

**THE IMPACT OF UNETHICAL CONDUCT AMONG CIVIL
SERVANTS ON SERVICE DELIVERY: A CASE STUDY OF
KITGUM DISTRICT**

BY

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Declaration

I, Emmanuel Tabu Temmy, declare that this is my own original work and it has never been presented for any academic award at any institution or University.

Sign.....

Emmanuel T.Tabu

Date.....

Approval

This is to certify that this thesis was carried out and submitted with my approval as the candidate's original work.

Supervisor:

Sign.....Date.....

Dr. G. Tusabe

Dedication

This dissertation is dedicated to my sisters Francesca and Absha Amoo and my Aunt Helen who sacrificed all they had right from primary level to see that I finish my education. Not forgetting A. Brenda SM. This dissertation is also dedicated to my late Mom Lamunu and Aunt Rose.

Acknowledgement

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Tabu T. Emmanuel

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Abstract

This scholarly study had to be undertaken due to the growing recognition of the threats posed by ethical violations in the public service in different parts of the world. Citizens and taxpayers have an important and legitimate interest in the value for money provided by institutions that use public money. It was therefore of paramount importance to carry out the study so as to find out the unethical conduct prevalence among civil servants and the impact ethical violation has on service delivery in Kitgum District.

The study's main objective was to discover the various types of unethical conduct in Kitgum district and its impact on service delivery. Specific objectives included: To find out factors underlying unethical conduct among civil servants in Kitgum district and the effectiveness of the various measures put in place by the NRM government to combat unethical conduct.

The investigation learnt that unethical conduct such as bribery, abuse of public property; poor client care, nepotism, absenteeism and selfishness are common among civil servants in Kitgum District. These conduct had negative impact on service delivery. Unethical conduct has led to inefficiency and ineffectiveness in service delivery, provision of very low quality services, abuse of human rights, boycott of services delivered by civil service and it has also retarded growth in Kitgum district.

This study was conducted using a case study. Kitgum District was the case selected. It was both descriptive and normative. The total sample size selected was 150. Study population consisted of civil servants and the general population.

Recommendations advanced by the researcher included: Need to build inner conscience through Ethics training, improvement of the working conditions and reviewing measures put in place to curb ethical violations and severe punishment of offenders.

CHAPTER ONE

1.0 GENERAL INTRODUCTION

1.1 Background to the study

The growing recognition of the threats posed by ethical violations in the public service accounts for the attention given to public servants' ethical conduct in different parts of the world. Many services such as education, health, and water contribute to the improvement of human welfare. Services such as basic education and primary health care are fundamental human rights. The United Nations declaration of human rights asserts an individual's right to 'a standard of living adequate for health and well being of himself and his family, including, food, housing, clothing and medical care and a right to education that is compulsory and 'free, at least in the elementary and fundamental stages' (http://en.wikipedia.org/wiki/United_Nations). In Uganda, these services are delivered through decentralisation to the local governments where civil servants are charged with the responsibility of providing timely, high quality and cost effective services to the nation. Too often, public services fail poor people-in access, in quantity, and quality. They are often inaccessible or prohibitively expensive. Even when accessible, they are often dysfunctional, extremely low in technical quality, and unresponsive to the needs of a diverse clientele (World Bank Report, 2004, p.45). The African report by Warioba (1996) puts it, "corruption is demanded and given during the registration of children at schools; patients are forced to offer bribes at hospitals in order to be treated, X-rayed, allocated a bed in the ward or operated upon" (as cited in Buckley, 2002, p.181). This failure is due to poor governance, which has resulted from unethical conduct in the public service. As a result, Africa's development partners, including the World Bank, International Monetary Fund and bilateral governments have exerted tremendous

pressure on African governments to take concerted actions to combat unethical practices in public services and promote good governance.

At independence, Uganda inherited the Westminster model of government not only in the realm of politics but also in the civil service. It was based on the principle of meritocracy or career opened to talent. Honesty, integrity, patriotism and incorruptibility were the underlying pillars of the Westminster model. However, these standards of professionalism and ethical behavior in the civil service were eroded as a direct consequence of political turmoil and economic decline that engulfed many African states after independence, Uganda inclusive (Karugire 1996, Katoorobo 1995, Byenkya 1997, Mugaju 1996, & Olum 1993). This led to the infiltration of unethical conduct in the civil service such as corruption and abuse of public offices.

When the National Resistant Movement government came into power, it put in place a number of measures to tackle unethical conduct among civil servants with the goal of improving service delivery and good governance. Measures like the creation of The Ministry of Ethics and Integrity, the Inspector General of Government office, the Public Accounts Committee, decentralisation, code of conduct and the civil service reforms among others. These measures were put in place to ensure that civil servants adhere to acceptable standards of professional and ethical conduct in carrying out their official responsibilities. These reforms were to ensure a civil service that is free from unethical practices and one dedicated to promoting good governance. However, cases of unethical conduct in the civil service are still prevalence in the media and research findings. The objective of this study was therefore to establish the unethical conduct that exists in the civil service and the impact it has got on service delivery. This study will assist policy makers with data on unethical conduct that are common among civil servants and the impact on service delivery.

1.2 Statement of the problem

The civil service in Uganda is charged with the responsibility of providing timely, high quality and cost effective services to the nation. Civil servants are charged with the

responsibility of delivering effective and efficient services to the citizens in an ethical manner. However, the civil service in Uganda is marred with cases of unethical conduct despite the various efforts put in place by the government to enforce compliance to ethical conduct. Regular media reports and recent research findings provide evidence that unethical conduct has its common place in our civil service. Cases such as bribery, nepotism, abuse of public property and poor client care have been reported to exist in the Uganda civil service. If the civil service tolerates an environment that condones unethical conduct, then they are encouraging rather than discouraging a culture of unethical conduct in our society.

1.3 Definition of Key Terms

Absenteeism: Refers to time an employee is not on the job during scheduled working hours, except for a granted leave of absence, holiday, or vacation time

Bribery: Is the offering, giving, receiving or soliciting of any item of value to influence the actions of an official or other person in discharge of a public duty. It is a gift bestowed to influence the receiver's conduct.

Civil servants: The entire body of persons employed by the civil branches of government

Civil service: Branches of public service that are not legislative, judicial or military and in which employment is usually based on competitive examination.

Client: A person using the services of civil services in Kitgum District.

Conduct: The way a person acts, especially from the standpoint of morality and ethics.

Corruption: Is a general concept describing any organised, interdependent system in which part of the system is either not performing duties it was originally intended to, or performing them in an improper way, to the detriment of the system's original purpose.

Ethical Principle: Is part of a normative theory that justifies or defends moral rules and/or moral judgments.

Ethical: Being in accordance to the moral principle of right and wrong that governs the profession and social behavior.

Ethics: A system of moral principles governing the appropriate conduct for a person or group. It covers the analysis and employment of concepts such as right and wrong, good and evil, and responsibility.

Unethical: Not conforming to the approved moral standard of social or professional behavior.

Moonlighting is the act of having a secret job in addition to the official job so as to get some extra income.

Moral actions are those that live up to principles, such as honesty, justice and respect for the person.

Nepotism: Is the showing of favoritism toward relatives, based upon that relationship, rather than on an objective evaluation of ability or suitability.

Selfishness: those whose code of morality places them self ahead of all other considerations, so their behavior is controlled only by convenience.

1.4 Scope of the Study

The study looked at the conduct of civil servants in regards to service delivery as a national concern, and it focused its attention on Kitgum District local government. The study confined itself to civil servants and their clients. Content wise, the study concerned itself with the civil servants' unethical conduct and how it affects service delivery in Kitgum District. Time scope is from 2000-2006.

1.5 Overall objective of the Study

To find out what impact unethical conduct among civil servants has on service delivery in Kitgum District.

1.5.1 Specific Objectives

- To identify the forms of unethical conduct common among the civil servants in Kitgum District.
- To find out the causes of this conduct.
- To find out the consequences of this conduct on service delivery.
- To identify the measures taken, tools used and the institutions established to eliminate/reduce this conduct; and their effectiveness

1.6 Research Questions

- What is the most common unethical conduct among civil servants in Kitgum District
- What are the possible causes of unethical conduct?

- What impact/consequences does the conduct have on service delivery?
- What are the various measures, tools and institutions established to eliminate this conduct how effective are they?

1.7 Justification of the Study

According to Rasheed (1995), tremendous pressure on African countries by International donors requiring stricter adherence to good governance and the curtailment of waste and squandering of resources has intensified (pp.12-14). The Monitor of 11th, July featured the title, *IMF Warns Government over corruption* (Nyanzi, 2005, p.1). In the same issue (11th, July, 2005) it was reported that the Mukono District Chief Finance officer was interdicted from office over allegations of embezzlement of public funds (Semakula, 2005, p.6). According to Bogere of “Daily Monitor” of (11th.July, 2005, p.5) Major Ruranga Rubaramira was reported as saying more aid means more corruption. With such media reports on corruption, this kind of scholar study was therefore justified. This study had be done so as to find out the common unethical conduct in the civil service, the causes and impact it has on service delivery and how best it can be eliminated.

1.8. Significance of the Study

The availability of information on the impact of unethical conduct in the civil service on service delivery in light of good governance is important considering the resources the government has put in place to ensure ethical conduct. It will be of great help to policy makers and implementers.

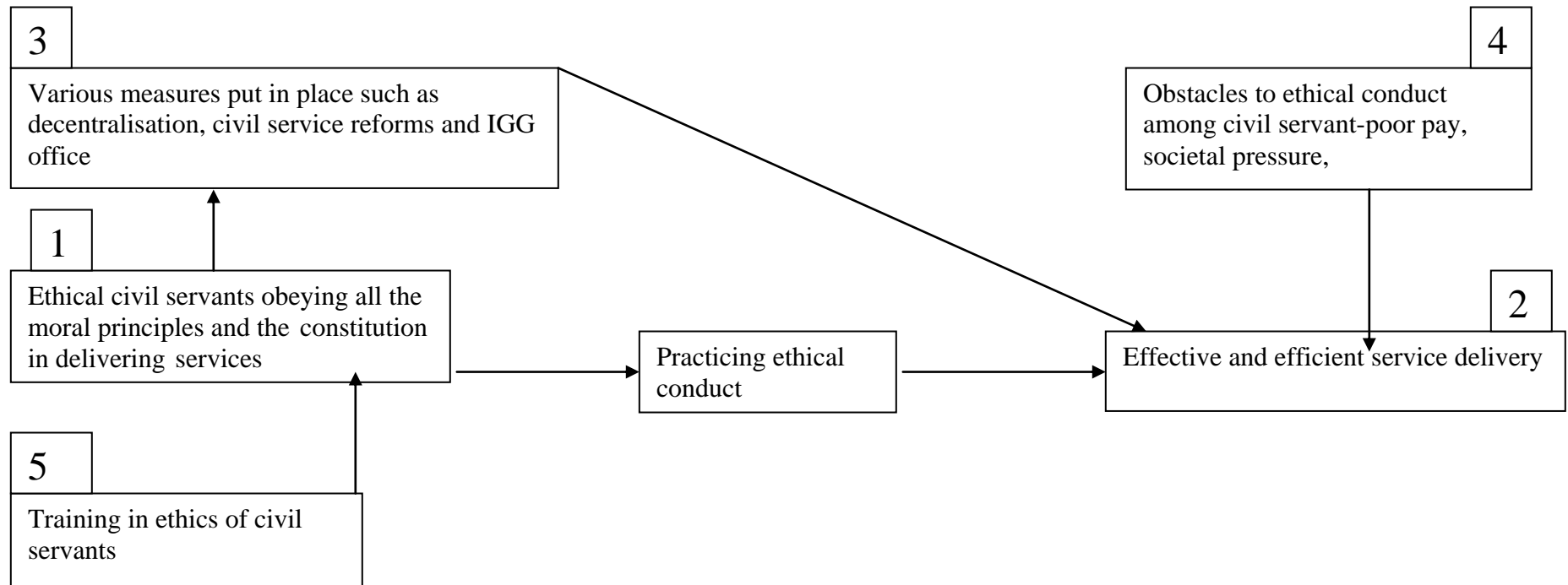
The study was also important because civil servants act in ways that seriously affect the well being of many people and the society. We want their actions to be guided or conform to the moral principles we share with each other. These moral principles prevent them from subordinating other people’s interests to their own, or the interest of some people to those of others. For an effective and efficient delivery of services, civil servants should develop a sense of responsibility first and foremost. Establishing the fundamental cause of unethical conduct among civil servants is of importance to policy makers. It was further significant because successful completion will lead to the award of Degree in Masters of Arts Ethics and Public Management

1.9 Conceptual Framework

The conceptual framework shows that when we have a civil service that is made up of members who are ethical (1), the services they deliver will be efficient and effective (2) meeting the needs of the users and the common good at large. This leads to the promotion of good governance. This implies that unethical conduct among civil servants leads to poor service delivery and does not promote good governance.

