the highest proportion of the respondents in this study. In relation to the age of the respondents, the age category of 31-40 years accounts for the highest numbers of respondents, which is 68(38.2%) followed by in the age category of 41-50, which is 53(29.8%). On the other hand, 37(20.8%) and 20(11.2%) accounts for the age group of 18-30 years and above 50 years of age respectively. This result indicated that majority of the respondents in the matured age (31-40) levels, which seems that people in this age category are actively engaged at work than people in younger (18-30 years) and older (above 50 years) age categories. People in the age group of 18-30 might be attending education at universities and found to be less to be employed in the public

sector and people above age 50 might leave employment sector due retirement and other reasons of higher age. These might be the reason for the less number of respondents in younger and older age categories in the study.

Table 4.1 Summary of Respondents' Demographic profiles

No	Variable lists	Frequency	Percentage (%)
1.	Gender		
	Male	102	57.3
	Female	76	42.7
	Total	178	100
2	Age ranges		
	18- 30 Years	37	20.8
	31-40 Years	68	38.2
	41-50	53	29.8
	above 50	20	11.2
	Total	178	100
3	Level of education		
	High school complete	5	2.8
	Certificate	7	3.9
	Diploma	24	13.5
	Bachelor Degree	97	54.5
	Master's Degree & above	45	23.5
	Total	178	100
4	Marital status		
	Married	112	63.5
	Unmarried	66	36.5
	Total	178	100
5	current job position		
	Administrative Service (AD)	21	11.8
	Sub-professional service (SP)	19	10.7
	Professional and Scientific service (PS)	48	27
	Clerical and Fiscal Service (CF)	8	4.5
	Trade and Craft service (TC)	5	2.8
	Others	77	43.3
	Total	178	100

6	Monthly salary		
	≤ 1500	4	2.2
	1501 – 3000	17	9.6
	3001 - 4500	30	16.9
	4501 – 6000	71	39.9
	6001 and Above	56	31.5
	Total	178	100
7	work experience's in current organization		
	1 - 5 years	68	38.2
	15 – 20 years	18	10.1
	5 - 10 years	66	37.1
	10 - 15 years	29	16.3
	More than 20 years	7	3.9
	Total	178	100
8	Have work experience's or not in others organization before		
	Yes	146	82
	No	32	18
	Total	178	100
9	work experience's in other organization		
	Less than 1 year	8	4.5
	1 - 5 years	46	25.8
	5 - 10 years	66	37.1
	10 - 15 years	36	20.1
	15 – 20 years	18	10.1
	More than 20 years	4	2.2
	Total	178	100
10	The previous position related to the current position or not		
	yes	31	17.4
	no	147	82.6
	Total	178	100

Source: survey data, 2018

In terms of the respondents' level of education, as it can be seen from table 4.1 the majority of the respondents 97(54.5%) have bachelor degree which is followed by respondents having master's degree 45(23.5%). The smallest proportions of the respondents were found to be high school completed. The data on educational level of the study participants indicated that most of

the respondents are professionals having bachelors and master's degree. The respondents' level of education might have its own effect on professional ethics situation of the civil servant and the associated service delivery. In the case of marital status, the highest proportion 112(63.5) of the respondents were married and the remaining 66(36.5%) were unmarried (single).

With regard to the current job position of the respondents, as it can be easily seen from table 4.1, the highest number of respondents about 77(43.3) were in the other position like level 12, 14 and the like. The next highest percentage of the respondents about 48(27%) were found in professional and scientific services. However, clerical and fiscal services and trade and crafts job positions have relatively few number of respondents 8(4.5%) and 5(2.8%) respectively. The data on the income of level of respondents, as shown in table 4.1, most of the respondents have incomes in the category of 4501-6000ETB 71(39.9%) and the next higher number of respondents 56(31.5%) receive 6001 and above income. Few respondents, about 4(2.2%) found to have income \leq 1500. The data indicated that the majority of the respondents were in a better income category as can be seen from table 4.1.

In the case of respondents' work experience in the current bureaus as shown in table 4.1, most of the respondents 68(38.2%) have 1-5 years' work experience and the next higher number of respondents 56(31.5%) have 5-10 years of work experiences. The respondents having 10-15 years and more than 20 years of work experience accounts for few proportion of respondents, which is 18(10.1%) and 7(3.9%) respectively. This data might indicate circumstances of work force turnover or people leaving employment sector in public institutions due to different reasons as the respondents' work experience in the current position is not that much.

In the case of respondents' status of working in other organization before they joined the current bureau, the majority of the respondents about 146(82%) were found to be working in other organization before their current bureau. Only 32(18%) of the respondents were not working in other organizations before they joined their current bureau. In relation to this, most respondents about 66(37.1%) have 5-10 years of work experiences in their previous organization and the next higher number of respondents 46(25.8%) have 1-5 year work experiences in their previous organization before they joined the current bureau. Only 4(2.2%) of the respondents have more than 20 year work experience in other organization before they joined the current bureau. This data might be taken as an indicator of work force turnover among the study population due to different reasons as can be seen in table 4.1. Surprisingly, majority of the respondents

147(82.6%) were previous working at a position which was not related with their current job position and only 31(17.4%) of the respondents were working at previous position which is related with their current job position. This seems to have its own implication on professional ethics at different job positions.

4.3 Ethical codes of conduct adopted and enforced by the selected Bureaus

Ethical codes of conduct help as a tool of promoting an ethical and professional level for public services. Creating democratic institutions or funding economic improvement programs can be frustrating if not counterproductive without having a professional government workforce. It is essential to adopt and enforce a code of conduct in every institution as a fundamental mechanism for ensuring professionalism. Table 4.2 summarized the respondents' opinion on the codes of conducts adopted and enforced in the selected bureaus.

