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PRESIDENT'S OFFICE
PUBLIC SERVICE MANAGEMENT AND GOOD GOVERNANCE

INTEGRITY SURVEY REPORT IN TANZANIA PUBLIC SERVICE, 2022



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LIST OF ACRONYMS & ABBREVIATIONS

BAKWATA	Baraza Kuu la Waislamu Tanzania (Muslims Council of Tanzania)
BAS	British Attitude Survey
CCT	Christian Council of Tanzania
CPI	Corruption Perception Index
CSRP	Civil Service Reform Programme
DEM	Directorate of Ethics Management
EABI	East African Bribery Index
ECI	Ethical Conduct Index
e-GA	Electronic Government Authority
EWURA	Energy and Water Utilities Regulatory Authority
FGD	Focus Group Discussion
GPSA	Government Procurement Services Agency
ICT	Information Communication Technology
LDC	Least Developed Countries
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
MDAs	Ministries, Departments and Agencies
NACSAP	National Anti-Corruption Strategy and Action Plan
OECD	Organization for Economic Co-operation and Development
PPRA	Public Procurement Regulatory Authority
PO-PSMGG	President's Office, Public Service Management and Good Governance
PORALG	President's Office, Regional Administration and Local Government
PSRP	Public Service Reform Programme
REA	Rural Energy Authority
SASAS	South Africa Social Attitude Survey
TANROADS	Tanzania National Roads Agency

TARURA	Tanzania Rural and Urban Roads Agency
TCRA	Tanzania Communications Regulatory Authority
TEA	Tanzania Education Authority
TEC	Tanzania Episcopal Conference
TI	Transparency International
TOR	Terms of Reference
TPA	Tanzania Ports Authority
TPSF	Tanzania Private Sector Foundation
TRA	Tanzania Revenue Authority
UK	United Kingdom
UN	United Nations
UNCAC	United Nations Convention Against Corruption
UNODC	United Nations Office on Drugs and Crime
URT	United Republic of Tanzania

EXECUTIVE SUMMARY

Since 1990s, the United Republic of Tanzania (URT) has been undertaking public sector reforms. The Civil Service Reform Programme (CSRP) of 1991-1999, Local Government Reform Programme (LGRP) of 1997 and the Public Service Reform Programme (PSRP) of 2000-2012 were implemented aiming to improve public service efficiency, effectiveness, quality, timeliness, and integrity. The term integrity has been used synonymously with the state of being honesty, ethical, righteous, moral, fair, upright, principled, sincere and trustworthy. Integrity in public service is observed when public servants do not seek or accept bribery, corruption or when inducements are not offered and accepted in exchange of discharging their rightful official duties. It is also observed when public servants do not use public office, properties and resources for private interests.

Promoting integrity in the public service is an integral part for improving governance in public service delivery. In view of PSRP-II, it is the public interest to see that public servants provide services with integrity; measured by the core values of public service, including; professionalism, honesty, objectivity, impartiality, and accountability (URT, 2005). The Presidents' Office-Public Service Management and Good Governance (PO-PSMGG) is the entrusted public office to ensure integrity in the public service under the Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) for ensuring integrity in the Public service, PO-PSMGG develops, disseminate and provides support for the implementation of Code of Ethics and Conduct for Public Service. The published Code of Ethics and Conduct for Public Service of 2005 has 8 dimensions of integrity in the public service, namely; pursuit of excellence in service, loyalty, diligence, impartiality, integrity, accountability, respect of law and proper use of official information.

Furthermore, the Government of the United Republic of Tanzania enacted Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) and Code of Ethics and Conduct for Public Servants of 2005 as part of public reforms for the purpose of enhancing integrity in the conduct of the public service. Public service leaders in their respective capacities also sign in declaration of property ownership as part of integrity measurement.

The President's Office, Public Service Management and Good Governance (PO-PSMGG) carried out a Public Service Integrity Survey of 2022 as a tool to measure stakeholders' opinion on the extent of public servants' integrity compliance in the public service delivery. The 2022 survey was carried out as a follow-up to the 2014 Ethics Baseline Opinion Survey of Stakeholders. The main objective of the 2022 public service integrity survey was to establish whether there has been significant improvement in terms of public servants' compliance to the expected ethical standards in the public service. The specific objectives of the study were to;

- 1) Establish public service stakeholders' opinion on the public service compliance to the code of ethics and conduct by;
 - a) Establishing opinion on the adequacy of the institutions guidelines and laws that provide guidance for ethical conduct,

- b) Establishing opinion on the adequacy of enforcement and sanctioning for unethical behaviour,
 - c) Soliciting opinion regarding the most prevalent unethical practices and reasons for such prevalence,
 - d) Establishing the perceived role of public servants in preventing unethical practices as well as promoting ethical conduct and the inhibiting factors.
- 2) Establish whether there is visible/significant leadership commitment towards enhancing public service integrity and ethical culture by;
 - a) Establishing whether leaders' behavior are role models to others,
 - b) Establishing whether leaders' are significantly engaged in promoting ethics at work place
 - c) Determining whether leaders are significantly committed to enforce codes of conduct at work place.
 - 3) Review various related integrity and other relevant studies to gather information (other than opinion) to make the study more credible and allow for triangulation of information; and
 - 4) Bring up recommendations from stakeholders on actions to be taken to further enhance ethics compliance and integrity of the public servants.

The Public Service Integrity Survey 2022 was conducted as a scientific method for generating evidence of integrity in the public service. A total of 1,429 stakeholders were sampled to respond to the questionnaire, out of whom 793 (55.5%) were males, 636 (44.5%) were females. 700 (49%) were internal stakeholders (public servants) and 729 (51%) were external stakeholders (non-public servants). In establishing stakeholders' opinion on the public service compliance to the code of ethics and conduct, this study adopted the International Transparency methodology that calculates the aggregate ethical index from 0 - 100, where 0 is the worst ethical scenario and 100 is the clean and desired scenario.

Findings of 2022 integrity survey in public service are reported based on the weighted mean score for each of the studied objectives. For stakeholders' opinion on the public service compliance to the code of ethics and conduct objective, the study found 16.7 weighted mean score; whereas, the weighted mean score on visible leadership commitment towards enhancing public service integrity and ethical culture is 197.1; the weighted mean score for promoting ethics in the public service has a weighted mean score of 9.2. Findings on the effect of electronic (ICT) systems on public service and ethics compliance was found with weighted mean score of 53.1; whereas findings on the effect of COVID-19 on public service and ethics compliance was found with weighted mean score of 21.5.

The aggregate ethics index was computed to find the ethical compliance index (ECI) as value factor multiplied by number of responses; whereas value factor is determined in the Likert scale questions ranging from strongly disagree (1) to strongly agree (5). When the responses for Likert scale "strongly disagree" and "disagree" are skewed to provide a normal distribution mean, normalization method is applied. The

normalization is usually used when data seem not to follow a normal distribution (i.e. Gaussian distribution). In this study, we observed the responses for “strongly disagree” and “disagree” that they were skewed and could not provide a normal distribution as some were too far from the mean. In such circumstances, data were normalized to improve their integrity and reduce redundancies. Therefore the Ethical Compliance Index (ECI) in the Tanzania Public Service for 2022 is 75.9%. This implies an increase of 9.8 mean score index from the 2014 study on adherence to Code of Ethics and Conduct for Public Service.