The framework further shows that the government has put in place a number of measures to combat unethical conduct (3) -measures intended to have a civil service that is ethical so has improve on service delivery and realise the promotion of good governance. The framework further shows that despite the various measures put in place, there are some obstacles that stand in the way of civil servants to act ethically (4). These obstacles lead to unethical conduct thus affecting service delivery. In order to have a civil service that is ethical, civil servants need to be trained in ethics (5).

Conceptual Framework



CHAPTER TWO

2.0 REVIEW OF LITERATURE

This chapter surveys scholarly articles, books and other sources (e.g. dissertations, conference proceedings) that have been written by other scholars that are relevant to the objectives of this study. The review will look at articles on unethical conduct in the public service, their impact on service delivery, measures put in place for tackling unethical conduct and the motivating factors for unethical conduct.

2.1 Introduction: Examples of unethical conduct and its impact on service delivery

The failure to observe ethical obligation not only affects efficiency levels of the services, but also more seriously brings the public service into discredit with the public losing faith in Government (Mugangwa 2002 p.2). The existence of unethical conduct in the civil service affects service delivery negatively. In the present study, the impact of unethical conduct on service delivery is investigated. This sub-theme looks at some of the materials on unethical conduct and their impact on service delivery.

2.1.1 Moonlighting and its impact on service delivery

A recent study of health workers' 'survival strategies' in Uganda reports that: "Charging informal user fees, mismanaging user charges and drug supply, treating at home, owning private clinics (supplied with drugs intended for the public clinic) and drug shops, and working part-time in these clinics and shops instead of the public work-place, are all wide spread strategies used by health workers in order to supplement their meager incomes." The study highlights some unethical conduct like corruption, moonlighting, bribery and abuse of public property that are wide spread in health units across Uganda. The focus of the investigation was on survival strategies of health workers. The above study is limited in that it only highlights unethical conduct practiced by health workers so as to supplement their meager incomes. It does not give us the impact of the unethical conduct on service delivery, which is the main objective of this current study.

2.1.2 Bribery and its impact on service delivery

Cohen (1986) refers to corruption, graft, bribery, theft, and gratuities as exploitation and describes exploitation as acting on opportunities, created by the virtue of one's authority,

for personal gain at the expense of the public one is authorized to serve (p. 23) The more indirect effects of relatively petty corruption can seriously obstruct provisions of basic social services in areas such as health, water, education and environment as stipulated by the International Bills of Human Rights as Obasanjo notes:

“A minister of health (...) knowingly, deliberately and corruptly purchases expired drugs, and when an epidemic breaks out, a whole community is wiped out. Or a senior official of ministry of education purchases inferior materials for the construction of a school building collapses, killing hundreds of school children” (as cited in Buckley, 2002, p.181). This literature is asking us to imagine what would happen if civil servants acted unethically. It was not based on concrete evidence. However, this current study’s interest is the impact bribery has on service delivery based on collected data and not imagination.

According to Sider (1983), millions of Africans thus die due to the absence of essential infrastructures such as health units, roads, drugs, social security, food security, and clean water and so on. It is when one considers these terrifying effects of corruption that one cannot but call the corrupt officials and leaders, real murderers (p.44). This literature is highlighting the impact of the absence of essential infrastructure. This literature is limited because it is concerned with the absence of health units, roads, social security and clean water. However, this current study is interested in the conduct of civil servants in existing health units, schools and generally existing public offices and how civil servants’ conduct impact service delivery.

Corruption negatively impacts on delivery of services, community security, and infrastructure development, exacerbating district and community poverty; making poor people suffer (PPA, June 2000, p.42). This study seems to concentrate on the poor community only but the current study is interested in the whole community in Kitgum District who use the services of the civil service. The study also does not tell us how corruption negatively impacts service delivery that is of interest to this present study.

Buckley (2002) goes on to say that; “...those countries that are dependent on aid-donations from outside, social and economic development can be hit all over again

through the country's very reputation for corruption" (p.181). This therefore leads to avoidance by donor countries to provide aids to corrupt countries or even potential investors from international firms are repelled by a country's reputation for corruption. This was confirmed by a study done in 1999 by Alesina and Weder (1999). According to the study, Scandinavian countries and Australia now have a significant tendency to avoid providing aid to corrupt countries (as cited in Buckley, 2002, p. 181). The above literature shows that corruption has double consequences for the very poor. According to Buckley (2002), the poor are deprived by their own officials of the donations intended for them, and at the subsequent stages, donor agencies feel increasingly obliged to threaten to cut off aid to regions where aid-projects are routinely corrupted. The materials above are concerned with what would happen to aids in countries where bribery is rampant. According to the study, corruption leads to the avoidance of aids donations. This is not the concern of this research. This study is interested in the impact bribery has on service delivery and not on the threats of cutting aids.

The World Bank report (2004) survey in 11 Eastern and Central European countries found that health sector was considered one of the most corrupt. More than 70% of patients make illegal payments in Azerbaijan, Poland and Russian federation-more than 90% in Armenia (pp.81-82). The World Bank survey was only interested in finding out the most corrupt sector in Eastern Europe. This current survey however is interested in the impact of corruption specifically in the civil service of Kitgum District on service delivery.

2.1.3 Poor client care and its impact on service delivery

Civil servants are expected to serve clients with courteousness and helpfulness. Civil servants ought to be sensitive to clients needs. However, if we are to go with different reports, we find that poor client care is very common in public services. Michael and Foo (2000) sums it well: "Voices of the poor and other surveys point to the helplessness that poor people feel before service providers-nurses hitting mothers during child birth, doctors refusing to treat patients of lower caste" (as cited in World Bank, 2004, p. 99). The above findings show clients are not served with courteousness and helpfulness. However, it does not give us the impact poor client care has on service delivery. This current study was

undertaken so as to establish whether clients of Kitgum District civil service are served with courteousness and helpfulness as expected and if not; what impact does it have on service delivery?

2.1.4 Abuse of government property and its impact on service delivery

Unethical conduct by health workers according to Kjaer and Kinnerup (2002) hurts primary health care because it leads to the exclusion of the poor and affects the quality service by draining drugs and trained personnel from public clinics. The report by Asimwe (1997) concludes that: Almost all the elements of the system, which were once public, have been incorporated into private business activity of health workers. Drugs that are supplied to public health units become the private property of health workers who sell them in their own private premises ranging in character from their homes to established medical clinics (as cited in *ibid*, 2002). Huge public resources that should be financing social provisions for citizens have routinely been diverted into private accounts of corrupt officials in countries where most basic rights to health, education and security are pressurized or at times non-existent (Buckley, 2002, p.181). According to the above literature, abuse of public property is wide spread in public service where public goods are turned into private goods. One limitation of the above studies is that it does not give us the impact the abuse of public goods has on service delivery in light of good governance and the studies covered only health departments. This present study is concerned with all the departments in the civil service. Its main interests are to identify the various types of the abuse of public property that exist in Kitgum and their impact on service delivery.

2.1.5 Nepotism and its impact on service delivery

Nepotism is a common accusation in the civil service and politics when the relative of a powerful figure ascends to similar power seemingly without appropriate qualifications. Lazear (2000) notes: Many and usually most providers in the public sector are dedicated people whose interests are largely compatible with the public good. But their own needs of looking after their family, ensuring their well-being, having friendly relations with their neighbors-all prevent them from providing sufficient services to benefit poor people (as cited in World Bank, 2004, p. 98). According to Waliggo (1996), it has become the

ordinary explanation of corruption in Africa to say that it is due to the fact that Africans have so called “extended families” that they identify closely with their clans, tribes, regions, and want to show great generosity to friends and relatives (pp. 122-123). This attitude has led to the appointment of relatives to public offices based on relation not qualification and also the award of tenders and contracts to relatives. The investigation shows that service providers practice nepotism when delivering services. It further shows that most service providers want to act ethically when delivering services, but are forced to act otherwise. The only limitation of the investigation is that it does not tell us why service providers have failed to obey the codes of conduct and the law, and what impact nepotism has on service delivery.

2.2 Reasons for unethical conduct in Uganda civil service

2.2.1 Political Instability

Unethical conduct in Uganda’s civil service has been attributed by many scholars to political instability as seen in the preceding literature.

“At independence, Uganda had a strong, viable, reasonably impartial and corrupt free civil service, which was reportedly one of the best in sub-Saharan Africa” (Karugire, 1996, p.81). Katoorobo (1995) notes, “During the colonial and postcolonial period; cases of embezzlement and corruption were rare. These high standards of morality were eroded during the period of political instability and administrative decay” (p.19). According to Byenkya (1995), the civil service collapse was due to the political crisis that gripped the country in 1966/67 when Obote abrogated the constitution and centralised power. Mugaju (1996) observes that the military regime that captured power in 1971 and ruled up to 1979 saw almost a total collapse of the civil service (p.16). The political instability that followed the post Idi Amin era aggravated the mess in the civil service (Olum, 1993). Over the time, the state in Africa has evolved as an undemocratic, autocratic and patrimonial entity. Being essentially a vehicle to execute the unquestioned will and whims of unaccountable ruling elite, it became an ideal breeding ground for the very forces making for unethical behavior. Even with transition to greater political liberalisation, overt paternalism is a quality that the state has yet to effectively rid itself of (Rasheed, 1995, pp.12-14). The studies above all show that Uganda’s civil service before independence

was characterised by high sense of ethics, integrity and professionalism. These principle practices were soon eroded after independence. Lack of professionalism, declining sense of integrity and honesty and conflict of interests marred the civil service there after. Uganda civil service became oversized poorly paid with inadequate skilled manpower. All these were attributed to political instability that gripped Uganda after independence. The above studies are limited in that they do not tell us why the situation seems not to have changed since Uganda is experiencing relative political instability. The investigations do not answer the question why civil servants still act unethically despite the relative political stability brought by the National Resistance Movement government.

2.2.2 Poor motivation

Poor motivation of civil servants by the government has for long been blamed for unethical conduct in the civil service. Various scholars have argued that civil servants violate ethical principles because of poor pay. "... a significant proportion of the bribes taken in developing countries do go straight to support the extended families of poor public officials on miserable wages" (as cited in Buckley, 2002, p.180). "... those participating in petty corruption in Africa tend to take bribe 'as a result of their meagre incomes and low standards of living: and what they receive only helps make end meet'- often for a large pool of dependents relying on a small, single wage" (Warioba, 1996). According to Uganda Participatory Poverty Assessment Report (UPPA) (June, 2000), "in order to make ends meet, teachers reported seeking alternative income generating opportunities, thereby reducing teaching time, frequently arriving late and leaving early (p.27). UPPA further notes that poor quality of treatment by health staff was understood in some cases to result from lack of motivation due to under staffing, poor conditions, delayed and low salaries (p.24). The Tulya-Muhika Commission (1980-82), noted that civil service was performing poorly because civil servants were mistreated, lacked security of tenure, basic facilities and amenities at work. The commission observed that, a civil servant has either to survive by lowering his standards of ethics or performance of duty or remain upright and perish. It was found out that civil servants lowered their standard of ethics and took bribes so as to survive. The Public Service Review and Re-organisation Commission (PSRRC) of 1989 and 1990 reported that the issue of

commitment or morale of civil servants was reported to be at the lowest ebb. The productivity of the public service was low due to factors like insecurity of tenure personal security of life and property shortages and low salaries that were quickly eroded by inflation. The PSRRC (1989) recognized that the civil servant was left alone to fend for his/her survival and this most times led to unethical acts (Langseth & Mugaju, 1996, p.29). According to Murphy and Moran (1981), public officials rationalize their unethical conduct by claiming that the one is simply taking what is rightfully his/her; and if the city paid him/her a decent wage, one wouldn't have to get it on his/her own (p.93). The literature above tells us that civil servants act unethically because of the poor working conditions and poor remuneration. The civil service reforms have been going on since 1992. Under these reforms, the government is reducing on the number of civil servants through retrenchment, trying to improve on the working conditions of the civil servants and also improving on their pay. The above studies do not answer the questions why cases of unethical conduct in the civil service despite the reforms? This current study therefore was carried out so as to ascertain the effectiveness of the reforms in the elimination of ethical violations among civil servants and also to find out whether the reasons given by the cited scholars above on the causes of unethical conduct are true in Kitgum.