Table 4.2 Summary of respondents' opinion on the codes of conduct adopted and enforced in the selected bureaus

N	Item's	Mean(\bar{X})	Standard deviation(SD)
1	Your organization has its own codes of conduct that guides the behavior of employees	2.63	1.25
2	In your organization, the codes of conduct identified the possible unethical behavioral problems	2.80	1.26
3	In your organization, the consequences of violating codes of conduct identified	2.82	1.31
4	In your organization, the consequences of violating the ethical codes of conducts are communicated to employees	2.14	0.65
5	In your organization, codes of conduct encouraged/identified competence based advancement and discourage conflicts of interest	2.72	1.23
6	In your organization, civil servants and officials follow rule and regulation while performing their official duties	2.10	0.89
7	In your organization, a mechanisms to reward public servants who demonstrate exemplary behavior	2.15	0.96
8	In your organization, management applies the disciplinary rules to who violated the codes of conduct	2.17	1.11
9	Others	2.02	0.88

Source: survey data, 2018

Table 4.2 above clearly indicates that the respondent's opinion on the code of conducts adopted and enforced by the selected bureaus. As the mean scores show, the respondents agree that the consequences of violating codes of conduct are clearly specified ($\bar{x}=2.82$, $SD=1.31$); the codes of conduct identified the possible unethical behavioral problems ($\bar{x}=2.80$, $SD=1.26$); the adopted codes of conduct identified competence based advancement and discourage conflicts of interests. ($\bar{x}=2.72$, $SD=1.23$). The result indicates that public servants at selected Oromia regional Bureaus found to have understanding about ethical codes of conduct in their work place. Having these opinions has importance for civil servants to build good professional ethics, which can help them to better service delivery for the public. Therefore, it valuable for all public institutions to work towards creating better understanding of work related ethics and codes conduct to maximize the benefits of the public from the services provided by the public institutions.

On the other hand, as the mean scores indicate, the respondents disagree that the consequences of violating the ethical codes of conducts are communicated to employees ($\bar{x}=2.14$, $SD=0.65$); civil servants and officials follow rule and regulation while performing their official duties ($\bar{x}=2.10$, $SD=0.89$); a mechanisms to reward public servants who demonstrate exemplary behavior ($\bar{x}=2.15$, $SD=0.96$) and management applies the disciplinary rules to who violated the codes of conduct ($\bar{x}=2.17$, $SD=1.11$).The respondents' disagreement to the stated codes of conduct could have negative implication towards developing professional ethics among the public servants in the selected Bureaus at Oromia regional state. On the other hand, the data indicated that the adopted rules were not implemented or enforced as its objectives or has relatively weak implementation level.Sakyi and Bawole(2009) have similar findings based on the research conducted in 5 Anglophone West African countries stating that although the code is adopted, it has poor implementation. Therefore, much attention should be given to adopt and enforce all essential ethical codes of conduct among the public servants because this has its own implication in the efficiency and effectiveness of service delivery. Moreover, to promote an ethos of dedication and appropriate service delivery, it is mandatory to evoke a commitment to have a high standard of

professionalism, that can contribute to more effective and efficient service delivery by eliminating poor service delivery practices at public institutions.

The respondents have neutral or undecided stand on the issue that states organization has its own codes of conduct that guides the behavior of employees ($\bar{x}=2.63$, $SD=1.25$). Respondents could have neutral stand to this statement either the organization didn't adopt ethical codes of conduct or didn't introduce the codes of conduct for the employees. Therefore, public institutions should introduce the ethical codes of conduct for the employees and need to adopt ethical codes of conduct for providing appropriate services for the public.

The majority of the discussion with key informant interviewees supported the above findings. The participants of the key informant interview said that the contents of the rules or codes of conduct commonly established by civil service and human resources department bureau were seems to be applicable when it is seen in its written form at the paper, but those things have less implementation due to different challenges. The established rules were not adequately introduced to employees, absence of outcome based evaluation of the civil servants and other were identified as the major factors for its less enforcement.

Specificity, the key informants of trade and market and urban development and housing bureaus said "public servants get oriented about the overall rules and regulations of the organization and it is not a common practice to give training to the public servants about rules and regulations unless new rules are formed." This indicates that the adopted codes of simply remains a reality on paper but not implemented unless employees are updated on time. On the contrary, based on the views of key informants of Oromia Public Service and Human Resource Development the codes of conduct were introduced to the public servants. Accordingly, the responsible managers of public institutions should give short and medium term trainings for the public servants about the code of conduct on timely basis. But, the result doesn't bring tangible things. Although the code of conduct established has its own content and adoption process, its enforcement didn't ensure professionalism. The discussion of one key informant interview supports this finding, "majority of the superior official talks a lot about the code of conduct but they do very little or nothing about its practice especially in their own daily routine with juniors and clients". On the other hand the rest of the key informants indicated that about the problems in the implementation of the codes of conduct to be applied by employees and management bodies while they are

carryout their duties. This finding can be used as an input to improve the implementation of the codes of conduct in the study area.

4.4 Attitude of public servants' toward professional ethics

The positive perspective professional ethics of the public servant and officers are the major indicators of public organizations readiness. Hence, most of the public servants and officers attitude/perception is not much in this approach. Because, their Professional ethics challenged by different factors like political interference, false documents, and unethical practices i.e. bribes and the others are accepted as a normal practices. This also directly affects the productivity of service delivery. The following tables summarized the respondent's attitude/perspective towards professional ethics in the selected bureaus.

Table 4.3 Summary of Respondents' attitude on professional ethics

No	Item's	Mean	Standard deviation
1	In your organization, success is not a matter of competence; rather it depends on personal relationship with higher officials,	3.70	0.96
2	Most public servants in your organization, respect the rules (code of conducts) while performing their official duties	2.10	0.86
3	In your organization getting to work late and leaving early is considered as a normal practice,	3.62	1.18
4	In the organization you work for, it is common to take home some office supplies such as printing paper, pens and others,	3.39	1.23
5	In the organization you work for using computers and internet for non-work related matters during work time is common practice in the office,	3.64	0.94
6	In organization you work for, if one wants to take a day off for rest, relaxation, or recreation, calling in "sick" is okay as long as it is not super-busy at work,	2.54	1.26
7	In the organization you work for, when the boss is away, it is normal to use the time to make personal phone calls and play computer games in	3.97	1.10

	the office,		
8	In the organization you work for, profession dominated by politics in public organizations(irrelatively political interferences to professional),	3.78	0.96
9	In the organization you work for,accountability is considered as it is given to the management bodies,	3.92	0.98
10	In the organization you work for, the management bodies have more advantageous than employees	3.78	0.95
11	In the organization you work for, professionalism has less value to employees in government institutions.	3.83	1.14
12	Others	2.03	0.93

Source: survey data, 2018

Based on table 4.3, the respondents agree, it is a normal to use the time to make personal phone calls and play computer games in the office ($\bar{x}=3.97$, $SD=1.10$); accountability is considered as it is given to the management bodies ($\bar{x}=3.92$, $SD=0.98$); Professionalism has less value to employees in government institutions ($\bar{x}=3.83$, $SD=1.14$); the management bodies have more advantageous than employee ($\bar{x}=3.78$, $SD=0.95$).