The noted change on ethical compliance index is on the upper scale of agreement that there is compliance on Code of Ethics and Conduct for Public Service, which can be attributed to multiple institutional reforms and Government interventions including implementation of the National Anti-Corruption Strategy and Action Plan III, Government adoption of electronic systems in various public service delivery such as health sector, tax payments that before then attracted face-to-face between clients and service providers. However, the study found critical areas with high prevalence of unethical practice including Police, Judiciary, Procurement and contracts and Land services.

The survey information was triangulated with qualitative data collected from interviews which became the basis for the study recommendations. The recommendations include enhancing integrity in the public service through conducting ethics orientation training and awareness programmes for public servants and mass education for citizens. More strategic interventions for creating an informed citizens in critical areas of ethical decay including fighting corruption in the public service are provided.

Recommendations

The suggested action can be done in short term between 1 – 3 years and long term plan between 3-5 years for enhancing integrity in public service.

Short term actions

1. Public servants should continue to be educated on the role of public servants to provide services to the expectations of stakeholders, citizens who are their tax payers. This can be done through regular on-job training at departmental levels on accountable to providing services with compliance to Public service Code of Ethics and Conduct, Laws and Guidelines.
2. There should be media outreach programmes to inform and educate the public about their rights and obligation to the government in order to enhance integrity and ethical behavior in the public service of Tanzania.
3. There should be established short courses training on cultural change programmes in public service ethics through capacity building for public servants. Conduct a gap analysis to determine the training needs to enhance integrity in public service
4. Revive Induction training to new employees on Code of Ethics and Conduct in the public service.

5. Conduct supervisory management training enforcement to Code of Ethics and Conduct in the public service.

Long-term actions

1. Strengthen the adoption of e-government / e-systems to improve public service delivery, accountability and transparency.
2. Enhance monitoring and evaluation of ethics in the public service. Issues such as absence from work, negligence, misuse of public information are the outcome of business as usual instituting effective monitoring in the public service delivery would enhance ethical practices.
3. Enhance ethical culture to value public interest as opposed to personal interests in the public service as well as the public at large through education system. It was mentioned that ethics in public service should begin at family raising, meaning that ethics in public service must be an in-built culture in the society. The very formal institutions for instilling culture are schools, colleges and universities in the education system. Ethics should therefore be considered at all levels in the education system.
4. Conduct training and awareness creation on ethics in the public service to both internal and external stakeholders. This could be done through formal training, short courses and media for a wider awareness creation.

INTRODUCTION

Integrity surveys in the public service has long history of being carried out in many countries in the world though they take different names. British Social Attitudes (BSA) survey has been conducted since 1983 to produce annual measures of attitudinal shifts, to monitor patterns of continuity and change on a range of social issues, compares attitudes, values, and beliefs held by citizens of the United Kingdom (Gilman, 2005;) South Africa has been conducting South African Social Attitudes Survey (SASAS) annually since 2003 to measure country's changing institutions, political, economic structures, and the attitudes, beliefs and behaviour patterns of its diverse populations. These surveys are considered important tools for informing the Public service managements on how clients of their governments perceive ethical practices and the implications on public service delivery, satisfaction, and governance. The President's Office, Public Service Management and Good Governance (PO-PSMGG) commissioned a survey on integrity in the public service in the year 2022 for similar purpose.

Since 1990s, the Government of Tanzania has been implementing reforms for improving service delivery. Civil Service Reform Programme (CSR) was implemented between 1991-1999, which redefined the role of the Government. Further reforms include Public Service Reform Programme Phase (PSRP)-I which was implemented between 2000-2007 focusing on management systems. This was followed by (PSRP)-II implementation between 2008 -2012 (URT, 2012 with the objective to improve public service delivery in terms of performance efficiency, quality, timeliness, and ethics and conduct in the public service. Promoting integrity in the public service is one of the components to improve governance. In view of PSRP-II, public servants ought to provide services with integrity; measured by the core values of public service, including; professionalism, honesty, objectivity, impartiality, and accountability (URT, 2005).

Integrity in public service is observed when public servants do not seek or accept bribery or corruption as inducement offered in exchange of discharging their primary duties. It is also observed when public servants do not use public offices, properties or official time for their own private gains. The defining principles of ethics in the Tanzanian Public Service are prescribed in the Code of Ethics and Conduct for the Public Service, that states; "*in order for the public service to be efficient and respected, public servants shall behave, conduct and observe the Code of Ethics and Conduct displaying excellence in services, diligence, integrity, accountability, respect of Law, and proper use of official information*" (URT, 2005). Courtesy to all is described as that "public servants" treatment of their clients and colleagues with politeness and considerate when dealing with clients especially the vulnerable members of the public, such as the elderly, the poor, the sick and people with disabilities" (URT, 2005).

Pursuant to the established principles, public servants are expected to deliver services with integrity principles, which require them to "not exercising power for personal gain, safeguarding public funds and properties, honesty in discharging public services,

not soliciting or accepting bribes or not indulging in all forms of corruption” (URT, 2005) and readiness to declare property within specified procedures [URT, 1995].

STATEMENT OF THE PROBLEM

The United Republic of Tanzania (URT) has been implementing various reforms programme in its Government service delivery, including Ministries, Departments, Agencies, Regional Secretariat and Local Government Authorities (MDA's) such reforms are PSRP-I & II Local Government Reform Programme (LGRP), Legal sector reform, Health sector reform Programme, Education Sector reform Programme, Agricultural sector reform Programme, Financial sector reform Programme, etc. Numerous resources have been put on to improve integrity in the public service delivery in education, water, health, police, land and legal.

Moreover, the Government of the United Republic of Tanzania enacted Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) for the purpose of enhancing integrity in the conduct of the public service and leaders in their respective capacities,

Overtime, there have been various concerted actions by the Government of the United republic of Tanzania to improve integrity in public service, including the enactment of Public Leadership Code of Ethics Cap 398, Code of Ethics and Conduct 2005, providing government leadership commitments to ethics and conducting ethics training. Moreover, the Government implemented National Anti-corruption Strategy and Action Plan phase III 2017-2022 and establishment of e-Government in the public service delivery including the e-feedback. The President's Office, Public Service Management and Good Governance (PO-PSMGG) has been investing on and promoting integrity public service. For the past eight (8) years, there has been insufficient evidence-based information on the integrity in the public service to measure outcome of government investment on code of ethics and conduct; thus, there is inadequate evidence from the stakeholders and clients' on perceptions on public servants' integrity in the public service.

SCOPE AND OBJECTIVES OF THE STUDY

5.1.1 Scope:

The scope of this study is described in terms of geographical coverage, categories of institutions and nature of clients to be studied. The geographical coverage included zones, regions and districts, whereas the institutions covered ministries and related executive agencies. The nature of clients included those who have experienced interaction, contacts or receiving services from public institutions in at least the past six months before the study.