2.2.3 Corruption by politicians

The serious corruption of politicians who sign cheques that bounce, get millions of dollars through “kickbacks” from multinational companies, ...become the cause of petty corruption of the police, public “servants”, ministerial drivers and sweepers, the medical nurses, and the small traders (Waliggo, 1996, p.130). Waliggo (1996) points out those African leaders rationalise their corrupt acts by saying everyone is corrupt, corruption is normal and good (p.128). This has led Waliggo to conclude that such hypothesis has helped institutionalise corruption in Africa and to make it appear as something normal. The investigations above show that civil servants act unethically because of their politicians who do the same. The above study is limited in that it is not true that the politicians motivate all those who act unethically. And if they are, why is it some resist and others do not? It was of importance to carry out this study so as to find the truth about the claims.

2.2.4 Societal pressure

Some corrupt officials have blamed the pressure put on them by the society on their actions. According to Githongo (1996), "...people expect a public leader to be corrupt and a mass wealth" (as cited in Waliggo, 1996, p. 124). Waliggo (1996) goes on to say that people look down on a leader who has not enriched oneself at the expense of the state (p.124). People of integrity become a laughingstock, which leads to the corruption of the young generation (ibid. 1996, p.128). According to Bayart (1989), when a government minister or official is dropped, people in Cameroon say: "They have taken food off his plate". When a new one is appointed, they say: "They say they have given him plenty to eat" (as cited in ibid, 1996, p.126). According to Murphy and Moran (1981), the following are some of the rationales that might easily be used by public official to justify unethical behavior; the public thinks every cop is a crook-so why try to be honest? The money is out there-if I do not take it, someone else will (Murphy & Moran, 1981, p. 93). The studies above show that civil servants act unethically because of the pressure put on them by the society. It can be concluded that civil servants would have acted ethically if it were not for the pressure put on them by the society. Therefore, society forces civil servants to act unethically. The present study is concerned with the question why some civil servants act ethically despite societal pressure to act unethically. It tries to find out whether there is something more than just societal pressure to act unethically.

2.3.0 Measures, tools and institutions to enhance ethical practices in the civil service

Failures in service delivery have not gone unnoticed in Uganda. Indeed, there is a cacophony of proposed institutional solutions: civil service reforms, privatisation, democratization, and decentralisation, enacting the leadership code inter alia.

2.3.1 Different measures

When the National Resistance Movement came into power in 1986, it took a variety of measures ranging from enacting codes of ethics, to establishing institutions to enforce ethical behavior. This was done with the hope of remedying the ethical deficit and lack of accountability in the public service that marred the previous governments. According to Olowu (1993), all these measures were in addition to the traditional institutions established to control and hold civil servants accountable. These included; the legislature,

political executive, the press, special interests groups and political parties. According to Obong (2001), today, the government has set up many institutions to deal with corruption. These include inter alia the IGG, Auditor General, Public Accounts Committee, the Service commission and Committee for instance, the Judicial service Commission (p.16). The literature above lists the different measure put in place by the government but does not give us the effectiveness of the different measures on the fight against unethical conduct. This is the point of contention of this current study. This study's objective was to assess the effectiveness of the various measures put in place.

2.3.2 Civil service reforms

The civil service reforms have been going on since 1992. The reforms included; removing functions that could be carried out by semi-autonomous or even private agencies, retrenchments of civil servants, and privatisation of public sector enterprises. Using other successful reform programmes as a guide, the Public Service Review and Reorganisation Commission (PSRRC) (1989) articulated a new vision of the civil service. The civil service should be smaller, better paid, more efficient and effective. It should have fair, simple rules and consistent procedures that foster discipline while leaving room for personal initiative. The PSRRC report simply highlighted the changes that need to be done so as to realise efficient civil service. The present study was undertaken so as to examine the effectiveness of the reforms in combating unethical conduct in the civil service and how it can be improved further.

2.3.3 Decentralisation

Decentralisation is one of the cornerstones of the contemporary good governance agenda. Decentralisation policy in Uganda is one of the several reforms adopted by the NRM government in its quest to improving service delivery and public accountability. Accordingly, the policy was designed to devolve powers and responsibilities for administration, planning and finance to the local governments. Article 176-207 of the constitution shows that democratic decentralisation of powers and finances provide the necessary principles to fight abuses and control corruption.

“Decentralisation was designed with a vision of improving accountability and improved service delivery” (Nsibambi, 1998, p.2). Olowu (1993) notes that, decentralisation was effected in addition to traditional institutions established to control and hold public service accountable. Such other institutions according to him included; the legislature, judiciary, the press, political executive and other pressure groups. These were in addition to the internal controls, which inhere within the civil service. Decentralisation was expected to bring about administrative and structural changes in health delivery system with the goal of improving coverage and equity as well as technical and allocative efficiency (Deininger Klus & Mpuga Paul, 2004, p.6). Increasing poor clients’ choice and participation in service delivery will help them monitor and discipline providers. Raising poor citizens’ voice through the ballot box and widely available information, can increase their influence with policy makers-and reduce the diversion of public services to non-poor for political patronage (ibid. p.7). According to above literature, decentralisation was to improve efficiency and effectiveness in service delivery and to improve accountability of the public servants to the public. However, some scholars think decentralisation does not improve efficiency and accountability. Instead decentralisation may instead mean decentralising central inefficiency and corruption. According to Waliggo (1996), care must be taken not to decentralise corruption with the state as it happened in many districts administrations in Uganda since 1994 (p.135). According to GIGA (2006), the Ugandan government initiated an ambitious decentralisation reform in 1992, which represents an example of full-fledged devolution with the transfer of far-reaching responsibilities to local governments. However several shortcomings, such as low levels of accountability, insufficient human and financial resources, corruption, patronage, and central resistance to decentralisation, constrain the proper implementation of the reform, putting improvements in participation and efficiency at risk and ultimately jeopardizing the intended impact on poverty (http://www.giga-hamburg.de/content/publikationen/pdf/wp31_steiner.pdf). The above two scholars have concluded that decentralisation led to decentralising corruption and inefficiency. The investigations are limited in that Waliggo and Giga contradict Nsibambi and Deininger et al (1998). It is argued for instance, that in Uganda decentralisation has been adopted as a mechanism to improve service delivery, which in turn is hoped to increase people’s support for the National Resistance Movement (NRM)

government, and subsequently keep it in power (Saito, 2001). Therefore, this current scholarly study was undertaken so as to establish the facts about decentralisation in improving service delivery and fighting unethical conduct.

2.3.4 The Code of Conduct and Ethics for Uganda Public Service and the Leadership code

According to Kajura (2002), “One of the most important ways of ensuring positive ethical behavior in the public service is the establishment of a public service ethical code. The code sets out the ethics which, should guide public officers and remind them of their obligations and responsibilities to the public,” (p.2). Ethics codes are designed to safeguard the public and to guide professionals in their work so that they can provide the best possible service (Corey, Corey & Callanan, 1998, p.8). According to Langseth (1996), the leadership code prohibited conduct such as accepting gifts or benefits in relation to the exercise of official duties; permitting a conflict or between official duties and misuse of official information not available to the public; misappropriation of public funds; improper use of official position to obtain property; use of official time for private business and practicing favoritism or nepotism and committing sectarian acts. The codes according to the above scholars were designed with the view of promoting moral uprightness of civil servants. According to the above literature, the code of conduct and ethics were designed to ensure the impartiality, objectivity, integrity, efficiency and discipline of public officers when exercising discretionary powers. This current study was undertaken so as to ascertain whether the codes have ensured positive ethical behavior among civil servants in Kitgum District and how effective they have been in instilling ethical values among civil servants since the early studies never investigated their effectiveness. The earlier studies simply described the functions of the codes.

Code of ethics provides general standards, but these guidelines are not sufficiently explicit to deal with every situation. Consequently, practitioners retain a significant degree of freedom and will encounter many situations that demand the exercise of sound judgment to further the best interests of their clients (Corey, 1998, p.2). The decision one servant makes when faced with ethical dilemma may be different from that of another. Ability to

reason with ethical principles and arrive at a decision for which we are willing to be accountable is what makes one ethical (Lanning, 1997, p.113). According to the materials above, the codes of ethics do not necessarily lead to ethical behavior. There is something more. One can have the codes of conduct but still fail to follow them. Therefore this current study was interested in finding how civil servants can be made to act according to the demands of the codes.

CHAPTER THREE

3.0. RESEARCH METHODOLOGY

3.1. Introduction

The study's intent was to survey civil servants and their service users in Kitgum District. 58 civil servants and 62 service users from Kitgum District Local government were used as subjects. The intended sample space was 150 respondents. In the collection of data, the study mainly relied on self-administered questionnaires, interviews and group discussions. The findings were supplemented by literature reviews and observations made by the researcher. A total of 90 questionnaires, interviews, group discussions and observations were analysed.

3.2. Research Design

This study was conducted using a case study. Kitgum District Local Government was the case selected. It was both descriptive and normative.

3.3. Area of Study

The study area is Kitgum District Local government in the Northern part of Uganda.

3.4. Study population

The population studied consisted of civil servants, local politicians, religious leaders, Non Governmental Organisation staffs and the members of the public who are served by the civil service

3.5. Sample Size

The total sample size selected was 150, but only 120 respondents were studied, as the other 30 never returned the questionnaires and some did not turn up for group discussions. The sample size was deemed representative enough since both the civil servants and their service users face more or less similar problem or at least aware of the unethical conduct common among civil servants. The sample size consisted of: 58 civil servants who included the lower, middle and high ranking civil servants, 10 local politicians that included both members of parliament and local councilors, two religious leaders, and 50 members of the public including staffs from Non Governmental Organisation.

3.6. Sample Selection

The majority of the respondents were from Kitgum Town Council 62.5 %. This was so since the largest number of the population in the town depends on the civil service unlike

those in camps who depend on the Humanitarian Organisations. Stratified sampling method was used in selecting the various departments in the district service Commission. This was done so as to cover all the major departments like Health, Education and Sports, Finance, Planning, Environment, Transport and Works and Tender Board. The selection of the civil servants in the various departments was done using both stratified and random sampling. The selection of senior civil servants and Heads of Departments was done using stratified sampling. This was necessary for key informants. The rest of the civil servants were selected randomly. The selection of the public was also both stratified and random. Stratification was used for the selection of literate respondents who would fill the questionnaires by themselves and understood some of the concepts. Random selection was used for selecting respondents for interviews and group discussions.

3.7. Source of Data

Data collection involved examination of library documents like books, papers and dissertations for secondary data. Primary data was collected from the field study through interviews, group discussions, self-administered questionnaires and participant observation.

3.8.0. Research Instruments

3.8.1. Research Questionnaires

A self-administered questionnaire was one of the main tools used in the collection of data. The questionnaire was designed to collect detailed quantitative data on all the civil servants and their service users. Questionnaires were administered to the respondents by the researcher. The questionnaires for this study were structured and unstructured. This made it possible to get information from both the illiterates and the literates.

3.8.2. Group Discussions

Five sessions of discussions were held with each session consisting of a maximum of five respondents. Only one discussion session was held with the civil servants. The researcher found it hard to organize group discussions with the civil servants since most claimed to be very busy. Group discussion helped the researcher to interact freely with the respondents and getting clarifications. It made it easy for the researcher to get explanations from the respondents.

3.8.3 Interviews

This method was also used. This took the form of a questionnaire for an interview guide. The researcher interviewed ten civil servants including; junior and senior civil servants, and Heads of Departments. This greatly helped in soliciting important information from the interviewee.