Similarly, the respondents agree, there is no Professional independence or profession dominated by politics ($\bar{x}=3.78$, $SD=0.96$); using computers and internet for non-work related matters during work time is common practice in the office($\bar{x}=3.64$, $SD=0.94$; getting to work late and leaving early is considered as a normal practice($\bar{x}=3.62$, $SD=1.18$) and it is common to take home some office supplies such as printing paper, pens and others ($\bar{x}=3.39$, $SD=1.23$).

The respondents undecided, if one wants to take a day off for rest, relaxation, or recreation, calling in "sick" is okay as long as it is not super-busy at work with($\bar{x} = 2.5$, $SD=1.26$).

The respondents disagree, respect the rules (code of conducts) while performing their official duties ($\bar{x}=2.10$, $SD=0.86$).

From the above presentation, it's possible to understand the attitudes of public servants in public institutions in to two approaches. These approaches are public servants attitudes accepted as a positive perception in common practices and negative or positive perception attitudes. Those approaches analyzed and described based on the respondent's gender, age ranges, education levels, marital status, income levels and work experiences.

Differences of attitude among respondents regarding professional ethics

The above presentation indicated the respondents survey were asked what they think is the attitude /perception on the professional ethics as positively on the common practices in their organizations. Most of the respondents believed that fairly positive perception in unethical behavioral activities as common practices in their organizations. These common positive perceptions are contrary or none respecting the public servants ethical principles.

When we see the key informant's attitudes towards the common practice activities in public institutions, specifically trade and market development and urban development and housing interviewers concerning to the above discussion said that, "public servants in public institutions including their bureaus implement their duties in major based on the common practices". The reasons behind their ideas were the income of the public servants not much with the economic inflation and this also push rule and regulation's become enforced and the sense of common practices deep rooted in public organization". This is the major reason for the acceptances of common practices in public organization as their ideas. Also the countries development levels and the condition of the civil servants economic also the other reason for this practices. This indicated by Public servants life standards unrelated with their incomes, less implementation of rule and regulation were the major reason behind of this attitudes. This implied that those key informants supported to common practices dominated the public organizations and the implication behind to that is contrary to serving the public interest and more favorite for the personal interests.

The research also identified the other approach which was a negative attitude perception.

These negative attitude perceptions of public servants were the other perception. Those attitude perceptions indicated that contrary with the points which related with the policies, ethics or rule and regulations and the others. These indicate negative effects on the professional ethics and service deliveries in public institutions.

When we see the key informants on the negative attitudes of the public servants in public organizations, majority of them supported the above discussions. For example, key informants in trade and market development said, “most of the time there is less transparency between civil servants and management bodies and also lack of short and medium trainings to develop the capacity of civil servants and minimize unnecessary awareness in their organization”. This idea implies that support the discussion and there is different challenges which develop the misconducting the civil servants. Development and housing supported the discussion and reason out different reasons behind to the negative attitudes of the civil servants in similar to the trade and market interviewers. The above public servants’ attitude towards professional ethics supported with finding of previous research by Taube and Patz (2008) because they stated that about the much-criticized poor performance of the Ethiopian public administration is due to the attitude and behavior of public servants.

4.5 The common Ethical problems prevailing in the selected Bureaus

Public servants are the backbone and heartbeat of the public service, but if this heartbeat is unethical and unprofessional, there will be no blood circulation and the public service will ‘die’. They are different problems which commonly prevailing professional ethics like non-professional practices. There is a need for political will as well as ethical exemplary leadership, as senior public servants remain critical to the effective promotion of ethics in the public service. The following table summarized about the common ethical problem prevailing’s identified by the respondents.

Table 4.4 Summary of the Respondents’ common ethical problems

No	Item’s	Mean	Standard deviation
1	Abuse(misusing) of power	3.93	1.10
2	Creating fake document	2.34	0.88
3	Non-observance of rules and working procedures	3.74	1.09
4	Accepting or demanding bribes and gratification,	3.09	0.76
5	Collusion between colleagues	2.10	0.96
6	mistreatment of clients	3.80	1.15
7	Repeated absenteeism or non-observance of office hours,	3.58	1.05
8	committing an immoral act at the place of work	2.22	0.80
9	Make partiality in performing duties	3.12	1.29
10	Abuse of sick leave	2.77	1.09
11	Personal use of work-related resources	3.62	1.22
12	Falsifying work (time and expense) reports	3.79	0.95
13	Fraud in performing duties	2.70	1.15
14	Wasting, mismanaging or abusing organizational asset and resources(e.g., money, equipment, materials and the others)	3.83	1.14
15	Accepting inappropriate gifts, favors, entertainment from suppliers	2.65	1.03
16	Leaving office during working hours for personal cases	3.84	1.19
17	Others	2.11	0.72

Source: survey data, 2018

Regarding abuse (misusing) of power, non-observance of rules and working procedures and accepting or demanding bribes and gratification

Power is one of the tools help to realize the organizational objectives by helping appropriately applying power. If the power is inappropriately applied or misused not only miss achieving the organizational goals and objectives but also the negative implication in professional ethics and parallel with or indicate the inappropriate professional performance. This research indicated that the misuse of power was ($\bar{x} = 3.93$, $SD=1.10$) level. This also shows there was a misuse of power at the selected organizations. This misusing power may start with inappropriately following the rules and regulations of the organizations. Rules and regulation's established by the concerned organization be respected by all the management bodies and civil servants in performing their duties. If the organizational rule and working procedures miss enforced the implementation level of achieving its goals becomes less. The research indicated that the levels of rules and regulations in the selected organization's ($\bar{x} = 3.74$, $SD=1.09$). This was showed that rules and work procedures not followed. Those miss using power and an ineffectively or missing following the work procedure in the organization also effects to the employees and management bodies accepting or demanding bribes and gratification from clients. The indicated the accepting or demanding bribes and gratification were ($\bar{x} = 3.09$), $SD=0.76$). This also indicated, there were situation accepting or demanding bribes and gratification in the selected organizations. These also maximize the personal interests and changes or minimized the public interest serving.