5.1.2 Overall Objective

The overall objective of the study was to generate information about the level of integrity in the Tanzania public service, to benchmark ethical conduct against the

established guidelines and laws for ethical compliance in the public service, and provide critical views in areas that require improvement in the public service delivery.

5.1.3 Specific Objectives

The specific objectives of the study were to;

- 1) Establish public service stakeholders' opinion on the public service compliance to the code of ethics and conduct by;
 - a) Establishing opinion on the adequacy of the institutions guidelines and laws that provide guidance for ethical conduct,
 - b) Establishing opinion on the adequacy of enforcement and sanctioning for unethical behaviour,
 - c) Soliciting opinion regarding the most prevalent unethical practices and reasons for such prevalence,
 - d) Establishing the perceived role of public servants in preventing unethical practices as well as promoting ethical conduct and the inhibiting factors.
- 2) Establish whether there is visible/significant leadership commitment towards enhancing public service integrity and ethical culture by;
 - a) Establishing whether leaders' behavior are role models to others,
 - b) Establishing whether leaders' are significantly engaged in promoting ethics at work place
 - c) Determining whether leaders are significantly committed to enforce codes of conduct at work place.
- 3) Review various related integrity and other relevant studies to gather information (other than opinion) to make the study more credible and allow for triangulation of information; and
- 4) Bring up recommendations from stakeholders on actions to be taken to further enhance ethics compliance and integrity of the public servants.

CHAPTER 2: LITERATURE REVIEW

INTRODUCTION

This chapter presents literature review based on the theory and practice of integrity in public service. It includes definition of key terms, theoretical and empirical literature, and then conceptual framework. Integrity is considered a key determinant of public trust to the Government of the United Republic of Tanzania and the central concept behind it, is good governance. Policies, regulations and practices by the public servants are seen as components of an integrity system meant to elevate the integrity in the public service (Morgan, 1993; Mowday et. al., 1992; Parry, 1998b; Posner and Schmidt, 1984; OECD, 2017).

Integrity is normally studied in the context of transformational leadership, which is characterised by trust, admire, and respect of leaders acting with integrity (Parry, 2002). Integrity in public service is considered important because it contributes to building trust to citizens with their government as well as attracting investments for economic development. In the interest of public service integrity survey, the aim is to assess whether public officials and leaders are perceived to have integrity and are authentically living the transformational leadership or not. This depends on the extent of leadership visibility and commitment towards enhancing integrity and ethical culture in the public service. On the other hand, followers of the transformational leadership are expected to embrace ethical conduct in the public service delivery.

Studies on integrity and in particular corruption have become topical as development problem in Least Developed Countries (LDC). Knowing that there is a causal-relationship between integrity, corruption and economic development, the OECD countries have integrated the assessment of integrity and corruption prevention measures into a broader performance assessment framework monitoring changes in the behaviour of public officials (OECD, 2012). Among the unethical conduct in the public service, corruption has attracted many integrity tests instruments. The Netherlands developed tests for integrity of appointed policy decision personnel; OECD uses the public officials' integrity testing for suspected corruption.

The KPMG, 2013 integrity survey provides a technical framework for conducting integrity perception surveys. One of the fundamental skills is the designing of the research tool comprising of questions in a logical order of the tested variables. For example, integrity perception survey questionnaire tests for the understanding of acceptable or unacceptable conduct in public service, prevalence of misconduct in the public service, followed by the nature or causes of unethical conduct amongst public servants. The integrity perception surveys also measures the extent of preventing unethical behaviors by the responsible authorities, because preventing ethical misconduct is more important than taking criminal charges against falters.

Integrity surveys pose questions about what the stakeholders feel or think on a given public service, phenomenon or practice. This has been discovered to be a driving force for positive change towards effective and efficient public service delivery and meeting expectations. The current study on Public Service Integrity Survey in the Tanzania public service adopts the New Zealand integrity design whereby, we tested

the adequacy of the institutional guidelines, enforcement, and leadership commitments among others. The designed instrument takes into consideration of the internal and external stakeholders' perceived knowledge and practices of the public servants conduct.

INTEGRITY-DEFINITION

The concept of integrity is contested in (Montefiore, 1999; Chapman, 2000; Blenkert, 2004) writings. These scholars identify different perspectives, ranging from integrity as wholeness to integrity as exemplary moral behaviour; or integrity as the quality of acting in accordance with laws and code of conduct (Six and Huberts, 2008). Most definitions however, contain a strong moral import using words like honesty, ethics, morals, loyalty, professionalism and respect to law.

Because of the strong moral import, Simons (1999) finds a mismatch between espoused values (and morals) and actual values seen in public servants' behaviour. He notes that, even where organisations and leaders are aware of, and officially convey, the importance of integrity in their formal communications like mission statements and codes of ethics, their cultures and individual practices may not reflect the awareness and reality. Therefore, Simons suggests that research interest should be aiming to determine if leaders and public servants behave with integrity. This gives credence to his definition that "integrity is commitment in action to a morally justifiable set of principles and values" (Simons, 1999, p157-158), which evidently is not very different from Six's (2010) definition that integrity is the quality of acting in accordance with generally accepted moral values and norms to further the public interest.

Scholars (Hurberts et al.,1999; Lasthuizen, 2008) have proposed a distinction among nine types of integrity violations in the public service as follows;

1. Corruption and bribing: This is the misuse of public power for private gain; asking, offering, accepting bribes
2. Corruption and nepotism, cronyism, patronage: Misuse of public authority to favour friends, family, party
3. Fraud and theft: Improper private gain acquired from the organisation (no involvement of external actors)
4. Corruption of (private and public) interest: Personal interest (through assets, jobs, gifts, etc.) interferes (or might interfere) with public interest
5. Improper use of authority (for noble causes): Using illegal/improper methods to achieve organisational goals
6. Misuse and manipulation of information: Lying, cheating, manipulating information, breaching confidentiality of information
7. Discrimination and sexual harassment: Misbehaviour towards colleagues or citizens and customers
8. Waste and abuse of resources: Failure to comply with organisational standards, improper performance, incorrect or dysfunctional internal behaviour
9. Private time misconduct: Conduct in one's private time, violating moral norms, harming public trust.

Integrity in the public service, therefore refers to the application of values, principles and norms in the daily operations of public service. Governments are under growing

pressure from the public to use information, resources and authority for intended purposes that calls for integrity as a means of earning and sustaining public trust by:

- (a) serving the public interest;
- (b) using powers responsibly, for the purpose and in the manner for which they were intended;
- (c) acting with honesty and transparency, making reasoned decisions without bias by following fair and objective processes;
- (d) preventing and addressing improper conduct, disclosing facts without hiding or distorting them;
- (e) not allowing decisions or actions to be influenced by personal or private interests.

In a nutshell, Integrity is the corner stone of good governance which, in the view of World Bank (1994) encompasses predictable, open policy making; a bureaucracy with professional ethos; an executive arm of government accountable for its actions; and a strong civil society participating in public affairs; and all behaving under the rule of law.