3.8.4 Participant observation

The researcher used this method so as to enrich data collected using other tools. The researcher made it a point to use the services offered by the civil servants in Kitgum District. The researcher therefore had first hand experience.

3.9.0. Data collection and Recording

3.9.1 Gaining Access

A letter of introduction was obtained from the department of postgraduate studies, which served as an introductory letter to the authorities in Kitgum District. A letter was also obtained from the Principal Personnel Officer Kitgum District that authorised civil servants to avail me with the necessary data/information.

3.9.2. Generating Data

The researcher interviewed the civil servants and some local politicians during normal working periods. Some few members of the general public who are employed were also interviewed during the working hours. Majority were interviewed during their free time.

3.9.3. Data Analysis

The analysis of the data was both qualitative and quantitative in order to enrich the study. Quantitative analysis applied to data collected by the use of questionnaires. Data collected was edited and calculated in percentage form and tabulated for easy presentation and analysis. Qualitative analysis was mainly through inquiry, explanation and critical observation of qualitative data collected through interviews, discussions and observation. Qualitative method helped the researcher to in soliciting respondents' opinions, attitude, explanation and experience that cannot be quantified.

CHAPTER FOUR

4.0 DATA PRESENTATION AND DISCUSSION

4.1 Introduction

This chapter deals with the presentation and discussion of data obtained from the field. The first part 4.2 will look at the Bio-data of respondents, 4.3 deals with data obtained on the Unethical Conduct common among Civil Servants and their Impact on Service Delivery in Kitgum District, 4.9 looks at the least common unethical conduct, 4.4 will look at the Factors Underlying Unethical Conduct in the Civil Service in Kitgum District and 4.5 Effectiveness of the various Measures put in place to Combat Unethical Conduct in civil service.

4.2 Bio-Data of Respondents

4.2.1 Educational background

Table 4.2.1 Educational background of the respondents

Level	Count	Percentage (%)
Non graduates	35	29.2
Graduates	40	33.3
Post graduates	10	8.3
Others	35	29.2
Total	120	100

The non-graduates consist of certificate and diploma holders while the graduates are degree holders in various fields. The post-graduates are post-graduate diploma holders, master degree holders and some Ph.D. holders.

4.2.2 Work experience in years (civil servants)

58 civil servants were studied in this research. 34.5% of civil servants have a work experience of below 5 years, 34.5% have a work experience of between 6 years and 10 years. 31% had a work experience of 11 years and above.

Table 4.2.2: Work experience of civil servants in Kitgum District

Response	Count	Percentage
5 years and below	20	34.5
6 years-10 years	20	34.5
11 years and above	18	31

Total	58	100
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4.3.0 Unethical Conduct common among Civil Servants and their Impact on Service Delivery in Kitgum District

4.3.1 Introduction

To begin with, the society needs to know the type of unethical conduct that occurs within their civil service. In this survey of Kitgum District civil service, respondents were asked to indicate how often they observe ethical infringement and the type of ethical infringement observed. The research findings that have been compiled in this chapter seek to find the work ethic of the civil servants and the impact of poor work ethic on service delivery. Below are the conduct identified as unethical by respondents and their impact on service delivery in Kitgum District.

4.3.1 Poor time management and its impact on service delivery

According to 65 % of the respondents, poor time management is ‘common’ as compared to 16.7% of the respondents who say it is ‘rare.’ 6.6% say it is ‘absent’ and 11.7% did not respond.

Table 4.3.1: Response on Poor Time management Among Civil Servants in Kitgum

The table below shows the response regarding time management by civil servants.

Table 4.3.1

Response	Count	Percentage
Common	78	65
Rare	20	16.7
Absent	8	6.6
No response	14	11.7
Total	120	100

The findings, through interviews, show that civil servants are not time conscious, engage in habitual late coming, are not result oriented and do not endeavor to accomplish planned activities on time. They spend most of their day on activities that are not related to their official work. For instance: Spending time on internal functions, meetings, full time newspaper reading and transacting private businesses in offices that add no value for

clients. According to a respondent, “tea breaks and lunch breaks are usually longer than the hours spent doing official duty.” The researcher through observations and interviews learnt that service providers report late for duty and leave early. This result can be supported by a survey in the United States where it was found that nearly 60% of workers admitted to ‘time theft’ in such forms as coming late to work, leaving early, or lying about sick days (Boone & Kootz, 1999, p.44). This practice goes against the act utilitarianism principle; a person performs the acts that benefit the most people, regardless of personal feelings (<http://www.bio.davidson.edu/people/kabernd>). Late coming is unethical since civil servants come late according to their convenience and leave early up to their convenience. This is an annoying practice and benefits only those who practice it. It reflects on the department’s image as one where being off schedule is ok

Numerous fallouts may result from such practice, especially from a team standpoint. Early comers may have to stretch to keep up with the "bosses" day. Poor time management has led to a reduction in work quality, increasing work order backlogs and reduced customer response times. In other cases, reasonable special requests are not being honored or performed in a correct and timely fashion. According to a key informant, “at the project/task levels, poor time management is one of the main reasons projects fail, fall behind schedule or miss their deadlines. It also disrupts their work and interferes with work of other officers.” Civil service users often take along time to get services due to, late coming and absenteeism on the part of service providers. All these acts lead to inefficiency and ineffectiveness in service delivery thus bad governance.

Civil servants need self-discipline if they are to overcome poor time management.

Civil servants ought to obey attendance policy. The civil service should enforce it and put limits on their "comings and early goings". The study found that senior civil servants are the worst culprits of late coming and early going. These senior employees become role models for the juniors and therefore it is their responsibility to be disciplined which would otherwise affect the general work environment. Their tardiness affects others and also leave the workplace short staffed and others have to do more than their share. Civil

servants ought to realise that their poor time management has serious effect on the well being of their service users.

4.3.2 Moonlighting and its impact on service delivery

According to 60% of the respondents moonlighting is ‘common’ among civil servants. 28.3 % say it is ‘rare’, 2.5 % say it is ‘absent’ while 9.2% gave no response.

Table 4.3.2: Response on Moonlighting Among Civil Servants

The table below shows the response on moonlighting among civil servants.

Table 4.3.2

Response	Count	Percentage
Common	72	60
Rare	34	28.3
Absent	3	2.5
No response	11	9.2
Total	120	100

Both quantitative and qualitative responses show that moonlighting is common among civil servants especially teachers and health workers who work in both government and private institutions. According to some respondents, civil servants especially the senior civil servants, just report in the morning and sign attendance book, leave their courts to show their ‘presence’ or should I say absence, and then disappear from office to conduct their private businesses. It was discovered that health workers devote very little time to the activities of health units. The research learnt that most times qualified health workers like doctors often leave their assistants (nurses) to handle most of the cases in public health centres, as they are busy in their private clinics. So you would not expect to get the best treatment for illness that requires a doctor’s attention from an assistant who is less qualified. According to a focus group respondent, “All you get from the hospital are panadol and aspirins from the nurses” Morality, according to Frankena, presumes that it is not permissible to violate a right if so doing will secure advantage for someone at the expense of the common good (p.3). To Raz (1995), parts of morality concern the duty to protect and promote the well being of people (p.3). Moonlighting is unethical since it

secures advantage for civil servants at the expense of the general public. Moonlighting results to low quality of services delivered. A respondent revealed this: “health workers are never available for duty when called upon because most of them are in their private clinics.” The justifications given for moonlighting is poor pay. This view is supported by a recent study of health workers *Survival Strategies* done in Uganda by Asiimwe (1997); “...treating at home, owning private clinics (supplied with drugs intended for the public clinic) and drug shops, and working part-time in these clinics and shops instead of the public work-place, are all wide spread strategies used by health workers in order to supplement their meager incomes” (as cited in Kjaer & Kinnerup, 2002, pp. 13-14).

This hurts primary health care because it excludes the poor and affects the quality of service by draining drugs and trained health workers from public clinics. People in lower social-economic class tend to have high rates of untreated illness and higher mortality rates since most cannot afford private doctors. This study also learnt that some parents have also declined to take their children to public schools citing poor standards in government schools due to absconding staff. For those people who are a bit wealthy, walk long distances bypassing public health clinics and public schools to private clinics and schools where the quality of services is some how better. Function of good governance is to ensure that an organisation or partnership fulfills its overall purpose, achieves its intended outcomes for citizens and service users, and operates in an effective, efficient and ethical manner (Wikipedia). Moonlighting negates this principle and this leads to bad governance.

4.3.3 Abuse of government/public property and its impact on service delivery

The findings as shown below clearly suggest that abuse of government/public property is a common unethical conduct among civil servants. According to 50.8% of the respondents, abuse of public property by civil servants is common. 25% of the respondents say abuse of government property is rare, 7.5% say it is absent while 16.7% did not response.

Table 4.3.3: Abuse of Government /Public Property by the Civil Servants

The table below shows the response on abuse public Property among civil servants.

Table 4.3.3

Response	Count	Percentage
Common	61	50.8
Rare	30	25
Absent	9	7.5
No response	20	16.7
Total	120	100

According to this study, one of the more serious ethical issues in Kitgum District civil service is theft of public property by public officials. This mainly occurs in the form of fraud and theft. This study revealed that drugs supplied to public health units become the private property of health workers who sell them in their own private premises-clinics. Further more, the research found that scholastic materials like textbooks, chalk, pens, and laboratory equipment are often times taken from public schools to private schools. This therefore leaves public schools with no scholastic materials hence affecting performance of students. Respondents through interviews complained that their children especially those in primary schools were not competent in reading and writing due to the absence of textbooks. Teachers use public school facilities to conduct their privately arranged classes. Reports by Inspector General of Government (IGG) that appeared in *The New Vision*; Monday, July 31, 2006 affirms the disappearances of scholastic materials. According to the reporter Karugaba (2006), the IGG report revealed that Arua district received Cycle Nine textbooks from M/S Mukono Bookshop on behalf of the Ministry of Education, but some of the books are missing from the packages (p.29). Theft and fraud according to this current study, however, are not the only ethical concerns regarding government property. Another important issue is the illegal use of public property by public officials for private benefit. The study learnt that civil servants use government vehicles to transact private businesses. Government/public property is expected be used only for activities associated with the performance of public duties, and not for purely personal reasons or for private benefit. Abuse of public property leads to the promotion of happiness/good to only those who abuse it; thus going against the utilitarian principle. This practice is therefore unethical since it provides greatest good to the least number. According to utilitarian rule, the morally correct rule is the one that provides the greatest good to the greatest number of

people. (<http://www.philosophyclass.com/>). According to utilitarianism therefore, a moral action would be that one that brings about the greatest good to the greatest number of people.

This conduct has led to poor services especially in hospitals and schools where there are shortages of drugs and scholastic materials most times. Patients are always referred to a private clinic of so and so that has the drugs. The result is that very few free services are delivered in the public utility facilities, and almost none at all are delivered to the poor who are unable to pay in private clinics. The study also found out that so, many people bypass the closest public facility to go to a more costly private facility or choose better quality at more distant public facilities that is well stocked with basic facilities. According to a respondent, “the best drug you can get from the hospital is aspirin and panadol.” Such attitude has led to many patients dying at home without being taken to hospitals.

4.3.4 Bribery and its impact on service delivery

Respondents were asked whether bribery is a common practice among civil servants. The findings’ results clearly suggest this to be the case. According to the findings, 58.3% of the respondents say bribery is ‘common.’ 35.8% of the respondents say bribery is ‘rare’, while 5.8% did not want to talk about it.

Table 4.3.4: Response on Bribery among Civil Servants in Kitgum District

The table below shows the response on Bribery among civil servants.