When we see the interviewers concerning to the above discussion, majority of the respondents supported the discussions. Interviewers in public service and human resource development said that, "misunderstanding of rules and working procedures in most of the public organization's start from the management bodies of that organization and this also push to them to enforce the rules and working procedures in appropriately". This implies that not only the employees but also management bodies miss working procedures and expose their organization to different maladministration's. In the same way but have an idea similarities the other interviewers described the misuse of power, rules and working procedures in one organization exposes to the employees and the management bodies unnecessary wrong acts and help to them to serve their personal interests.

Regarding mistreatment of clients, repeated absenteeism or non-observance of office hours and make partiality in performing duties

As organizational ethical values every customer based on their standards served or be get service delivery. When this service delivery given the clients must treated as its levels. But this research finding indicated that there was a client's mistreatment ($x\bar{=}3.80$, $SD=1.15$) level. This also implied in the organizations. On the other hand, the sense of mistreating the clients in one organization, the case behind is abstention or non-observing the office hours of the organization's. The research indicated repeated absenteeism or non-observance of office hours level was ($x\bar{=}3.58$, $SD=1.05$). These also showed civil servants abstained from their organization during working time. This also exposed the organization's impartially serve the customer. Concerning to the organization's make partiality in performing duties the research was indicated ($x\bar{=}3.12$, $SD=1.29$) level. This also showed the clients not impartially served by the organizations. Those results generally showed necessary to improve by that organization's mistreatment of clients, repeated absenteeism or non-observance of office hours and make partiality in performing duties.

When we see the concepts of the interviewer's, majority of the relating the mistreatment of clients, repeated absenteeism or non-observance of office hours and make partiality in performing duties with non-respecting the law and accountabilities. The interviewers in public servants and human resource development criticized enforced laws and the management bodies of the different bureaus. As they described management bodies not effectively implement respecting the law and if missed or wrong acts not applied the accountability. The trade and market development and urban development and housing in their hand not accepted the former concepts and raised different challenges to follow the accountability. The reasons they described were unfavorable of work condition like office, materials in the office, unrelated payment with employee's status or when employees promote their education status unfavorable salary paying to and the others were the majors. However, the researcher recommended that the laws be respecting and accountabilities followed but the described challenges rose for the concerned bodies.

Regarding abuse of sick leave, personal use of work-related resources and falsifying work (time and expense) reports

In public organization's honestly serving public interest necessary in every activities. But, most of the time employees try to abuse by helping false sick leave papers. The research result indicated that about abuse of sick leave was ($\bar{x} = 2.77$, $SD = 1.09$). This indicated that civil servants in the selected organizations were abusing by helping sick leave. On the other hand, personal use of work-related resources the other item identified by the research. Its result was indicated that ($\bar{x} = 3.62$, $SD = 1.22$). This implied that civil servants used for themselves the work related resources and this also contrary to the civil servants honesties. Also the other identified by the research which concern to the honesty of public servants was about the work reports. This result was indicated ($\bar{x} = 3.79$, $SD = 0.95$) and which indicated concerning to reports time and its contents and the others falsifying by civil servants. When we see the result of the three items were failed to enforce the honesties of the civil servants in the selected organizations. This also implied that contrary with the civil servants ethical principles at the research area.

When we see the key informants concerning to the above discussions majority of them not supported. Because, as their ideas the honesty of the civil servants specially concerning to fake sick leave, personal use of work related resources and falsifying work reports were cross checked easily by the concerned management bodies. as an example they raised were all are document based activities. In case, those are not appropriate to civil servants for easily falsifying. But, some of the interviewers supported the survey results and not accepted ideas of the others interviewers'. According to those some interviewers', "only cross checking by document to realize the honesty of the civil servants not as such as give full confidences". As they described, currently in case of different technology developments and equally different fake systems there. Those groups in addition described that about the work report falsifying specifically. as they said; this is not only the employee's problems. But, also the management bodies invite them to report the unworked reports knowingly. This also more hard for the public organizations .because, if the management bodies accepted in like ways it's difficult to solve the problems. The researcher recommended it needs more attention to solve the problems of fake activities in public

institutions not only by documents but also by helping different mechanisms which promote the honesty of the public servants.

Regarding fraud in performing duties, mismanaging or abusing organizational asset and resources and leaving office during working hours for personal cases

As the professional ethical principles, everyone who's given its own duties be perform based on its professional performances and free from unnecessary interferences. On the other hand if the professional fear to perform its professional duties it's a big challenges not only to professional man but also to his/her organizations. The research result was indicated concerning to fraud in performing duties ($\bar{x} = 2.70$, $SD = 1.15$). This also showed public servants in the selected organizations fraud in performing their duties. Concerning to the organizational assets and resources managing at the research selected area were indicated that ($\bar{x} = 3.83$, $SD = 1.14$). This implied that that at the research selected organization's the organizational asset and resources were not effectively managed. This also indicators of ineffective of public interest based serving. The other results indicated by the research was concerning to leaving office during working hours for personal cases. The result was ($\bar{x} = 3.84$, $SD = 1.19$). This result implied that the working to in the selected organizations not respected. This also exposes the organizations for ineffective services. Because, if the time of work not respected the clients not served. On the other hand, if employees during office hours use for his/her self's the commitment of civil servants undecided and serving the public interests be come in question.