It becomes necessary that fostering integrity and preventing corruption in the public sector, because it supports a level playing field for businesses as well as it is essential to maintaining trust in government. Achieving a culture of integrity requires coherent efforts to update standards, provide guidance, enforce and monitor them in daily practice. It also requires the entrusted government and the respective public institutions to anticipate risks and apply tailored countermeasures.

THEORETICAL DIMENSIONS OF INTEGRITY

The theoretical description of integrity underscores the actions or inactions of individuals or the government in fulfilling public duties and responsibilities diligently and with no corruption. A government whose public servants behave ethically tend to adhere to integrity principles of professionalism, diligent and free from corruption, wholeness or completeness that is consistent and coherent with principles and values, honesty, impartiality, accountability, and morality (Fourie & Kimaro, 2020). In order to build integrity in public service, governments creates ethical codes of conduct as broad mission statements that provide ideals, norms and obligations in the public service. The developed codes of ethics and integrity are institutionalized for preventive purposes as well as for management of unethical conduct (Ibid).

Examples of countries such as South Africa that has institutionalized codes of ethics and integrity frameworks for preventive and management of integrity in public service, such as the Public Service Act 103 of 1994; the Prevention and Combating of Corrupt Activities Act 12 of 2004; the Promotion of Access to Information Act 2 of 2000; the Protected Disclosures Act 26 of 2000; the Public Financial Management Act 56 of 2003; and the Promotion of Administrative Justice Act 3 of 2000 (Fourie & Kimaro, 2020). Similarly, the Government of Tanzania developed Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) and the National Anti-corruption Strategy and Action Plan phase III 2017-2022.

Integrity in public service is given high importance in many countries because it upholds professionalism, meritocracy, good governance and supports socio-economic development (Huberts, 2018; Obong’o, 2019). There is interrelationship between ethics, good governance and economic growth, because they ethics and good governance attract investments, ensures compliance on tax payment and promotes trust on governments (Montassar, 2020)

6.1.1 Leadership Charisma and Integrity

We have noted that there is a close connection between transformational leadership and integrity, but have cautioned that a distinction between *authentic* and *pseudo*-transformational leadership tend to affect integrity differently. In particular, it is the charisma aspect of transformational leadership that is strongly associated with integrity decay in some respects.

It is said that transformational leaders are most successful in inspiring their followers when their vision is tremendously strong and when they demonstrate absolutist behaviour. Nevertheless, it is contended that leadership of this kind, while effective, it lacks reflection and consideration and therefore unlikely to produce ethical behaviour in organisations. Likewise, such transformational leaders may also be overly self-centred and egotistical so as to direct their followers towards questionable goals (Giampetro et al. 1998). Strong ability to draw followers away from their personal interests to group interest does not always guarantee that the new goal is ethical. Persuasive leadership (charisma) on the other hand, may therefore lead to organisational integrity and ethical (Simons, 2002).

6.1.2 Authentic Transformational Leadership and Integrity

Integrity is said to enjoy strong link with transformational leadership (Dutelle, 2011). It is said that leaders with integrity manifest many traits of transformational leadership. For example, Gottlieb and Sanzgiri (1996) suggests that leaders of integrity; “encourage open and honest communication, particularly in discussion concerning decision-making and that they value individual’s viewpoint and feedback that results from sharing”. Likewise, Bass (1998) states that transformational leaders use clear vision and trust as core factors that contribute to personal and organisational integrity. All these factors are quite prominent in the transformational leadership and integrity literature.

Other key integrity concepts that are shared with transformation leadership include; justice, ethical conduct, which are taken to be the other definition of an authentic transformational leader (Bass and Steidlmeir, 1999).

PRACTICAL DIMENSIONS OF INTEGRITY

(Dutelle, 2011) describes dimensions integrity and their focus on adherence to a code of ethics has a growing number of benefits to organisations, employees and society. asserts that an ethical workplace helps progressive organizations to comply with government regulations, minimize exposure to criminal liability and achieve many performance benefits.

According to (Dutelle, 2011), normative ethics is derived from sociology terminology “*norm*” that deals with standards for the rightness or wrongness of one’s actions. Norms are concerned with those attributes of a culture that compose the most universally shared expectations as to what constitutes appropriate or inappropriate behavior. Norms define the boundaries of what is considered conformity and what is considered deviance within a society, whereas, descriptive ethics involves the study of an individual’s beliefs relating to morality. The goal of descriptive ethics is to attempt to define individual beliefs relating to values and what actions are deemed right and wrong. It may also include researching what actions society condemns or punishes with regards to law and or policies. It attempt to describe morality of a group of people or society.

There is increasing evidence for the increasing ethics research in corporate codes of conduct along with education improves employees’ morale and job satisfaction, and helps to strengthen relationships with business partners. Studies show that there is a direct relationship between good ethics, governance, compliance practices and productivity in government or business success indicators.

The Martin's ethics program provides the 180-degree turnaround method for studying employees’ behaviour and attitudes following the Tylenol crises of the 1980's. The lessons learnt that, (Johnson and Onwuegbuzie, 2009) maintained their reputation and regained public trust by complying to their Credo's philosophy in doing business.

Codes of conduct help employees to understand their organization's values and improve their attitudes towards management. LRN reports that three out of four people (75%) who work for an organization with a written code of conduct or code of ethics affirm that their code helps them understand the conduct that their organization value. It also showed that 73% of the people believe that the code makes the organization a better place to work, alters their behaviour and directs proper decisions.

These ethics benefits are observed in organizations with strong ethical cultures, which are said to arise from four key "ethics related actions" (ERAs), including; “Management communicating ethics as a priority, management setting a good example of ethical conduct, Co-workers considering ethics when making decisions, and Co-workers talking about ethics in the work they do”.

While leading organizations are increasingly designing programmes and put in place written code of conduct, there is no guarantee that it will work because the code of conduct is simply a tool, which like any tool, it can be used well to enhance integrity in the public service (Dutelle, 2011). It is imperative important therefore to measure the levels of integrity performance and success in organizations.

PUBLIC SERVICE INTEGRITY IN GLOBAL PERSPECTIVE

In the global perspective, integrity is considered the cornerstone of good governance that fosters businesses and trust governments. The Organization for Economic Co-operation Development (EOCD, 2009) refers integrity to application of core values of

“justice, transparency and accountability” in the public service. Armstrong (2005) on the other hand defines integrity as a concept that encompasses the overarching principles in public administration; including “honest or trustworthiness” of the entrusted public servants on discharging their duties. In the UN system, integrity serves as the “antithesis to corruption or abuse of office” (Ibid).

In the view of UN (2011), corruption is a global threat and a serious roadblock to economic development. For this reason, preventing and combating corruption requires a comprehensive and multidisciplinary approach. Based on recognition of this fact, 152 UN Member States have signed the United Nations Convention against Corruption (UNCAC). The United Nations Office on Drugs and Crime (UNODC) is the guardian of the UN Convention against Corruption. The Convention provides all national, regional and multinational anti-corruption efforts with a single set of agreed-upon anti-corruption obligations and guidelines. UNODC facilitates the ratification and implementation of the Convention and supports Member States in devising coherent responses to prevent and combat corruption in accordance with the Convention.