Table 4.3.4

Response	Count	Percentage
Common	70	58.3
Rare	43	35.8
Absent	0	0
No response	7	5.8
Total	120	100

Another important ethical violation identified by the respondents was bribery. The study learnt that a corrosive, daily culture of truly petty corruption whereby ordinary citizens have to routinely bribe personnel at schools, hospitals and municipal offices in order to access the most basic education rights, health-care or civic services exists in Kitgum District. Civil service clients have to routinely bribe civil servants for faster service. A bribe is demanded and given during the registration of children at schools; patients are forced to offer bribes at hospitals in order to be treated, X-rayed, allocated a bed in the ward or operated upon. The state of bribery as discovered by this study in the civil service could best be illustrated by the studies done before by different scholars as shown in the citation that follow. Asiimwe (1997) remarked, “Health workers ... routinely charge users beyond the agreed levels...” (P.27). This study learnt that bribery has led to the construction of poor infrastructures like roads and buildings; where unqualified contractors get the contracts after bribing the officials. The study found that tenders and contracts are awarded not based on the competence of the company, but most times based on nepotism/favoritism or after bribing the public officials. This has resulted into the construction of poor roads and building structures in the district, where most times inadequate materials such as cement are used or building materials of inferior quality are used. Some officials always approve the shoddy work done after being bribed. A similar case was also reported to exist in other districts of Uganda by *The New vision* of Monday, July, 31, 2006 when it ran the headline “Misuse of UPE Funds: IGG exposes schools.” It was reported by Karuga Mary (2006) that the IGG found out that the construction of classrooms under the school facilitation grant was not properly done at Kikandwa Baptist primary school. At St. Joseph Primary School Sentema, inadequate preservative was put on the roofing timber and at Bunawayaya Church of Uganda, shoddy work was observed in the construction and substandard furniture supplied (p.29).

The study discovered that some people especially the poor who cannot afford bribes or who do not have relatives in public offices chose to stay away. Drugs meant to be distributed freely to the public are most times sold in private clinics expensively. This has resulted into lack of drugs and poor access to facilities in public health centers. The result is that poor people are turned away from the services since they are unable to pay for

drugs and consultations. Bribery as a form of corruption therefore, leads to violations of human rights as Buckley (2002) states: Corruption can sweep away rights, like a great force sweeping away a fragile dam” (Buckley, 2002, p.182). “Both petty and grand corruption directly or indirectly infringes on economic, social, cultural, civil and political rights of the ordinary citizens and undermines a lot of development programmes” (p.180).

Civil servants are expected to be responsible to, and servants of, the public. Accordingly, there is an expectation that these public officials will act impartially and objectively in the performance of their official duties, with the goal of achieving the best interests for the public. When a civil servant acts on a bribe, however, he or she is no longer acting in the public’s best interest, but in the interests of the particular person or group, that is paying the bribe.

4.3.5 Nepotism and its impact on service delivery

Of the 120 respondents, 64.2% say nepotism is common in the civil service. 17.5% say nepotism is a rare case in the civil service. 18.3% did not want to talk about it. While none of the respondents indicated it as absent.

Table 4.3.5 Nepotism/favoritism among civil servants in Kitgum District

The table below shows the response on Nepotism among civil servants.

Table 4.3.5

Response	Count	Percentage
Common	77	64.2
Rare	21	17.5
Absent	0	0
Don’t want to talk about	22	18.3
Total	120	100

Through interviews, it was revealed that patronage play an important part in the recruitment and provision of social services. It further revealed that public officers give unfair and bias treatment to the public (clients) in respect to relationships and area of residence (counties and sub-counties). Nepotism is unethical since ethical principle calls

for consistency when dealing with humanity. Moral reasons, including moral actions, if they are valid, are binding on all people at all times in all places given the same relevant circumstances (<http://www.statewards.edu/urs/norm.htm>). The principle of impartiality also forbids us from treating one person different than another when there is no good reason to do so (ibid). This calls civil servants to set aside their personal interests.

However, this study discovered that a public servant becomes the patron and distributor of jobs, contracts scholarships-all not on the basis of merit but nepotism. The area or origin of public officer gets preferential treatment when it comes to service delivery. According to a respondent, “for one to get a quick or fast service you have to know someone there, or else have some *chi*.” The study furthermore revealed that senior civil servants become the source of pride to their areas of origin and family members. They are expected to perform certain social obligations including helping members of his/her area of origin (some quite unqualified) to secure jobs and other opportunities like contracts and tenders in the district. This finding is supported by Waliggo (1996), as noted below: Any governmental public job is seen as a rare opportunity to acquire wealth and prestige. Having thus acquired both through corruption, the African modern chief (and all so-called “civil servants” are in fact chiefs”), begins to distribute favors to relatives, friends, tribesmen and to buy former enemies (Waliggo, 1996, p.126). Nepotism results into unequal delivery of services, leading to undue preferences for given natural or legal persons, and overriding the equality of others who are or may be just as needy or qualified for the public resource in question. It becomes a barrier to social services even when the services are free. It goes against the Universal Declaration of Human Rights article 21 that states; every individual has the right to equal access to public service.

Health workers, teachers and engineers who are employed on the basis of ‘technical know who’ and not based on their competence always give wrong medical advice or procedures, use ineffective teaching methods and put up infrastructures that are weak. The study found out that intended/targeted beneficiaries of a particular service are always denied their rights. This has led to the suffering of the rightful benefactors and the intended results of the projects are not realised. The principle of good governance requires public servants to

ensure that all members of society feel that they have a stake in it and do not feel excluded from the mainstream as nepotism does. Nepotism therefore leads to poor governance.

Civil servants ought to realize that every person shares certain inherent human rights, simply because of their membership in the human race. All humans should be considered equally important, simply because they are human. All should enjoy basic human rights. Therefore, civil servants ought to respect the principle of equality and justice that is, the duty to view all people as moral equals and to treat equals equally, unequal unequally.

4.3.6 Selfishness and its impact on service delivery

Selfishness, according to the findings of the study below is a common practice among civil servants. The quantitative result shows that 67.5% of the respondents say selfishness is common among civil servants. 22.5% say selfishness is rare, 10% gave no response and 0% said it is absent.

Table 4.3.6: Response on the Occurrence of Selfishness among Civil Servants

The table below shows the response on Selfishness among civil servants.

Table 4.3.6

Response	Count	Percentage
Common	81	67.5
Rare	27	22.5
Absent	0	0
No response	12	10
Total	120	100

Through qualitative, quantitative response and observations, it was learnt that civil servants always act in a manner that satisfy their own interests at the expense of public interests. The study discovered that greed for wealth is what has driven civil servants to act selfishly. This is demonstrated by the officers rewarding themselves contracts and tenders, converting public assets into private assets dividing plots of land within the town council among themselves, effective implementation of policies that benefit them and choosing projects where they can directly benefit. They therefore serve their own best

interests, even when it conflicts with the interests of others. This act has led civil servants to prize themselves above everything and everyone. This has resulted into disrespect of others; not their lives, property, rights, freedoms, nor opinions. They only respect themselves, their own feelings, opinions, rights and freedoms.

Selfishness is therefore unethical since it goes against the ideal of resolving conflicts of interests. Public interests call on men to despise their egoism, to set their preferences side by side with preferences of others and to examine them all with the same disinterestedness and impartiality (Barton, 1995, p.46). Each individual’s interests are equally important. According to the principle of impartiality, each of us should acknowledge that other people’s welfare is just as important as our own. It is a rule that forbids us from treating one person differently from another when there is no good reason to do so. A civil servant ought to have knowledge of coexistence that is, should consciously do what is beneficial to him and others. A civil servant therefore ought to balance self-interest and public interests. It is wrong to use other people as a means to other people’s ends. The basic idea of impartiality according to Rachels (1999) “...is that each individual’s interests are equally important. Therefore, each of us must acknowledge that other people’s welfare is just as important as our own” (p.3). Respondents feel that public services are not easily accessible and reliable to those who need them. Service users have lost confidence in the ability of the public service to solve their problems.

4.3.7 Poor client care and its impact on service delivery

The quantitative results show that 54.2% of the respondents say poor client care is common in Kitgum District civil service. 36.7% of the respondents say it is rare. 9.1% say it is absent while none of the respondents gave ‘no response.’

Table 4.3.7: Showing the Occurrence of Poor Client Care in Kitgum Civil Service

The table below shows the response on Poor client care among civil servants.

Table 4.3.7

Response	Count	Percentage
Common	65	54.2
Rare	44	36.7

Absent	11	9.1
No response	0	0
Total	120	100

This study learnt that civil servants do not serve the clients with courteousness and in a professional manner in accordance with the standards set. They harass clients-this is especially common in the hospitals where nurses often harass patients; clients are not served with fairness, clarity, respect and promptness. It was also reported to exist in schools where some teachers use foul language, show up drunk and administer corporal punishment to students. This is very unfortunate since teachers, who are responsible for educating students, must themselves be critical thinkers; respect and understand diversity; communicate effectively; possess pedagogical skills, content knowledge, and classroom management skills; demonstrate skills for life-long learning; effectively use technology; and demonstrate professionalism.

Poor client care is well illustrated by the high level of negligence in the civil service. The study revealed that civil servants especially the secretaries and receptionists fail to care for or give proper attention to customers. Often times they use foul and rude language at customers. A woman complained of being hit by staff at *Padibe*, a rural health centre during delivery. The civil servants treat clients most times according to social class. Some respondents revealed that civil servants first observe you and see whether you have money or are educated. Those who look a bit wealthy and educated are given priority. Most times these officers do not explain to clients the reasons for their actions or non-action. As one of the respondents noted, 'when you asked for an explanation it will be like you have asked for trouble.' Participants in a discussion group complained about the attitude of staff at the local rural government hospitals, with one respondent summing up the experience: "They have their noses up in the air and neglect us. They really have a way of making you feel uneducated." According to Howard-Hassmann (2003), all people and individuals are entitled to respect and a sense of dignity. It is difficult for any individual to function effectively without the sense of his/her moral worth, a sense of self-respect (p.354).

Some respondents claimed that health workers treat you harshly so that one curses public health facilities and resorts to private clinics where they treat you like a king. According to a key informant: ‘...same government doctor who was not easily or conveniently accessible, whose medication was not satisfactory and whose manner was brusque and indifferent transformed into a perfectly nice and capable doctor when he was seeing a patient in his private practice because he wants the patient to return’ According to another respondent, “Some health workers deliberately offer you poor services so that you curse public hospitals and go to private clinics.” The primary responsibility of a public servant is to respect the dignity and to promote the welfare of clients (Corey et al., 1998, p.13). As a result, clients have become reluctant to challenge the providers to deliver the best service for fear of rude treatment. This Study discovered that as a result of poor client care, public service users have decided to boy-cot public services. This boycott is mainly due to the fact that the service providers are most times rude. This has also led to poor working relationship. The boycott of public services was also reported to exist in other parts of the world as the following citations show; According to Leonard and Milga (2000), an in depth study of the Iring district in Tanzania, a poor rural area, show that patients bypassed low-quality facilities in favor of those offering high quality consultations and prescriptions, staffed by more knowledgeable physicians and better stocked with basic supplies (as cited in WB, 2004). Samrasinghe and Akin (1994) and Akin and Hutchinson (1999) carried out a similar study in Sri Lanka and found similar behavior, with patient demand for quality varying with severity of the illness (as cited in WB, 2004). Civil servants ought to be aware of the most important ethical considerations for public service which are: the public values of fairness, honesty, respect, and trust. Treating clients fairly implies honesty in dealings, listening to them, and correcting their mistakes in ways that do not demean them (Hardy, 2002). Act so that you treat humanity, whether in your own person or in that of another, always as an end and never as means only. The value of human being is above all prices-humans have an intrinsic values (Githongo, In: 12.08 1996, p.9). The above principle emphasizes respect for persons. Persons, unlike things, ought never to be merely used. Their value is never merely instrumental; they are ends in themselves. Therefore it is unethical for civil servants to use their offices or the people they are supposed to serve as means to their own self-ends. Civil servants ought to realise

that working situation involves caring relationship with the people for whom they perform a service-clients and this requires a range of virtues, from conscientiousness in performing ones job to loyalty.

4.3.8 Absenteeism and its impact on service delivery

46.7% of the sample says absenteeism is a common practice. 35.8% of the sample says it is rare, 0.8 says it is absent and 16.7 gave no response as summarized in the table below.

Table 4.3.8: Rate of Absenteeism among Civil Servants in Kitgum District

The table below shows the response on Absenteeism among civil servants.

Table 4.3.8

Response	Count	Percentage
Common	56	46.7
Rare	43	35.8
Absent	1	0.8
No response	20	16.7
Total	120	100

Absenteeism rate according to the findings of this study is very high among health workers especially doctors who most times are in their private clinics leaving their assistants to handle most cases, and teachers who most times teach in more than one schools. According to a group discussant, “teachers are often absent during morning hours and report only in the evenings to give lessons to those who pay for coaching.” Another member from the same group discussion observes, “most times the nurses refer you to the doctors in their private health facilities since they are too busy to come to the public health units.” A similar study was done else where that supports this finding. According to Chaudhury and Hammer (2003), a survey of primary health care facilities in Bangladesh found absentee rate among doctors to be 74% (as cited in WB, 2004). The study found out that highly trained doctors seldom wish to serve in remote rural areas. Since those who do serve there are rarely monitored, the penalty for not being at work is low.