When we see the key informant's idea on the above discussions, in more they were in more given attentions to the fraud items.as they described fraud in government organizations relating with the political situations. Almost by all interviewers emphasized as political interferences in in every activities. The dichotomy of political and administration (the separation of politics and administrations) is not in confusable situations as they conclusions. In case, professional ethics direct or indirect negatively impacted specifically in public organizations. Because the professional man not freely apply or perform his/her duties. So, at the area politics and administrative levels to support each other's necessary effective awareness by management bodies and the civil servants.

4.6 Major Causes of unethical behavior's in the selected Bureaus

Usually, unethical conduct - be it bribery, theft, nepotism, embezzlement, abuse of power, etc. – consists in a violation of law, that is putting someone above or beyond the law. Thus, consistent and fair enforcement of law should be the first priority to ensure a corruption free civil service. The following table summarized the respondent's major causes of unethical behavioral problems in the selected bureaus.

Table 4.5 Summary of Respondents' major causes of unethical behavioral problems

No	Item's	Mean	Standard deviation
1	Public servants' lack of competence	2.49	1.05
2	Lack of trust between employees and the management	3.47	1.33
3	Lack of adequate training for public servants	3.78	1.10
4	Weak or permissive leadership of the organization	3.48	1.19
5	Unclear policies or rules of engagement	2.34	0.97
6	Lack of political neutrality	3.74	0.92
7	Lack of accountability/responsibility	3.68	1.21
8	Inadequate payment for public servants	3.99	1.03
9	Poor environmental working condition	3.49	1.41
10	Lack of adequate resources	3.61	1.07
11	Others	2.07	0.72

Source: survey data- 2018

Regarding lack Public servants' trust between employees and the management bodies and inadequate training for public servants

A public institution has many ethical problems which attack professional ethics from its practice. Those ethical problems have also their own reason or causes. Trust between employees and management bodies are the items related to the transparency in one organization's. The research result was indicated that ($\bar{x} = 3.47$, $SD = 1.33$). This result indicated that there is a problem of trust between employees and the management bodies at the research selected organizations. This also shows one of the missing conducts bin the organizations or there was a problem of

transparency between them. This also may be the result of less awareness or lack of trainings about their activities. The research identified their lack of training level ($\bar{x}=3.78$, $SD=1.19$). This also indicated they were not effectively trained. In case these results were identified as major causes for unethical behavioral problems.

The idea of interviewees indicated that they supported the discussion. Because, as during their discussion with the researcher, majority of them concludes that capacity problem were the major challenges in government organization at the research area. This capacity problem challenges the government in political, economic and social activities which concerns to public organizations. This also currently become a problem for changed to lack of good governance. Hence, this area needs more attention at the area by management bodies and even by public servants themselves.

Regarding Weak or permissive leadership of the organization, Lack of political neutrality and lack of accountability

Good Organizational leadership system is one of the necessary parts in public institutions. If the organizational leadership strength the ethical principles, professional ethics, training situation to the employees and even for the managing bodies arranged and practiced. But, if the leadership weak or permissive in the concerned organizations the reverse situation occur and this permissive leadership become the causes of unethical behavioral problems. The result of the research was indicated ($\bar{x}=3.48$, $SD=1.19$). This also described as a weak or permissive leadership. On the other hand the research identified the problem of political neutrality. Politics and administrative separated to each other's. However the research result was indicated ($\bar{x}=3.74$, $SD=0.94$). This showed there is a problem of political neutrality at the organization selected for the research. In case it causes of ethical problems. Also, accountability searched by the research. The result was indicated that ($\bar{x}=3.68$, $SD=1.21$). This also identified lack of accountability at the research area. Lack of accountability at identified as a major causes at the research area.

Key informants supported those discussions as they discussed with the researcher as a similar ways identified by the survey respondents identified Weak or permissive leadership of the organization, Lack of political neutrality and lack of accountability. But they commented the over all of those problems necessary to do strongly by the concerned bodies.

Regarding inadequate payment for public servants, Poor environmental working condition and lack adequate resources

The major causes almost at everywhere in public organizations are concerning to inadequate payment for public servants, Poor environmental working condition and lack adequate resources. This research also identified their results as they were causes of ethical problems or not. The inadequate payment for public servants result was indicated ($\bar{x} = 3.99$, $SD = 1.09$). This result indicated that the major causes of unethical problems. Similarly, the result of Poor environmental working condition was indicated ($\bar{x} = 3.49$, $SD = 1.41$). This also the other results identified as a causes of unethical problems. This in more related with the management, promotion, education training, office situation and the likes. The other result identified was lack adequate resources at ($\bar{x} = 3.61$, $SD = 1.07$). This also related with incentives, overtime payment, different allowances and the others. Hence, those were identified by survey respondents as major causes of unethical behavioral problems at the research area.

Interviewers from all the selected organization's almost supported the result identified by survey respondents. This means, inadequate payment for public servants, poor environmental working condition and lack adequate resources were discussed with the researcher as a major causes of unethical problems at the research selected organizations. Specifically they emphasized on the less or inadequate payments. As they reasons on this items it's a critical items but in more related with the government level and the public servants interactions area. They recommended at the area be necessary to given to those items to minimize those causes of unethical problems. Habtamu (2015) confirmed the above finding in the study at Addis Ababa; the result shows that poor law enforcement, low emphasis for ethics development, lack of legal protection for the whistle-blowers, impracticability of professional core ethical values, wrong perception from the public, lack of transparency and accountability are the major contributing factors for the prevalence of ethical problems in the public service.

4.7 The extent of ethical principles demonstrated by public servants while providing the service delivery

Public service delivery refers to the production and delivery of public services through the involvement of efficient, effective and professionally competent public servants. Most of the time, public service delivery and public servants professional competent taken as a cause and effects. This means, public servants professional ethics demonstration has its own implication for public institutions in service delivery. The following table summarized the respondent's professional ethics implication for service delivery.