Under the Convention, Member States are required to take measures to enhance transparency in their public administration relative to its organization, functioning, decision-making processes and/or other aspects, in accordance with the fundamental principles of their legal system. Promoting integrity and corruption prevention practices in line with the principles enshrined in the UN Convention against Corruption is of the utmost importance to ensure that the State’s funds are used to improve people’s quality of life through the delivery of basic services and the establishment of a good business environment.

Preventive measures directed at the public sector also include safeguards for the public service that promote efficiency, transparency and recruitment based on merit. Preventive measures further include the application of codes of conduct, requirements for financial and other disclosures, and appropriate disciplinary measures.

ESSENTIAL ELEMENTS OF INTEGRITY

6.1.3 Official's Conduct

Official conduct is the manner in which public officials behave, the decisions they make and how they make those decisions. A public sector officer’s conduct is guided by legislation which governs the public sector, the public sector Code of Ethics, and his agency's code of conduct and policies. In the view of Catharine Stevulak and M. Paul Brown (2011) doing the right thing willingly, without external compulsion, requires of an individual an inward strength of character, a confidence that manifests itself as reflective honesty and trustworthiness in serving the public.

6.1.4 Conflicts of Interest

In the public sector context, a conflict of interest involves a conflict between a public officer’s duties and their personal or private interests. Conflicts of interest can be actual, perceived or potential. To effectively serve the public interest, it is argued that setting values and standards of conduct for public officials in a code of ethics and

actively implementing them is relevant in situations where a conflict of interest may arise in public service (Lewis, 2008, OECD, 2017).

6.1.5 Ethical Decision Making

Decisions which impact on the national community are made by public officers every day. The community expects those officers to act with integrity when making such decisions.

6.1.6 Political Impartiality

The public sector serves the public as determined by the democratically elected Government of the day, without bias towards one political party or another. This 'political impartiality' endures so that there is continuity in the business of government regardless of the party in power. The United Republic of Tanzania issued an explanatory manual on the Code of Ethics and Conduct for the Public Service that requires Public servants to serve the public with impartiality. The public servants impartiality means; "respecting the rights of public servants and all other citizens to be members of and vote for political party of their choice, engaging in political activities only if they are unbiased and consistent with a political nature of the public service; and refraining from using public office to communicate with political representatives to advantage themselves in personal disputes with government (URT, 2007). Impartiality in the public service, therefore means; neutrality, independence and objectivity, fairness of public servants in discharging their duties.

6.1.7 Raising Concerns

Wrongdoing in the public sector can be reported in a number of ways, which may be dependent on the subject matter and often at the choice of the person reporting the wrongdoing.

DIFFERENCE BETWEEN INTEGRITY AND ETHICS

Despite the paucity of literature, the word integrity is defined in many but more less the same ways. Business dictionary defines integrity as the "adherence to morals, code of ethics that are reflected in transparency, honest and complete harmony in what one thinks, says and does" (businessdictionary.com). According to the United Kingdom civil service, integrity is defined as "putting the obligations of public service above your own personal interest (U.K Parliament, 2010). The Republic of South Africa defines integrity as "adherence to moral or ethical codes, policy or legal instruments such as Anti-corruption Act, Public Finance Management Act, Local Government Administration Management Act". In all these definitions, an individual public servant bears the responsibility of public morality and commitments while discharging public services (Dobel, 1999).

On the other hand, ethics refers to moral principles and values that guide a person or an organization, and ethical conduct refers to knowing the difference between right and wrong and choosing to do what is right. Our Business Ethics Policy and Code of Conduct is designed to regulate behavior by putting into practice rules and policies employees are expected to adhere to, while promoting ethical behavior based on shared organizational values. From the foregoing definition of ethics, it can be

concluded that ethics is part and parcel of integrity and it is an essential component of integrity.

Measuring integrity in public service used perception index on a list of constructs (Mungiu-Pippidi & Dadašov, 2015). According to OECD (2007)(OECD, 2016) integrity in public service is the alignment of, and adherence to ethical values, principles and norms for upholding and prioritizing the public interest over private interests in the public sector. Effective compliance to ethics and code of conduct in the public service can be measured on the basis of the following pillars:

- a) High level oversight
- b) Written policies and procedures
- c) Education and training programs
- d) Monitoring and auditing
- e) Investigating and reporting
- f) Response and prevention
- g) Enforcement and discipline
- h) Program effectiveness

This entails that instituting compliance to ethics and code of conduct in the public service is not a one side function, it requires sound policies and guidelines, monitoring systems, capacity building for prevention and reporting as well as enforcement mechanism.

BUILDING AN ETHICAL CULTURE

What is ethical culture? A growing need now than ever exists for public service personnel to cultivate an ethical culture. Before we look at ethical culture, there is need to briefly define the term ethics. Ethics refers to the specific values, standards, rules, and agreements that people adopt for conducting their lives. It defines the elements essential to human well-being and proposes guiding principles to generate an ethical culture. In a broad sense, however, ethics, is the study of human behavior and its consequences in the light of what is ideally possible.

Essential elements of ethical culture according to (OECD, 2007) include:

- (a) **Freedom of Belief:** Stimulating our thinking with new insights, information, and inspirations, our understanding of how the world evolves, and realizing the full capacity of our human spirit.
- (b) **Acting with Integrity:** Treating one another as ends require that we learn to act with integrity. This includes keeping commitment, and being honest, open, caring and responsive.
- (c) **Eliciting the Best:** Acting in a way that encourages the finest characteristics in others that we bring out the best in ourselves.
- (d) **Respect for Human Worth:** Treating all people as having an inherent capacity for fairness, kindness, and living ethically.
- (e) **Ethical Living:** Putting into practice ethical principles such as love, justice, honesty, and forgiveness, experiencing harmony within ourselves and in our relationships.
- (f) **Reverence for Life:** Cultivating the spiritual dimension in life by experiencing interdependent connections to humanity, nature, and our inner values.

IMPORTANCE OF INTEGRITY IN PUBLIC SERVICE

UN (2004) holds that integrity in the public workplace is very important for effectiveness in public service. The UN contends that the success and effectiveness of public sector reforms rest on more effective control over corruption. In order to effectively manage various resources in the public sector, government needs to be revitalized and transformed to correspond and provide support to overall reforms. The way a public office conduct business with the public and the way public servants represent official business matters.

The full costs of corruption here and everywhere were highlighted by the UN Secretary-General in his statement for 2009 International Anti-Corruption Day: “When public money is stolen for private gain, it means fewer resources to build schools, hospitals, roads and water treatment facilities. When foreign aid is diverted into private bank accounts, major infrastructure projects come to a halt. Corruption enables fake or substandard medicines to be dumped on the market, and hazardous waste to be dumped in landfill sites and in oceans. The vulnerable suffer first and worst.” (Ban ki-Moon)

Corruption also strikes at the heart of democracy by corroding rule of law, democratic institutions and public trust in leaders. For the poor, women and minorities, corruption means even less access to jobs, justice or any fair and equal opportunity.