Organisation with high absenteeism and employee reliability issues cannot function efficiently. Absenteeism has led to public health centres having no doctors. Most work are left to nurses often times not very qualified and poorly motivated. Health workers with low skills give the wrong medical advice or procedures. According to a respondent, “it is of no use to go to government hospitals because you won’t see the doctor, if you want to see him then you must go to his hospital where you will pay.” According to Ablo and Reinikka (1998), “a 1996 survey indicates that only between 1/4 and 1/3 those requiring health care used government health facilities because of frequent lack of drugs, poor facilities, absence of qualified workers, and long waiting times (as cited in Deininger & Mpuga, April 2004, p.5). Civil servants ought to fulfill their duty as expected.

4.4. Factors Underlying Unethical Conduct in the Civil Service in Kitgum District

4.4.1 Introduction

It is desirable for the society to have insight not only into the scope of the unethical conduct and its impact on service delivery, but also into the factors that motivate civil servants to act unethically. After identifying the unethical conduct common among civil servants, respondents were asked to identify some underlying factors that lead to unethical conduct by civil servants.

4.4.2 Greed for wealth

This study reveals that greed for wealth, in fact, is one of the major reasons behind unethical conduct among civil servants. 54.2% ‘strongly agree’ that greed for wealth is the motivating factor for unethical conduct among civil servants. 22.5% ‘agree’ while only 2.5% ‘strongly disagree.’ 12.5% ‘disagree’ while 8.3% ‘did not know.’

Table 4.4.2: Greed for Wealth as an Underling Factor for Unethical Conduct among Civil Servants

The table below shows the response on greed for wealth among civil servants.

Table 4.4.2.

Response	Count	Percentage
Strongly agree	65	54.2
Agree	27	22.5
Strongly disagree	3	2.5

Disagree	15	12.5
Do not know	10	8.3
Total	120	100

The researcher learnt that civil servants embezzle and misappropriate public funds so as to amass wealth for themselves. The desire to be wealthy is so strong among the civil servants. According to a key informant, “to most civil servants, it is money, pure wealth that is wanted, not to serve the public, but wealth as a goal given and unquestioned. Wealth to some is the ultimate good, more important than personal dignity and happiness.” It was learnt that civil servants compete among themselves in the acquisition of assets. This was pointed out by a group discussant, “each one tries to outdo the other via property.” The study discovered that civil servants engage in activities that seek to meet their personal needs at the expense of clients. This leads to corruption, selfishness and moonlighting so as to get extra cash. According to Corey et al. (1998), public servants should maintain respect for clients, and avoid actions that seek to meet their personal needs at the expense of clients’ (p.13). Rather than being driven by greed for wealth, one should operate on the principle that a person must always take the right action to get the right results.

4.4.3 Societal Pressure

According to quantitative findings, 37.5% of the respondents ‘strongly agree’ that societal pressure is a major motivating factor to civil servants to act unethically. 37.5% of the respondents meanwhile ‘agree’ though not ‘strongly agree.’ 16.7% ‘strongly disagree’. Those who ‘disagree’ only consist of 8.3%.

Table 4.4.3 Showing Societal Pressure as a Motivating Factor

The table below shows the response on societal pressure among civil servants.

Table 4.4.3

Response	Count	Percentage
Strongly agree	45	37.5
Agree	45	37.5
Strongly disagree	20	16.7
Disagree	10	8.3

Do not know	0	0
Total	120	100

The civil servant will act unethically so as to fulfill the excessive demands and expectations of the society according to the findings of this study. The findings show that society puts a lot of pressure on civil servants to act unethically though unknowingly. The qualitative data reveals that a senior civil officer becomes the pride of his/her area (clan) and he/she is expected to develop his/her area first before any other. Pressure from the society is piled on him/her to give jobs to “his/her people,” fund community projects and also put up his own building. A group discussant observed that senior civil servant is expected to have “something” to show; especially assets like houses and cars. According to a key informant, “you are bound to become a laughing stock when you retire or lose your job and have none of the above or did not do anything for ‘your people’.” Through interviews and discussions, it was discovered that sometimes it is the client who offers gifts for a service rendered as a sign of appreciation. Public office holder is expected to have an infinite access to sufficiently large resource base from which he is expected to dish out freely to all and sundry if only assist his kith and kin escape throes of poverty (key informant). This leads to nepotism, corruption, and abuse of government property and poor accountability in the civil service. A conclusion can be made therefore, that a society whose members set unrealistic goals for civil servants once in office may find an increase in lying, cheating, and other unethical practices so as to meet the societal expectations. One study of unethical behavior on job found that 56% of workers who did misbehave felt pressured to do so (Boone & Kurtz, 1999, p.49). According to Betancourt and Gleason (2000) and Koenig, Foo, and Joshi (2000), in many places the public servant is a permanent member of the community, facing substantial social pressures to bend the rules to the benefit of local preferences (as cited in World Bank, 2004, p. 97). Again such an argument is merely an escape route by corrupt public officers according to Obasanjo: I am convinced that responsibility and challenge of leadership must encompass the courage and ability to prevent such expectations and foisting of culture of temporary relief through the practice of tokenry rather than the practice of industry, hand work, self reliance, prudence and exemplary living (as cited in Aderinwale, 1994, pp. 23-40).

4.4.4 Conflict of interests

This study found out that conflict of interests faced by civil servants in doing their work forces them to act unethically. Thus, 41.7% of the sample ‘strongly agree’, 33.3% of the sample ‘agrees’. 16.7% ‘strongly disagree’ with the question while 4.2% ‘disagree’. 4.2% answer ‘do not know’.

Table 4.4.4: Response on Conflicts of Interests as a Factor Underlying Unethical Conduct among Civil Servants

The table below shows the response on Conflict of interest among civil servants.

Table 4.4.4

Response	Count	Percentage
Strongly agree	50	41.7
Agree	40	33.3
Strongly disagree	20	16.7
Disagree	5	4.2
Do not know	5	4.2
Total	120	100

According to this study, it is apparent that nearly every employee, at every level, wrestles with ethical questions at some point or another. In fulfilling their duties and responsibilities, civil servants are faced with conflict of interests between the private and the public. When there is conflict of interest, however, there is a concern that the civil servants may favour some interest other than that of the public. The findings reveal that in the civil service, public interests are subordinate to personal interests. Self-interest according to this study dominates altruism and this is unethical. The study learnt that some civil servants especially senior civil servants use their office to hire their private company to work for the government even if there are other, better, options available. This is simply because they desire the profits from the government contract/tender. Further more, conflict of interest could also arise when public officials deal with persons with whom they have close relations, such as family members, close friends, and business partners. The study revealed that civil servants would place the interests of this particular individual above the greater interests of the public.

Ethical values require personal interests to be subordinate to public interests at all time and circumstances (www.oisc.gov.uk). This has led to selfishness, corruption and abuse of public property. Most civil servants do not know how to balance self-interest with the public. According to Waliggo (1996), few African leaders have found a difference between public and private funds (p.128).

Civil servants ought to exercise impartiality and objectivity when performing their official duties, and should act in the public’s best interests. This therefore shows the need for Ethical training in over coming conflict of interests since ethics will help officers to combine self-interests with altruism as noted by Englehardt. According to Englehardt (2001), “A primary goal of ethics is to establish appropriate constraints on ourselves (p.2). The government ought to put conflict of interest rules into place. Civil servants should be required, for example, to sell off their business interests prior to taking office. Officials may also be required to take certain precautions when dealing with situations that potentially involve conflict of interest. They may, for example, be required to excuse themselves from certain government decisions where they have a private interest at stake, or, at the minimum, disclose the nature of their interest publicly.

4.4.5 Corruption among politicians

44.2% of the sample studied indicated ‘strongly agree’ and 24.2% indicated agree. 7.5% of the respondents strongly disagree. 16.7% of the sample disagrees while 7.5% say they do not know.

Table 4.4.5: Corruption among Politicians as a Factor underlying Unethical Conduct among Civil Servants in Kitgum District

The table below shows the response on corruption among politicians as a motivating factor among civil servants to act unethically.

Table 4.4.5

Response	Count	Percentage
Strongly agree	53	44.2
Agree	29	24.2
Strongly disagree	9	7.5
Disagree	20	16.7

Do not know	9	7.5
Total	120	100

According to findings of this research, we can conclude that many politicians are sending the wrong messages to the civil servants when it comes to conducting themselves in an ethical manner. Politicians therefore need to examine their own effort. From the study, I learnt that unethical practices among politicians do encourage unethical practices among civil servants. Very many top politicians from local councilors to ministers have been accused of corruption and very few have been prosecuted. The culprits are left to go free without any punishment. The best that the government can do is to transfer them from one ministry to another so as to cover up. This has encouraged civil servants to also act unethically since their politicians do it and get away with it. The unpunished corrupt politicians who embezzle millions of shillings become the cause of petty corruption of the public servants. According to Waliggo (1996), “because of weak civic education and foreign institutions, ordinary people have come to believe that almost all politicians are corrupt, as this is demanded by their profession” (p.124). Once the head either of the state, of a ministry or a department “chops”, all the others below and beside him also begin to chop. There is nothing that spreads so quickly and as widely as bad example of a leader who chops public money for himself (Dunn, 1978, p.133). Therefore, we see that such attitude encourages corruption.

4.4.6 Poor motivation of civil servants

According to the findings, civil servants act unethically because of poor motivation as the quantitative result reveals. 48.3% of the sample indicated ‘strongly agree’ when asked whether poor motivation leads to unethical conduct. 12.5% indicated ‘agree’ while 9.2% say they ‘strongly disagree.’ 5.8% of the sample indicated ‘does not know.’ 24.2% disagree with the question. 58 civil servants were studied and all of them ‘strongly agree’ (48.3%) that poor motivation of civil servants leads to unethical conduct among civil servants.

Table 4.4.6 Showing Poor Motivation as a Factor Underlying Unethical Conduct among Civil Servants

The table below shows the response on poor motivation as a motivating factor for civil servants to act unethically.

Table 4.4.6

Response	Count	Percentage
Strongly agree	58	48.3
Agree	15	12.5
Strongly disagree	11	9.2
Disagree	29	24.2
Do not know	7	5.8
Total	120	100

As the above findings show, the respondents identified poor motivation of civil servants by the government as a reason for civil servants to act unethically. The clients had a different view from the civil servants. They think that civil servants are basically greedy. They say however much government improves on the working conditions, they will still behave unethically. Qualitative response reveals that civil servants are paid poorly and the working conditions in the civil service are terrible. The poor working conditions force civil servants to stay away from office especially in the afternoons when the weather is hot since the office lacks cooling systems. This is one of the reasons to explain why most civil servants do not turn up for work after lunch or go early before time. The civil servants complained of poor pay and delayed salaries. In order to make ends meet, officers reported seeking alternative income generating opportunities that have resulted into poor time management, absenteeism and moonlighting. The above reasons given is supported by Warioba (1999) According to him, "... those perpetrating petty corruption in Africa tend to take bribes 'as a result of their meager incomes and low standards of living: and what they receive only helps make end meet'-often for a large pool of dependents relying on a small, single wage" (Warioba, 1999). "... a significant proportion of the bribes taken in developing countries do go straight to support the extended families of poor public officials on miserable wages" (Buckley, 2002, p.180). According to the above two quotations, poor motivation of civil servants indeed can lead to unethical conduct among civil servants. The government therefore should look into this matter.

4.4.7 Moral degeneration in the society

56% of the respondents 'strongly agree' that it causes unethical conduct. 37.5% agree while 5.8% 'do not know.' None of the respondents 'strongly disagree' or 'disagree'. Therefore, moral degeneration is major cause of unethical conduct among civil servants according to the findings.

Table 4.4.7 Showing Response on Moral Degeneration as a Cause of Unethical Conduct in the Civil Service

The table below shows the response on moral degeneration as factor responsible for unethical conduct among civil servants.