Table 4.6 Summary of the respondents' extent to demonstrate the ethical behaviors while providing service delivery

No	Item's	Mean	Standard deviation
1	In organization you work for, service delivering to users based on public servants sense of accountability	2.33	1.06
2	In organization you work for, service delivering to users based on public servants integrity	2.88	1.21
3	In organization you work for, service delivering to users based on public servants honesty	2.51	1.09
4	In organization you work for, service delivering to users based on the public servants impartiality	2.60	1.07
5	In organization you work for, service delivering to users based on the public servants competences	2.87	1.25
6	In organization you work for, service delivering to users based on public servants serving the public interest	2.62	1.00
7	In organization you work for, service delivering to users based on public servants respecting the law	2.47	1.16
8	In organization you work for, service delivering to users based on public servants transparency	3.33	1.05
9	Others	2.00	0.98

Source: survey data, 2018

The extents of the respondents' extent to demonstrate the ethical behaviors while providing service delivery based on the table 4.6 results by grouping different questions as their related each other's discussed as follows.

Concerning to service delivering to users based on public servants integrity, honesty and competences

Competency is one of the indicators of the professional ethics in public organizations. Competency is decided at the initial time which mean during the recruiting time. Because for the merit based position professional competency requirement decided at that level. The result of this research was indicated ($\bar{x}=2.87$, $SD=1.25$). This result indicated that at the area service given based by using professional competences. This was one of the good condition at the area concerning to competency. Similarly the research was identified the integrity of the respondents ($\bar{x}=2.88$, $SD=1.21$). This also indicated the service given at the area based on the civil servants sense of integrations in their performances. This also helped to serve the public interests by the organizations. The honesties of the civil servants also the other item searched and gained results at the area. The honesty of the civil servants was indicated ($\bar{x}=2.51$, $SD=1.09$).this result indicated there was as challenges concerning to honesty at the area. Because, the respondents undecided or not given the decision.

The interviewers identified that they were critically discussed on those items with the researcher.as they described that the majority of civil servants competency not as much a good levels currently and similarly they were not appreciate integrity of civil servants. They conclude the cases by relating with the attitudes. As their ideas civil servants may have as a document level it's possible to computable but practical majority of civil servants lack of performance integration. These ideas give the civil servants practically lacks professional integrations. This is solved by helping different trainings.

Regarding service delivering to users based on the public servants impartiality, respecting the law and public servants transparency

Transparency is helping the public organizations to smooth effectively enforcing the activities the organizational goal and objectives by creating understands between employees and management bodies. This help to prove or minimize the partiality and develop sense of serving customers based on impartiality. The research result of transparency was indicated ($\bar{x}=3.33$, $SD=1.05$). This shows that the service at the research area based on transparency. On the other, hand, service given based on public servants impartiality or not was indicated ($\bar{x}=2.60$, $SD=1.07$). This implied that it was undecided level. This means respondents not decide

appropriately on this item. The result of the respecting the law indicated ($\bar{x} = 2.47$, $SD = 1.16$). This also identified in similar to the impartiality items respondents not able to indicate the exact answers. This also shows unless the transparency, in both items means impartially and by respecting laws based service given at the selected organizations not demarcating as effective service on those items

Interviewers also supported the respondents result but even the transparency item not accepted the survey respondents as in its implementation. Because the activities of the public servants during performing their responsibilities as they said hidden. This means management and employees practically not as such transparent to each other's. These also expose the public organization to maladministration and corruptions or unethical activities

Regarding service delivering to users based on public servants sense of accountability and serving the public interest

In public organizations accountability is one of the critical areas. Because if everyone records good results in its activities be rewarded and in contrary if ones done or acts in wrong activities be responsible for his/her wrong acts. This like activities realized by enforcing the accountability unless and other wise public interest serving become less. The accountability results indicated by research result was ($\bar{x} = 2.33$, $SD = 1.06$). This result implied that the respondents not appropriated to indicate the accountability levels. This also one of the public organizations challenges. Majority of the activities directly or indirectly realized with this item. This is For example, integrity, transparency, respecting law and others ethical principles not implemented only by themselves. If those not properly applied or missed be the concerned accountable. If accountability also missed its implementation public organizations serving the public interest become soundness or rather serving personal interests. The public interest based service results of the research was indicated ($\bar{x} = 2.62$, $SD = 1.00$). This shows similar to the accountability not appropriated to indicate the public interest based or not levels. This also realizes the professional ethics at the research area less implication results. Key informant ideas supported this result during their discussions.

CHAPTER FIVE

SUMMARY OF MAJOR FINDINGS, CONCLUSION AND RECOMMENDATIONS

In this chapter, the major findings are summarized; conclusions are drawn based on the findings and the necessary recommendations are forwarded for the concerned bodies.

5.1. Summary

This study was designed to assess the public servants' attitude towards professional ethics and its implication for service delivery.

It tried to address the ethical codes of conduct adopted, the common ethical problems and the major causes of unethical behavioral problems prevailing.

A sample of 178 public servant respondents engaged in 3 bureaus was taken for the study using systematic and simple random sampling.

In the process of answering the basic questions, a questionnaire that include demographic profiles, ethical codes of conduct adopted and enforced by the selected Bureaus, the attitude of public servants toward professional ethics, the common ethical problems commonly prevailing in the selected Bureaus, the major causes of unethical behavioral problems in the selected Bureaus and the implication of professional ethics for service delivery was designed in a closed and open ended and Likert scales used. Key informant Interview respondents were held with the officers from the three(3) bureaus who's his/her activities related with the research topic from public service and human resource development, trade and market development and urban development and housing bureaus were purposively from each bureaus 5 key informants and totally 15 key informants selected.

After the data has been collected, it was analyzed using simple statistical techniques (tables and percentages) and descriptive statistics (mean and standard deviations) and description narration used to qualitative. Based on 178 survey respondents and 15 key informant interviews were the research acquired the results.

The major findings of this study were summarized as follows:

Most of the respondents agree with codes of conducts adopted and enforced to the items of the consequences of violating codes of conduct identified, the codes of conduct identifies the

possible unethical behavioral problems, encourage competence based advancement and discourage conflicts of interest and the others.

Most of the respondents agree with the attitudes or perception towards the professional ethics as public servants were to the items of, success is not a matter of competence; rather than personal relationship with higher officials, getting to work late and leaving early is considered as a normal practice, it is common to take home some office supplies such as printing paper, pens and others, using computers and internet for non-work related matters during work time is common practice in the office, when the boss is away, it is normal to use the time to make personal phone calls and play computer games in the office, profession dominated by politics in public organizations (irrelatively political interferences to professional), accountability is considered as it is given to the management bodies, the management bodies have more advantageous than employees, professionalism has less effective to employees in government institutions and the others.