According to a UN (2004) sponsored study in Saud Arabia, corruption and malpractices in the public sector are a result of a number of observable deficiencies, including the following:

- (a) Failure to state and enforce basic ethical/integrity principles in the overall HRM strategy and policies, leaving HRM void of ethical/integrity direction;
- (b) Failure to outline and enforce limits on political and personal influences, thus safeguarding transparency and allowing such influences to penetrate into HRM decisions;
- (c) The absence of clearly stated and enforced policies to promote professionalism in HRM, allowing the whole system to be vulnerable to malpractices and corruption; and
- (d) A lack of a code of ethics, guiding and enforcing the standards of HRM units and employees, leading to a lack of accountability among public servants.

This argument recognizes that corruption in the public service erodes integrity in the public service as it violates the principles of code of ethics and conduct in the public service.

PUBLIC SERVICE INTEGRITY IN THE AFRICAN CONTEXT

In Africa, as in many developing countries, corruption and poor governance are both a cause of poverty and a barrier to overcoming it (Transparency International, 2005) . Poor governance undermines poverty alleviation efforts and increases the risk that funds intended for social spending are lost, misused, or misallocated.

Policy Areas and Institutional Weaknesses

To begin with, what is perceived as a modern public service is a 19th century development associated with three complementary conditions: (i) an economy that is able to generate a sustained surplus to provide for a very well paid public servants; (ii) the pressures towards social and economic equality; and (iii) the existence of an ethical and professional service.

The problems confronting the new state of Africa's public sector is that none of the mentioned conditions holds in many African countries today (Clarke 1983: xi). How? Hardly any African country has a viable economy. Each country is plagued by stagnation, recession, decay and backed with deep crisis of declining productivity and inefficiency. Secondly, apart from the independence struggle where politics took the central role, since then, there has been no further and serious commitment to integrating either economic or political democracy in the development process until of late (1990s). Thirdly, the ethics of service though well accepted as a norm in informal sector operations remains an alien concept in the formal sector.

Our position is that the ongoing economic reforms should be consider ethics in the public service an integral component that fosters socio-economic growth.

6.1.7.1 Over-Centralization

The African public sector is generally over centralized, particularly in the Francophone speaking zone. By centralization we imply whereby civil capacity, constitutional concentration of powers, the level of resource concentration between the central administration and the districts, the relative importance of government involvement and the control of the national economy amongst others. The same is also applicable to the private sector where headquarters retain all powers of decision-making. There is no delegation of authority to the sub units.

Specific deficient areas that may precipitate corruption and malpractices include:

- Poor Performance Management system
- Compensation and remuneration
- Education and training
- Selection and Placement
- Career Advancement and Promotions
- Procurement and storage

6.1.7.2 Performance Management

A sophisticated and well-designed system of performance management is not as common in the public sector as in the corporate sector. Only in OECD countries and some South-east Asian countries (e.g. Singapore and Malaysia) applies performance management strictly in government services. Performance management includes performance planning, task assignment, monitoring, measurement, evaluation, feedback, control and the application of associated incentives. The sum of these elements constitutes the accountability system to which employees are subjected in the execution of their jobs. The accountability component of performance

management may fail or be less effective if various elements of the above variables are missing, loose or not properly designed or enforced, as in the following scenarios:

- (a) Performance objectives and expectations are not well-defined;
- (b) Performance objectives are not derived from the mission and roles of the public sector organization;
- (c) Standards of performance and job practices do not refer to ethical requirements;
- (d) Assigned tasks are not governed by competence and fairness among employees;
- (e) Workload and job content disparities (with associated benefits and burdens) are great among individuals and groups;
- (f) Task execution and work practices are not properly monitored;
- (g) Work practices and conduct are not properly and accurately measured;
- (h) Criteria or factors of assessment are not properly defined, allowing error, subjectivity, bias and favoritism to influence the performance rating;
- (i) Feedback is not provided accurately and immediately; a lack of feedback and transparency in assessment create an impression of arbitrariness, besides retarding the learning of desired practices and the avoidance of undesired ones;
- (j) Rewards and sanctions are not tied to performance; behavioral criteria are left totally to the subjective discretion of managers; managers may not be required to provide feedback and justification for their decisions; and
- (k) When public sector organizations focus primarily on outputs and outcomes without incorporating ethics requirements into the accountability framework, they may be at high risk.

In the opinion of UN (2004) the above-mentioned deficiencies and the associated risk of malpractices largely explain the stagnation in the performance often found in public sector organizations. A weak state of integrity and accountability are natural consequences of the absence of a rigorous and professionally-designed performance management system.

6.1.7.3 Compensation and Remuneration

Corruption and other ethical malpractices are manifested in the following ways:

- (a) Discrimination in compensation among employees doing the same work and possessing the same qualifications on the basis of non-meritorious criteria (e.g. ethnic origin, nationality and sex) may create tensions and conflicts;
- (b) In the absence of adequate employment and wage controls, the phenomenon of “ghost employees” may emerge; “ghost employees” may represent a substantial percentage of the government’s wage bill in some countries, restricting their ability to adequately compensate those who actually carry out job responsibilities;
- (c) The inability of some governments to adequately compensate their employees make them victims of high-cost of living, price inflation, and large wage disparity with the private sector; the wide-spread petty corruption in government in many developing countries is a result of this condition; employees under conditions of severe wage deficiency find themselves having to seek supplementary sources of income by either engaging in small business activities (if they have the capital and entrepreneurial skills), holding outside employment (moonlighting) or accepting small bribes from the service beneficiaries; and

- (d) Wage, benefit and incentive discrepancies can take place across the public sector or organizations for reasons other than differences in the nature of work and related job requirements; paying higher compensation in powerful ministries or agencies is a common phenomenon in many developing and transitional economies; the disparity can be even higher in countries lacking a sound compensation structure.

The implications of the above risks for performance, professional conduct, integrity and fairness in the public sector are enormous. Compensation that is far below the current labor market will not enable the public sector to attract competent, highly motivated, and qualified personnel. Under such conditions, a self-selection process can result in the government attracting the less competent, unmotivated, and corruptible individuals.

6.1.7.4 Education and Training

Abuse and corruption can occur when the training budget is spent, as follows:

- (a) Under outsourcing of training activities, training officers selecting the trainers and trainees may accept bribes;
- (b) Directing the training to areas from which benefits can be extracted by the training officers;
- (c) Offering training contracts on a non-competitive basis to collect personal benefits;
- (d) Giving training opportunities that involve benefits, travel or career advancement to select persons, based on distorted and non-meritorious criteria (at times, the training officers are the ones who collect most of these benefits);
- (e) Inflating the budget (when government resources allow this as in oil rich countries) with extra expenditures (e.g. gifts, banquets, travel, etc.) to create opportunities for private benefits; and
- (f) Including questionable programs and activities for the implicit purpose of maximizing personal gains and the power of the training unit. (This can take place due to slack government resources, irrational training plans, unevaluated training programs, and unprofessional training units).
- (g) Supervisors may also engage in malpractices similar to the above, when they possess discretionary authority to share in the determination of training needs and nomination of trainees.