Table 4.4.7

Response	Count	Percentage
Strongly agree	68	56.7
Agree	45	37.5
Strongly disagree	0	0
Disagree	0	0
Do not know	7	5.8
Total	120	100

According to the sample studied, Society has lost the sense of morality, that is, sense of right and wrong. Moral ethics are now considered relative according to some respondents. According to a key informant, "morality is relative to culture, relative to circumstance, and relative to the specific needs of the individual." "It seems today in our world that right is wrong and wrong is right. The result is the very foundation of our society and culture is crumbling beneath our feet. That is because we, as a nation, have lost our way. We are no longer built on a solid foundation of knowing the difference between right and wrong" (Greg Laurie and Harvest Ministries, <http://www.allabouttruth.org/moral-ethics.htm>) The indicators according to them are gross human rights violations like murder, torture, corruption, and terrorism, immoral acts like homosexuality, adultery, fornication, drug abuse, public nudity and Satanism. All these immoral acts have supporters and those who advocate for their legalisation. People seem to have lost the sense of right and wrong according to one respondent. Moral degeneration in the society has led to people

rationalising their unethical acts. To the respondents, civil servants see nothing wrong with acting unethically since even ministers act that way. According to Morphy and Moran (1981), "...some rationalise questionable behavior by saying everybody is doing it" (p.93). With this kind of inclination, one notices a significant lack of the virtue, of a strong sense of common good among many members of the society. The state of morality in Africa is well illustrated in by the quotations below:

"The lack of accountability, unethical behavior and corrupt practices have become so pervasive, and even institutionalised norms of behavior in Africa, to the extent that one may conveniently speak of a crisis of ethics in African public services" (Rasheed, 1995, pp.12-14). Some of the respondents blamed our formal education system, which has failed to build on African traditional moral and ethical values. According to a respondent, to rob the state is seen as an act of smartness by the public. You cannot survive in the dog-eat-dog world of business today by putting ethics before profit according to a respondent. The study learnt that people of integrity are seen as enemies by their coworkers. Other scholars also confirmed this: People of integrity become a laughing stock, which leads to the corruption of the young generation (Morphy & Moran, p.128). The moral principles and ethical principles should ought to form the basis of all of our actions when delivering services since all the miseries and evils which service users suffer from vice, crime, ambition, injustice and oppression proceed from civil servants' despising or neglecting the ethical principles. There should no room for moral relativism when it comes to public service. Moral relativism is the view that ethical standards, morality, and positions of right or wrong are culturally based and therefore subject to a person's individual choice.

4.5.0 Effectiveness of the various Measures put in place to Combat Unethical Conduct

4.5.1 Introduction

To curb unethical conduct, it is essential that the government have clear idea of the effectiveness of current efforts (e.g. codes of conduct and decentralisation) aimed at preventing unethical conduct and stimulating ethical conduct. This is so because government is not omniscient. In order to implement an effective ethics or compliance

programme and take adequate measures to prevent unethical conduct, it is important that the government have insight into the nature, scope and seriousness of existing problem.

4.5.2 Code of Conduct and Ethics for Uganda Public Service and Leadership Codes

47.5% of the respondents consider code of ethics as Not Effective in fighting unethical conduct. 25% say it is Fairly Effective, 10% say it is Effective and 5% say it is Very Effective. 12.5% gave No response on the effectiveness of the code of ethics.

Table 4.5.2 Showing Response on the Effectiveness of Code of Conduct and Ethics for Uganda Public Service in Fighting Unethical Conduct among Civil Servants

The table below shows the response on the Effectiveness of Code of Conduct and Ethics for Uganda Public Service in Fighting Unethical Conduct among Civil Servants

Table 4.5.2

Rating	Count	Percentage
Very effective	6	5
Effective	12	10
Fairly Effective	30	25
Not Effective	57	47.5
No Response	15	12.5
Total	120	100

The code of ethics and the leadership codes are the codes of acceptable behavior in both official and private life of a public officer. Civil servants must be aware of, and abide by, the accepted code of ethics and standards of conduct within the profession. This Code of Ethics identifies Standards of Conduct that are mandatory prohibitions and requirements. According to these findings, the codes have failed to help officers expand their awareness, clarity, and values and find direction of dealing with the challenges of their work. “The objective of the codes of conduct and ethics is to educate professionals about sound ethical conduct (Herlihy & Corey, 1996, p.6). However, the findings showed that the civil servants have failed to act within the spirit of the codes. The study found out that unethical conduct like nepotism, corruption, laziness, abuse of public office and rudeness to clients is still widespread. This clearly shows that the codes are not being followed. Despite the

fact that civil servants receive a handbook of the codes of conduct during their induction into the civil service, unethical conduct is still common. According to a key informant, it's often difficult to interpret ethical codes; opinions differ over how to apply them in specific cases. Codes of ethics provide general standards, but these guidelines are not sufficiently explicit to deal with every situation according to a respondent. There has got to be away of ensuring that civil servants act within the spirit of the codes. According to Lanning (1997), "simply learning the ethical codes and casebooks will not prepare a public servant to act ethically" (p.111). This therefore shows the reasons why the codes have not been effective in combating unethical conduct in the civil service. The findings therefore show that there is need for something more than just a handbook of codes of conduct. Therefore, the government needs to institute training in ethics for civil servants if they are to act within the spirit of the codes. Without moral habit as Aristotle puts it, and without personal integrity, codes of conduct must remain a show, therefore ineffective in effecting the real transformation that the civil service needs. Without a critical reflection about the practical meaning of the codes, principles and ideals, values such as fairness, justice, honesty and responsibility lose their binding force (Opio, 1996, p.108). Thus, to overcome unethical conduct in the civil service, we need something more than just mere norms and codes. It needs commitment and responsibility to the goals of the civil service and the needs of the society.

4.5.3 Civil Service Reforms

The civil service reform, according to the findings of this study is fairly effective in the fight against unethical conduct among civil servants. The results clearly show that civil service reforms is Fairly Effective (33.3%). 21.7% say it is Effective, 32.5% say it is Not Effective while 12.5% gave No Response. None of the respondents said it is Very Effective.

Table 4.5.3: Response on the Effectiveness of the Civil Service Reforms in Combating Unethical Conduct in the Civil Service

The table below shows the Response on the Effectiveness of the Civil Service Reforms in Combating Unethical Conduct in the Civil Service

Table 4.5.3

Rating	Count	Percentage
Very Effective	0	0
Effective	26	21.7
Fairly Effective	40	33.3
Not Effective	39	32.5
No response	15	12.5
Total	120	100

The civil service reform according to the findings is fairly effective in the fight against unethical conduct in the civil service. The civil service reforms were institute by the Government so as to remedy ethical violations. Before the reforms, the civil servants were poorly paid worked in poor conditions and lacked professionalism. This led to unethical conduct in the civil service as the Tulya-Muhika commission (1980-82) noted: A civil servant has either to survive by lowering his standards of ethics or performance of duty or remain upright and perish. The reforms were therefore carried out so as to have a civil service that is efficient and effective in service delivery. The reforms are a continuous process that is still going on. These reforms have seen the improvement in the working conditions of civil servants, some improvement in the payment of salaries and a reduction in the number of civil servants. The reforms therefore have led to the reduction of some unethical conduct like late coming, absenteeism and moonlighting mainly due to the fear of retrenchment.

4.5.4 Decentralisation

According to the result of the findings below, decentralisation is not effective in the fight against unethical conduct among civil servants. 54.2% of the sample says it is Not Effective. 30.8% say it is Fairly Effective, 4.2% say it is Effective and 2.5% say it is Very Effective in combating unethical conduct. 8.3% did not respond.

Table 4.5.4: Response on the Effectiveness of Decentralisation in the Fight against Unethical Conduct among Civil Servants in Kitgum District

Table below shows the Response on the Effectiveness of Decentralisation in the Fight against Unethical Conduct among Civil Servants in Kitgum District

Table 4.5.4

Measure	Count	Percentage
Very effective	3	2.5
Effective	5	4.2
Fairly Effective	37	30.8
Not Effective	65	54.2
No Response	10	8.3
Total	120	100

Decentralisation was designed with a vision of improving accountability and service delivery. Therefore, one of the major objectives of decentralisation policy was to improve financial accountability and responsible use of resources, and improve efficiency and effectiveness in service delivery. According to the findings however the study revealed that decentralisation has not achieved these objectives fully. 54.2% say decentralisation is not effective in combating unethical conduct among civil servants. The qualitative findings revealed that since decentralisation gave the local authority empowerment to recruit, remunerate, budget, plan as well as powers to tender and manage district finances, the policy has been abused. The policy has led to corruption, nepotism and tribalism. Civil servants are recruited on the basis of tribes or relationship to the higher officers. It is alleged that those in offices hire their relatives first, friends, and then people from their areas of origin. When it comes to tenders and district contracts, these are awarded to the officers themselves or their relatives. Some times you have to bribe them so as to get a tender according to the findings. The findings also found out that some officers implement projects in their areas of origin or sub-county. Some respondents said that some sub-counties get all the projects, have all the health and education centres that are well facilitated and have all the bore-holes yet some sub-counties lack all the above. To some respondents, decentralisation is simply decentralizing the central inefficiency and corruption. The findings therefore call on the government to review the policy and see why it has failed to tackle unethical conduct in the civil service.

4.5.6 Inspector General of Government (IGG)

According to 37.5% of the respondents, IGG is Fairly Effective in fighting unethical conduct among civil servants. 20.8% say it is Effective, 8.3% say it is Very Effective and 8.3% gave No Response.

Table 4.5.6: Response on the Effectiveness of IGG in the Fight against Unethical Conduct among Civil Servants in Kitgum District civil service

Table below Response on the Effectiveness of IGG in the Fight against Unethical Conduct among Civil Servants in Kitgum District civil service

Table 4.5.6

Rate	Count	Percentage
Very effective	10	8.3
Effective	25	20.8
Fairly Effective	45	37.5
Not Effective	30	25
No Response	10	8.3
Total	120	100

The findings show that the IGG is fairly effective in the combat against unethical conduct among civil servants in Kitgum district. IGG is an institution which has been most welcomed by Ugandans as this study found. The Uganda constitution article 223-232 gave its power. The IGG was put in place by the government to check on corruption, mismanagement of public offices and funds, monitor recruitment process in public offices and sensitise the public on corruption. The studied sample was satisfied with the work of IGG. Through interviews and discussions with the civil servants, it was disclosed to me that the IGG's office from time to time has sent their officials in the district to investigate unethical conduct among civil servants. It was revealed that some civil servants who acted unethically have been exposed by the IGG. The IGG has carried out investigations on public officers and has found many guilty of unethical conduct. However, according to a key informant, "it is the government that is frustrating the work of IGG. The never take actions on the implicated officers." The best IGG can do is to investigate, expose the culprits and recommends course of action to be taken by the government. The action of

IGG can be illustrated by the story that appeared in the press recently. The New vision of the Friday, 14th July 2006 featured a story; *IGG wants ERA chiefs punished*. According to Wasike (2006), “The Inspector of General Government has recommended that Electricity Regulatory Authority chief executive officer... and secretary/legal officer ... be sacked immediately for bids.” (p.1). Wasike further reported that IGG also recommended the disciplining the energy ministry secretary for acting negligently, though none has been prosecuted due to the constant interference by the high profile government officials. The negative response by the clients could be due to the image of the government. To most people, the government has no will to fight corruption. The IGG was instituted as a cover up but it is not doing its work. Therefore their response could be due to the fact that they do not know what IGG does. Therefore, there is need for sensitisation about the functions of IGG. IGG should sale themselves to the local population. However, IGG is facing challenges in caring out their duty. Some of the challenges include; inadequate staff and resources, poor will to fight corruption by the government that can be illustrated by the constant interference by some high profile government officials on cases of unethical conduct, inability to protect the witnesses on unethical conduct and corruption among IGG staff. The government should therefore come forward and support the IGG so as to overcome these challenges.

4.5.7 Press/media

32.5% according to the study say the press/media is fairly effective in fighting unethical conduct among civil servants. 27.5% say it is effective while 20% say is very effective. 20 of the sample say it is not effective in fighting unethical conduct among civil servants. 0% gave no response.