Most of the respondents agree with the common ethical problems prevailing were abuse or misuse of power, non-observance of rules and working procedures, accepting or demanding bribes and gratification, mistreatment of clients, repeated absenteeism or non-observance of office hours, make partiality in performing duties, abuse of sick leave, personal use of work-related resources, falsifying work (time and expense) reports, fraud in performing duties, wasting, mismanaging or abusing organizational asset and resources(e.g., money, equipment, materials and the others), leaving office during working hours for personal cases and the others identified as the common ethical problems.

Most of the respondents agree (accepted) with the major causes of ethical problems prevailing were Public servants' lack of competence, trust between employees and the management, adequate training for public servants, weak or permissive leadership of the organization, political neutrality, responsibility, inadequate payment for public servants, poor environmental working condition, lack of adequate resources and the others.

Most of the respondents agree (accepted) with the implication of service delivery extents of public servants demonstrate ethical behaviors while providing services to customers were delivering quick service to users based on public servants transparency, delivering quick service to users based on public servants integrity, delivering quick service to users based on the public servants professional competences and the others.

5.2. Conclusion

This study seeks to find out the public servant attitudes' towards professional ethics and its implication in service delivery at Oromia Regional State in the selected bureaus.

Public servant is an engine of a state that enables government to translate public policies into practices. A government can formulate sound rule and regulation to implement but the implementation depends on the presence of capable, efficient and responsive civil service institutions. The research identified the selected organizations has codes of conduct commonly established by civil service and human resources development bureau and seems to be applicable when it is seen in its written form at the paper, but less implementation. The reason behinds were unrelated attitudes of the public servants towards professional ethics, common ethical problems and in less extent of ethical principles service delivery demonstrated by public servants. These results also effects less professional ethics and less ethical principles respected by civil servants in public institutions and professional ethics less implication for service delivery.

Therefore, to realize the better professional ethics and service delivery, it's necessary to give more attention to solve those problems at the area.

5.3. Recommendations

Based on the findings of the study, the necessary recommendations were forwarded as in the followings:

- ✚ Public service employees and officials should get continuous pre and on -the-job- trainings to develop their professional ethics and disclose perceptions/attitudes likes common unethical practices and maladministration's. This is also very helpful to make the public employees and officials aware and understand the working principles, systems, values of their respective institutions.
- ✚ The designed professional Code of conduct should be implemented practically and effectively in public service organizations genuinely. They should not be merely left on papers and walls of offices, rather should be translated in to actions
- ✚ Public servants in public organizations should be free from inappropriate political interferences. Job assignments and appointments in public service organizations should be based on merits: educational competence, skill and experience rather than political dedication or membership or ethnicity links or chains.
- ✚ Public servants should be accountable for their actions. This help to know what their rights and obligations are in terms of exposing actual or suspected wrong doing within the public service. These should include clear rules and procedures for officials to follow, and a formal chain of responsibility.
- ✚ An organizational working environment should be appropriately arranged for public servants. Because, high standards of conduct are encouraged by providing appropriate incentives for ethical behaviors, such as adequate working conditions and effective performance assessment.
- ✚ It needs more and comprehensive research investigations regarding to public servants professional ethics in public institutions at the research area.

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APPENDIX-A
ADDIS ABABA UNIVERSITY

COLLEGE OF BUSINESS AND ECONOMICS

DEPARTMENT OF Public Administration and Development Management

Master's in Public Management and Policy (MPMP)

Questionnaire for Civil Servants in selected Bureaus of Oromia Regional State

The purpose of this questionnaire is to gather data for a master's thesis entitled “**Public Servants' Attitude towards Professional Ethics and its Implication for Service Delivery the Case of Selected Bureaus of Oromia Regional State**”. This study is conducted for the partial fulfillment of Master's in Public Management and Policy (MPMP) in the Department of Public Administration and Development Management, College Of Business and Economics, Addis Ababa University.

I kindly request you for your time to complete this questionnaire to the best of your knowledge. Your free and frank feedback will be taken as an important contribution to the present research work. All ethical considerations and confidentiality of information will be adhered to.

Thank youfor your cooperation!!

Instructions:

- No need of writing your name
- You are kindly requested to give genuine responses by Put a tick (√) mark in the box that corresponds your choice from the given alternatives
- For open-ended questions, please write your ideas in the space provided

PART ONE (1): DEMOGRAPHIC INFORMATION

1. Gender: male Female

2. Age: 18- 30 Years 41-50
31-40 Years above 50

3. Level of education

4. Marital status

Married Unmarried

5. What is your current job position?

Administrative Service (AD) Sub-professional service (SP)
Professional and Scientific service (PS) Clerical and Fiscal Service (CF)
Trade and Craft service (TC) Custodial and Manual Service (CM)

If others please specify -----

6. Monthly salary

≤ 1500 3001 - 4500
1501 – 3000 4501 – 6000
6001 and Above

7. How long have you worked in your current organization as a civil servant?

1 - 5 years 15 – 20 years
5 - 10 years More than 20 years
10 - 15 years

8. Do you work in other organizations before you join to the current bureau?

Yes No

9. If your answer for question No 8 is ‘yes’, how long did you work in that organization?

Less than 1 year 10 - 15 years
 1 - 5 years 15 – 20 years
 5 - 10 years More than 20 years

10. If your answer for question No 8 is also ‘yes’, is your previous position related to your current position?

a. yes b. no

PART 2: Ethical codes of conduct adopted and enforced by the selected Bureaus:

Below are statements about codes of conduct in the Bureaus. Please read each of the items and put a tick (√) mark in the box corresponding to the scale that best describes your degree of agreement or disagreement with the statement.