6.1.7.5 Selection and Placement

Malpractice and corruption in selection and placement may be a consequence of the following:

- (a) An absence of sound policies and procedures for screening applicants according to merit and competence may lead to selection criteria that are haphazard, invalid or intentionally biased;
- (b) Without valid screening devices (e.g. educational attainment or qualifications, validated bioitems and skill/ability tests), selection is likely to be based on subjective judgment or low validity techniques such as the interview; the wide-

- spread use of the open (unstructured and unstandardized) interviews as a sole device, conducted by a single untrained interviewer, is indicative of gross subjectivity, error, and bias;
- (c) A lack of transparency in the selection criteria facilitates the cover-up of practices involving favoritism, nepotism, and cronyism; it provides protection and security to those who misuse the decision-making power in selection and frees them from the accountability that can potentially be exercised by those harmed by such conduct; The absence of well-defined job placement procedure – based on merit, fairness and equal opportunity – may be associated with corrupt placement practices, especially when positions, job locations or unit work assignments vary greatly in benefits and burdens. Unclear procedures make placement decisions vulnerable to bias and favoritism;
 - (d) The secrecy by which selection test scores are processed may be double-edged; on the one hand, it protects the assessment against bias and possible distortion (i.e. favoritism and corruption); on the other hand, when this secrecy is applied to the extreme, it could deny the job applicants the needed feedback in exercising control and accountability;
 - (e) Distortions in tests can take place in processing the scores, if the control over test scores or files is loose. It can also take place during test administration (cheating); when those administering the selection tests or processing the results are working under loose controls, are professionally weak, or lack related ethics, the likelihood of distortion and malpractice is high; and
 - (f) The absence of efficient, standardized procedures for employment placement can yet be a source of risk; in many developing regions, it takes months to process the hiring of a new employee in the government; receiving the first salary payment may take equally long or longer; sometimes, procedures are expedited for those with political or administrative backing; such practices result in unfair treatment and discrimination among various candidates.

In the opinion of UN (2004) the above malpractices on public sector employment, its competence and reputation are clearly negative. The most serious consequence is the undermined ability of public sector organizations to attract and retain high caliber personnel. This limitation particularly affects highly competitive areas such as information, communication, technical inspection/regulation, standardization, police, state media, investment and environmental protection.

Section 6 of the Treaty for the Establishment of the East African Community (Treaty) emphasizes the significance of good governance, including adherence to the rule of law, accountability, transparency, respect for human rights, gender equality and equal opportunities.

The Partner States recognize that corruption undermines good governance and undertake to cooperate in preventing and combating corruption by institutionalizing and upholding ethics and integrity in the Community. In Preventing and Combating Corruption, Partner States undertake to: -

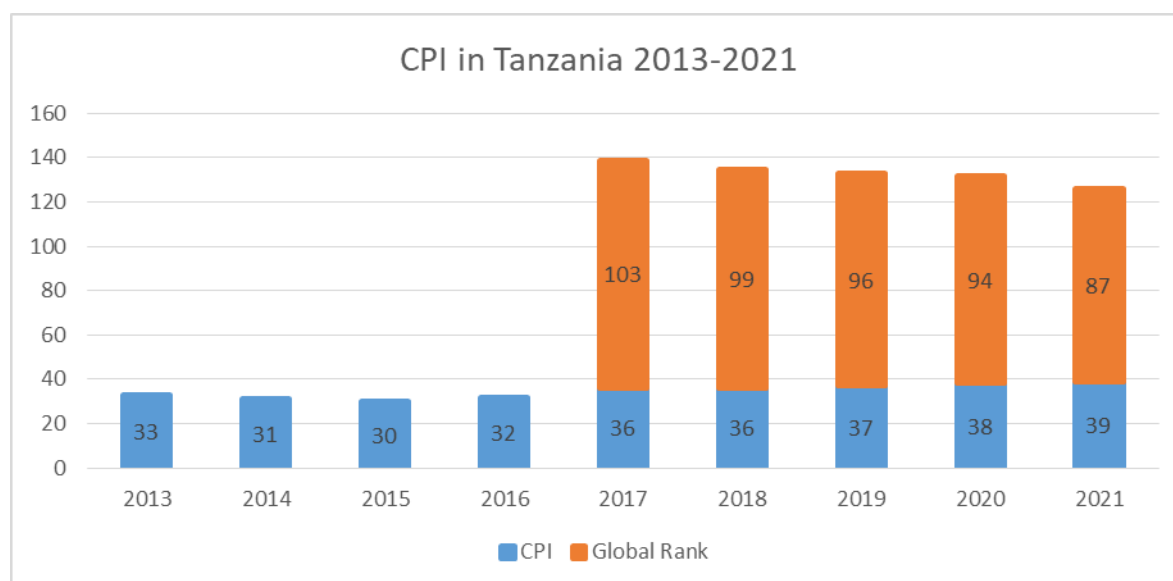
- (a) Establish standards of conduct for the discharge of public duties and mechanisms for enforcement;

- (b) Establish and strengthen laws, regulations and systems on tendering and procurement of goods, works and services, disposal of goods to ensure transparency, equity, efficiency and accountability;
- (c) Adopt efficient and effective measures for revenue collection;
- (d) Establish accountability procedures, audit systems and oversight mechanisms;
- (e) Uphold ethics and integrity in both private and public sector management;
- (f) Establish mechanisms for the promotion of access to information in order to facilitate elimination of opportunities for corruption in systems;
- (g) Establish mechanisms for protection of whistleblowers, witnesses, experts and victims who, in good faith, disclose acts of corruption;
- (h) Promote the participation of the public and private sectors, civil society and religious organizations and the media in efforts to prevent and combat corruption;
- (i) Integrate Information Communication Technology (ICT) in the prevention of corruption and provision of public services;
- (j) Establish a system of declaration and verification of income, assets and liabilities by public officers;
- (k) Develop policies and establish legal and institutional frameworks to combat corruption, money laundering, economic crimes and related offences; and
- (l) Create awareness through civic education in the fight against corruption.

CORRUPTION PERCEPTION INDEX COMPARATIVE ANALYSIS

Corruption Perception Index (CPI) is an International measurement for good governance in which corruption is a key variable. It ranks countries around the world on Corruption Perceptions. It measures how corrupt a public sector is perceived by experts, business people and citizens in areas of bribery, diversion of public funds, officials using public offices for private gain without facing consequences, ability of government to contain corruption in public sector, nepotism appointments in civil service, laws for ensuring that public officials must disclose their finances. According to Transparency International (2021), corruption Index in Tanzania showed slight improvement from 36 in 2017 to 39 in 2021 and moved in the list of most prone corruption/bribery in the global ranking from 103 in 2017 to 87 in 2021 (Fig.2).

Figure 1: Corruption Perception Index in Tanzania 2013-2021



Source: www.cpi.transparency.org, retrieved March 2022.