The table below shows the Response on the Effectiveness of the Press/Media in Fighting Unethical Conduct among Civil Servants in Kitgum District

Table 4.5.7

Response	Count	Percentage
Very effective	24	20
Effective	33	27.5
Fairly Effective	39	32.5

Not Effective	24	20
No Response	0	0
Total	120	100

The right of access to information by the press and every individual citizen (article 41) empowers the people to reveal incidents of corruption in every corner of public work and life. The study revealed that the media/press is fairly effective in the combat against unethical conduct in the civil service. The media/press here includes the print media and mass media. According to the findings, the respondents think the press has played an important role in exposing those officials who violate ethical principles.

4.5.8 Ministry of Ethics and Integrity

The Ministry of Ethics and Integrity is not effective in the fight against unethical conduct in the civil service according to the findings of this study. 73.3% of the sample says the Ministry is Not Effective. 5.8% say it is Fairly Effective. 20.8% gave No Response, 0% say it is Effective just as 0% say it is Very Effective.

The table below shows the Effectiveness of the Ministry of Ethics and Integrity in the Fight against Unethical Conduct in the Civil Service in Kitgum District

Table 4.5.8

Rate	Count	Percentage
Very effective	0	0
Effective	0	0
Fairly Effective	7	5.8
Not Effective	88	73.3
No Response	25	20.8
Total	120	100

The study found out that the ministry of ethics and integrity is not effective in the fight against unethical conduct in the public service. The sample studied denied knowing the functions of the ministry. According to a respondent, “all I here about the ministry is their

former minister Matembe. They have never come to our offices.” Another respondent remarked; “I think that ministry works in Kampala only.” Therefore the government needs to sensitise the public about the ministry and its functions.

4.5.9 Police/judiciary

70.8% of the respondents according to the findings of this study consider the police/media as Not Effective in fighting unethical conduct among civil servants. 20.8% think it is Fairly Effective. None of the respondents think the police/judiciary is either Effective or Very Effective according to the table. 10% did not respond.

The table 4.5.9: below shows the Effectiveness of the Police/Judiciary in Fighting Unethical Conduct among Civil Servants in Kitgum District Civil Service

Table 4.5.9

Rate	Count	Percentage
Very effective	0	0
Effective	0	0
Fairly Effective	25	20.8
Not Effective	85	70.8
No Response	10	8.3
Total	120	100

The police and the judiciary according to the findings of this study are not effective in combating unethical conduct in the civil service. The overwhelming majority of the respondents think the police and the judiciary can not fight unethical conduct in the civil service since they themselves are one of the most corrupt in the country. Such a response may be due the image of the police and judiciary that, has been portrait as one of the most corrupt institutions in Uganda. The police and the judiciary have been accused by the public of accepting bribes from officials accused of unethical conduct. As a result of these bribery charges, most times accused public officers are set free. So according to the respondents, these institutions are not fit to fight unethical conduct since they are even more corrupt than the civil service.

This study has shown that the quality of service is an important measure of how effective an organisation is, and so it is particularly important in governance. Users of public services, unlike consumers in the private sector, usually have little or no option to go elsewhere for services or to withdraw payment. Civil servants that provide public services therefore need to take additional steps to ensure that services are of a high quality. Public institutions that spend public money, either in commissioning services or providing them directly have a duty to strive for economy, efficiency and effectiveness in their work

CHAPTER FIVE

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This Chapter is divided into two parts. The first part deals with the recollection of what the study was about, research methods used and what the study found out. The second section will give the final comment and the way forward.

5.1.1 Conclusions

This dissertation has investigated the impact of unethical conduct on service delivery in Kitgum District Civil Service as its main objective. Specific objectives of the study were to find out the unethical conduct common among civil servants in Kitgum District civil service and their impact on service delivery. It was also done so as to find out the factors underlying unethical conduct among civil servants and the effectiveness of the various measures put in place to combat unethical conduct in the civil service.

This study has shown that unethical conduct is common among civil servants in Kitgum district. Conduct such as briber, absenteeism, late coming, poor time management, moonlighting, nepotism, selfishness, abuse of government property, and poor customer care were discovered to be very common among civil servants. As a result of the presence of unethical conduct among civil servants in Kitgum District, it was therefore of paramount importance to find out the impact it has on service delivery in Kitgum District.

The purpose of the current study was therefore to determine the impact of unethical conduct among civil servants in Kitgum District on service delivery. The findings revealed that unethical conduct in the civil service has led to inefficiency and ineffectiveness in service delivery, provision of very low quality of services and that service delivery by civil servants is often dysfunctional. The study found out that rates of malfeasance and nonfeasance are very high among civil servants in service delivery. The study discovered that as a result of unethical conduct in the civil service which often leads to the delivery of inefficient, ineffective and low quality/poor services, public service users have decided to boy-cot public services. The findings of this study show that unethical conduct by civil servants undermines the ideals of human rights like fairness, justice, principle of equality

and equity when delivering services and recognition of human dignity. This has therefore led to the suffering of civil service users especially those who can not afford services offered by the private service providers.

It was also of importance to find out why civil servants act unethically when delivering services. This result would help the government of Uganda to come up with solutions to the underlying factors for unethical conduct. The results of this investigation show that the underlying factors for civil servants to act unethically included: Societal Pressure, greed for wealth, conflict of interests, corruption among politicians, poor motivation of civil servants and moral degeneration in the society.

This study was further undertaken so as to find out the effectiveness of the various measures the government of Uganda has put in place to help curb unethical conduct in the civil service. This would help the government to make improvements where needed. The results of this study indicate that the code of ethics (47.5%), decentralisation (54.2% of the sample), The Ministry of Ethics and Integrity (73.3%) and the police (70.8%) as not effective in fighting unethical conduct among civil servants. The civil service reforms (33.3%), IGG (37.5%) and the press/media (32.5%) according to the study say they are fairly effective in fighting unethical conduct among civil servants.

5.1.2 Recommendations

5.1.2.1 Introduction

Work in the field of ethics rests ultimately on reason and its power to justify beliefs and actions. Ethicists hold that while reason is not the only guide to truth, it provides the best direction. This section deals with what ought to be done so as to fight unethical conduct more efficiently.

5.2.2 Need to build inner conscience through Ethics training

Education given in families, community and formal schools should be upon values, rather than mere techniques to isolate oneself from the community in order to become a lone wealthy person. Entire education system in Uganda needs introduction of value-education. Education against unethical conduct must be added to the early immunisation of children

against the entire major deadly diseases (unethical conduct) in Uganda in particular and Africa in general. Morality, ethics and religion must once again come to occupy the central position in Uganda's school curriculum

This study emphasizes the importance of training in ethics and professional ethics for public servants if they are to become ethical. Development of ethics and professional integrity in government and the public service are indispensable, not only in the battle against ethical violations but also in the development of modern, effective system of management. This training ought to emphasize action rather than theory so as to be of practical value to all who use it to find competent and defensible answers to specific professional ethics dilemmas in the public service. In addition to the above, the government and civil society ought to conduct regular seminars on ethics and accountability for all the citizens. There is also need to encourage and protect whistle blowers since the study learnt that respondents are afraid of victimization.

5.2.3 Improvement of the working conditions

This study learnt that a significant proportion of the bribes taken in Kitgum District do go straight to support the extended families of poor public officials on miserable wages and low standards of living. There is need for government to improve on both the working conditions and payments for civil servants.

5.3.4 Review Measures put in place

The study found that the government needs to review the measures it has put in place to combat unethical conduct since the results of the survey showed that none was very effective. Measures such as the IGG's office, the police and the civil service reforms.

5.3.5 Punishing

Conversely, anyone who offers a bribe to a public official will be fined and/or imprisoned for not more than two years

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Appendix 1 Questionnaires

Makerere University Kampala, Faculty of Arts Department of Philosophy

Questionnaire for civil servants and civil service clients

Dear respondent you have been selected to participate in this study intended to examine the impact of unethical conduct among civil servants on service delivery; case study of Kitgum district.

This study is part of the requirement for the award of MA.EPM by Mak.

Therefore your kind response support in this effort will be highly appreciated by the student undertaking this study. Please be assured that the data and information you provide will be treated with utmost confidentiality and used purely for academic purposes only

1.0. Bio data of respondents

1.1. Educational background

Tick the appropriate

Level	Tick below
None graduates	
Graduates	
Post graduates	
Others	

1.2. Work experience (civil servants only)

Response	Tick below
5years and below	
6-10 years	
11 years and above	

2.0 Unethical conduct common among civil servants in Kitgum district:

2.1. List some of the unethical conduct common among civil servants in the district?

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2.3. Which of the following unethical conduct below are common among civil servants in the district?

Conduct	Common	Rare	Absent	none response
Poor time management				
Selfishness				
Absenteeism				
Outright-Bribery				
Dishonesty				
Alcoholism				
Poor attendance to duty (irregularity)				
Nepotism				
Poor client care				
Abuse of government/public property				
Moonlighting (secret employment)				
Sexual harassment				
Gossiping				
Miss use of government information				
Influence peddling				
Partiality				
Partisanship				
Embezzlement				

3.0. Causes Unethical Conduct among Civil Servants in Kitgum District

3.1. In your view, what are the possible causes of unethical conduct among civil servants?

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3.2. What motivate civil servants to act unethically/

Factors	Strongly agree	agree	Strongly disagree	disagree	Don't know
Societal pressure					
Greed					
Conflict of interests					
Poor motivation					
Corruption among politicians					
Moral degeneration in our society					
Job insecurity due to fear of retrenchment					
Light punishment of offenders					
Absence of watch dog within the different departments					
Poverty					
Gift culture					

4.0. Effectiveness of the various measures

4.1. How effective are the various measures put in place?

Measures	Very effective	Effective	Fairly effective	Not effective	No response
Civil service reforms					
Decentralisation					
IGG office					
Leadership code					
Code of ethics					
The press					
Ministry of ethics and integrity					
Police					
Judiciary					
Parliament					

5.0. Impact of unethical conduct on service delivery

5.1. List some of the impacts unethical conduct has on service delivery

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.....

5.2. Possible impact of unethical conduct among civil servants on service delivery

Impact	Agree	Disagree	None
Led to poor service/substandard services			
Widened the gap between the poor and the rich			
Led to the under development of the district			
Boycott of services offered by civil servants			
Led to the suffering of the poor who can not afford bribe			
Lowered the quality of infrastructures			
Led to Ineffectiveness in service delivery			
Unequal treatment in civil service			
Inefficiency in the delivery of services			
Increased the cost of administration			
Led to the employment of people without the right skills			
Loss of faith in the government			

6.0. How best do you think unethical conduct among civil servants can be curbed?

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Appendix 2

INTERVIEW GUIDE

Bio data of respondents

Educational background

Level	Tick below
None graduates	
Graduates	
Post graduates	
Others	

Work experience

Response	Tick below
5years and below	
6-10 years	
11 years and above	

2.0. Unethical conduct among civil servants

1. What impression do you have of the sense of ethics among civil servants in Kitgum?
2. What are some of the unethical conduct common among civil servants in the district?

3.0. Causes of unethical conduct among civil servants

1. What do you consider as the main factors motivating civil servants to act unethically?

4.0 Impact of Unethical conduct among civil servants on service delivery

1. How has the presence of unethical conduct among civil servants affected service delivery?

5.0 Institutions/measures put in place to fight unethical conduct

1. What are the various measures, tools and institutions established to eliminate this conduct?

6.0 Their Effectiveness

1. How effective are they

7.0 Solutions to the problem

1. How best can the government over come?

Appendix 3

List of key informants

Civil servants

- Principle Personnel Officer Kitgum District Local government
- Chief Administrative Officer Kitgum District Local government
- Assistant Chief Administrative Officer Kitgum District Local government
- Head of Department, Department of Health service Kitgum District Local government
- Inspector of schools Kitgum District education service Kitgum District Local government
- Head teacher Alok Ki Winyo primary school, Kitgum
- Head teacher Lumule primary school Kitgum
- Head teacher YY Okot Memorial SS Kitgum

Clients

- Rwot (chief) Kitgum town council
- LC1 Chairman Oryang Ojuma
- Former mayor Kitgum Town council
- LC 3 Chairman Kitgum Matidi sub county
- Laboratory officer, St. Joseph's Hospital Kitgum (private)
- Catholic Catechist town parish
- Programme office AVSI