5=strongly agree, 4=agree, 3=undecided, 2=disagree and 1=strongly disagree

No	Items	Scales				
		5	4	3	2	1
1	Your organization has its own codes of conduct that guides the behavior of employees					
2	In your organization, the codes of conduct identified the possible unethical behavioral problems					
3	In your organization, the consequences of violating codes of conduct identified					
4	In your organization, the consequences of violating the ethical codes of conducts are communicated to employees					
5	In your organization, codes of conduct encouraged/identified competence based advancement and discourage conflicts of interest					
6	In your organization, civil servants and officials follow rule and regulation while performing their official duties					
7	In your organization, a mechanisms to reward public servants who demonstrate					

	exemplary behavior					
8	In your organization, management applies the disciplinary rules to who violated the codes of conduct					
9	Others					

If you have any additional comments, please specify -----

PART 3: Attitude of public servants toward professional ethics

Below are statements about the attitude of public servants towards professional ethics. Please read each of the items and put a tick (√) mark in the box corresponding to the scale that best describes your degree of agreement or disagreement with the statement.

5=strongly agree, 4=agree, 3=undecided, 2=disagree and 1=strongly disagree

No	Items	Scales				
		5	4	3	2	1
	public servants' attitude toward professional ethics					
1	In your organization, decide as success is not a matter of competence; rather than personal relationship with higher officials,					
2	Most public servants in your organization, decide to respect the rules (code of conducts) while performing their official duties					
3	In your organization getting to work late and leaving early is decide as a normal practice,					
4	In the organization you work for, decide as a common to take home some office supplies such as printing paper, pens and others,					
5	In the organization you work for using computers and internet for non-work related matters during work time is common practice in the office,					
6	In organization you work for, if one wants to take a day off for rest, relaxation, or recreation, calling in "sick" is okay as long as it is not super-busy at work,					
7	In the organization you work for, when the boss is away, it is normal to use the time to make personal phone calls and play computer games in the office,					
8	In the organization you work for, decide as no Professional independence or profession dominated by politics,					
9	In the organization you work for, decide as accountability as given to the management bodies,					
10	In the organization you work for, decide as the management bodies have more advantageous than employees					
11	In the organization you work for, decide as Professionalism has less effective to employees in government institutions,					
12	Others					

If you have additional comments on public servants attitude towards professional ethic in your organization, please specify -----

PART 4: Ethical problems commonly prevailing in the selected Bureaus

Below are statements about the common public servants ethical problems. Please read each of the items and put a tick (√) mark in the box corresponding to the scales that describe the extent/level to which the mentioned ethical problem prevails in your organization.

5=very high, 4=high, 3=somehow, 2=low 1=very low

No	Items public servants ethical problem	Scales				
		5	4	3	2	1
1	Abuse(misusing) of power					
2	Creating fake document					
3	Non-observance of rules and working procedures					
4	Accepting or demanding bribes and gratification,					
5	Collusion between colleagues					
6	mistreatment of clients					
7	Repeated absenteeism or non-observance of office hours,					
8	committing an immoral act at the place of work					
9	Make partiality in performing duties					
10	Abuse of sick leave					
11	Personal use of work-related resources					
12	Falsifying work (time and expense) reports					
13	Fraud in performing duties					
14	Wasting, mismanaging or abusing organizational asset and resources(e.g., money, equipment, materials and the others)					
15	Accepting inappropriate gifts, favors, entertainment, or kickbacks from suppliers					
16	Leaving office during working hours for personal cases					
17	Others					

If you have additional comments on ethical problems in your organization, please specify -----

PART 5: Causes of unethical behavioral problems in the selected Bureaus

Below are statements about the major causes of public servants ethical problems. Please read each of the items and put a tick (√) mark in the box corresponding to the scale that best describes your degree of agreement or disagreement with the statement.

5=very high, 4=high, 3=somehow, 2=low 1=very low

No	Items	scales				
		5	4	3	2	1
	causes of unethical problems					
1	Public servants' lack of competence					
2	Lack of trust between employees and the management					
3	Lack of adequate training for public servants					
4	Weak or permissive leadership of the organization					
5	Unclear policies or rules of engagement					
6	Lack of political neutrality					
7	Lack of accountability/responsibility					
8	Inadequate payment for public servants					
9	Poor environmental working condition					
10	Lack of adequate resources					
	Others					

If you have additional comments of causes of professional ethics in your organization, please specify -----

PART 6: Implication of professional ethics for service delivery

Please read each of the items and put a tick (√) mark in the box corresponding to the scale that best describes your degree of agreement or disagreement with the statement.

5=very high, 4=high, 3=somehow, 2=low 1=very low

No	Items	Scales				
		5	4	3	2	1
	To what extent do public servants in your organization demonstrate the following ethical behaviors while providing services to customers?					
1	In organization you work for, delivering quick service to users based on public servants sense of accountability					
2	In organization you work for, delivering quick service to users based on public servants integrity					
3	In organization you work for, delivering quick service to users based on public servants honesty					
4	In organization you work for, delivering quick service to users based on the public servants impartiality					
5	In organization you work for, delivering quick service to users based on the public servants competences					
6	In organization you work for, delivering quick service to users based on public servants serving the public interest					
7	In organization you work for, delivering quick service to users based on public servants respecting the law					
8	In organization you work for, delivering quick service to users based on public servants transparency					
	Others					

If you have additional comments on implication of professional ethics for service delivery in your organization, please specify -----

GELAYE MIDAKSA

THANK YOU!

APPENDIX-B

Key informants (KI's) interview guide line questions:

1. For how many years you stayed on your current position?
2. Does your organization have a written code of ethics?
3. If your answer 'yes' what matter subjects are covered by the codes of ethics?
4. Do civil servants receive ethical training in your organization?
5. Does ethics training incorporate the organizational ethics code?
6. What is the procedure if the organization believes an ethical misconduct has occurred?
7. Who is responsible for its administration and periodic review?
8. How do you evaluate the civil servants attitude towards professional ethics in your organization?
9. As your evaluation, what are the common unethical practices of civil servants professional ethics in your organization?
10. In your organization, what are the major causes of civil servants unethical practices of professional ethics?
11. How do you evaluate, the implication of civil servants professional ethics for service delivery in your organization?
12. How do you evaluate the implementation of the professional ethics in your organization as a general?