The Transparency International study on Corruption perceptions index compares 180 countries around the globe. It observes that corruption has marginally reduced or remained stagnant in many countries. This means despite the global efforts to fight corruption, people perceive not much changes on corruption levels have been recorded. However, in the Sub-Saharan Africa there are best practicing countries including Seychelles with 78 CPI, followed by Cape Verde (58 CPI) and Botswana (55 CPI). It is also impressive to note that Tanzania is among the countries with significant improvement that scored 39 CPI (TI, 2021). Nevertheless, the corruption problem is still prevalent as recorded in the Police Service in Kenya, Uganda and Tanzania where about 40% of respondents interacting with the Police paid a bribe to get the services they were seeking. According to the East African Bribery Index (2017) among the top ten most corruption/bribery prone institutions in Tanzania (Table 1).

Table 1: Perceived Prone Corrupt Institutions -EA-Index

Public institution / sector	2017	2014
Police	85	82.5
Judiciary	46.7	41.7
Land Services	35	35.7
Tax institutions	31.2	14.4
Medical and Health Services	20.7	15.2
Local Authorities	17.1	12
Business Licensing Services	15.7	n.a
Education Institutions	14.2	12.2
Utilities (water and electricity)	13.1	15.6

Source 1: Transparency International, 2017

The information in Table 1 shows that the greatest integrity concern in East Africa is corruption in police services that are supposed to observe integrity in provision of public services. In the view of TI (2017) the main reasons for prevalence of corruption is the culture in the East Africa region that people are prepared to pay bribes (a form of corruption) include:

- (a) Bribes being expected by service providers;
- (b) To hasten up services;
- (c) To access a service that a person does not legally deserve; and
- (d) Paying a bribe being the only way to access the service.

Transparency International (2013; 2017) surveys with people in East Africa asked to describe the levels of corruption in their respective countries. Table 2 indicates the perceptions on corruption, an ethical conduct which features a problem in Tanzania.

Table 2: Public Perception on Corruption in East Africa Compared

Country	2014	2017	Change
Burundi	60%	d.n.a	
Kenya	64%	83%	19
Tanzania	67%	44%	(-23)
Uganda	82%	81%	(-1)
Rwanda	d.n.a	61%	
South Sudan	d.n.a	d.n.a	d.n.a
D.R.C	d.n.a	d.n.a	d.n.a

Table 2 indicates the public perceives corruption in Tanzania declining from (67%) in 2014 to 44% in 2017. The main reason given for the declining corruption is that the Government is doing enough on fighting against corruption (TI, 2017).

PUBLIC SERVICE INTEGRITY IN TANZANIA

Gilman and Stout argue that integrity is essential in the contemporary governments because it provides a foundation for effective governance as well as it assures citizens that their government is working for their benefits. In other words, integrity in the public service increases public trust and confidence with the government.

On the other hand, unethical behavior such as corruption in the public service “undermines the capacity of the government to carry out its critical role” for socio-economic development, and therefore contributes to public mistrust on their government.

The OECD describes integrity as “committed to official tasks” (2005). Given the importance of integrity in the public service, “the OECD governments have integrated the integrity assessment results into a broader assessment framework to foster accountability. For instance, public organizations have defined standards of integrity for public officials with stakeholders and hold them accountable against these standards in their performance reviews” (OECD, 2005). Therefore, introducing performance-related pay should be linked with integrity assessment results and incentive to public servants to work with expected integrity.

In Tanzania, the URT (2007) regards Integrity in the Tanzania Public Service as “delivering promises and consistently exercising duties as a public servant” with observed code of ethics. According to the Tanzania Code of Ethics and Conduct, a public servant acting with integrity means, he/she upholds public interest in safeguarding public funds and properties, using time and equipment prudently for public interest only. He/she refrains from corruption and fraud, use official time for official responsibilities. The conventional principles of an ethical public service includes being; honesty, hardworking, compliance to rules, discipline at work and non-corrupt system.

It is important to note that integrity in the Tanzanian public service is guided by policy and law. Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) establish code of ethics and conduct for public servants. The code of ethics is a precise public statement with established core values in the practice of public service delivery. It guides ethical conduct of public servants and creates a shared understanding of what is expected from them. Public servants must also be aware of their obligations in performing their duties with integrity.

The question is why should governments bother with integrity? The role of integrity in the public service has far reached impact in the national socio-economic development. Integrity as an indicator of good governance increases national competitiveness for foreign investments. Corruption has become a global problem that erodes private investors’ trust on governments. Investors do account for integrity when looking for areas to invest (OECD, 2005). The OECD countries and some other developing countries such as the Republic of South Africa, have developed integrity assessment frameworks because of the belief that integrity in the public service improves not only public trust and service delivery, but also enables the flourish of investments. Therefore, an assessment for public service integrity could have far reaching importance in building Tanzania competitiveness and strong economy.

For effective integrity practice in the public service, leadership commitment is very important in the maintenance and reinforcement of ethical behaviour. Leadership role includes setting high standards, leading by examples of moral values and commitment.

According to the Public Service Act (Cap 298 R.E ,2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020), the Chief Secretary appointed by the President has a duty “to work towards the evolution of ethical standards designated to provide a basis for enhancing public confidence to the integrity of public leaders” (URT, 1995; URT, 2007). It is prescribed that the “Chief Secretary shall as the head of the Public service, provide leadership, direction, and image” of an ethical public service. It also provides the mechanism for instituting integrity in the public service that the Chief Secretary shall ensure that public servants are trained, motivated, efficient and effectively performing and the public service if corruption free (Ibid).

In view of Public Leadership Code of Ethics Act (CAP 398 R.E 2020), public leaders have the obligation to lead by examples and commitment towards integrity in their capacities because “the tone set by the top leadership is cited as a determining factor in creating organizational culture and commitment to high ethics and integrity” (KPMG, 2013). The Leadership code of Ethics Act stipulates the principles of the code of ethics which states that public leaders;

- a) “Shall while in office act with honesty, compassion...trust in the integrity...”

- b) Shall not solicit or accept gifts, customary hospitality or other benefits of nominal value...”
- c) Shall be required to declare all property or assets owned by, or liabilities owned to him, his spouse...”

Integrity in the public service can only be enforced by the established Law and monitored by the institutions. The Public Service Act (Cap 298 R.E ,2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) were established for this purpose; however there are many challenges in regard to enforcement of integrity in the public service in terms of policy gaps as well as the implementation of the law.

Public service integrity in Tanzania was further accelerated by reforms under Phase Two of the Public Service Reform Programme (2008-2012) which provided the mission of the programme as to deliver quality service to the people of Tanzania with efficiency, effectiveness and the highest standards of courtesy and integrity. As in other developing countries, the reform was a deliberate action to improve the efficiency, effectiveness, professionalism, representativeness and democratic character of a public service, with a view to promoting better delivery of public goods and services, with increased accountability and responsiveness to the public. In the context of Tanzania public service reform programme, therefore, integrity features as one of the essential ingredients for efficient and effective delivery of quality public services.

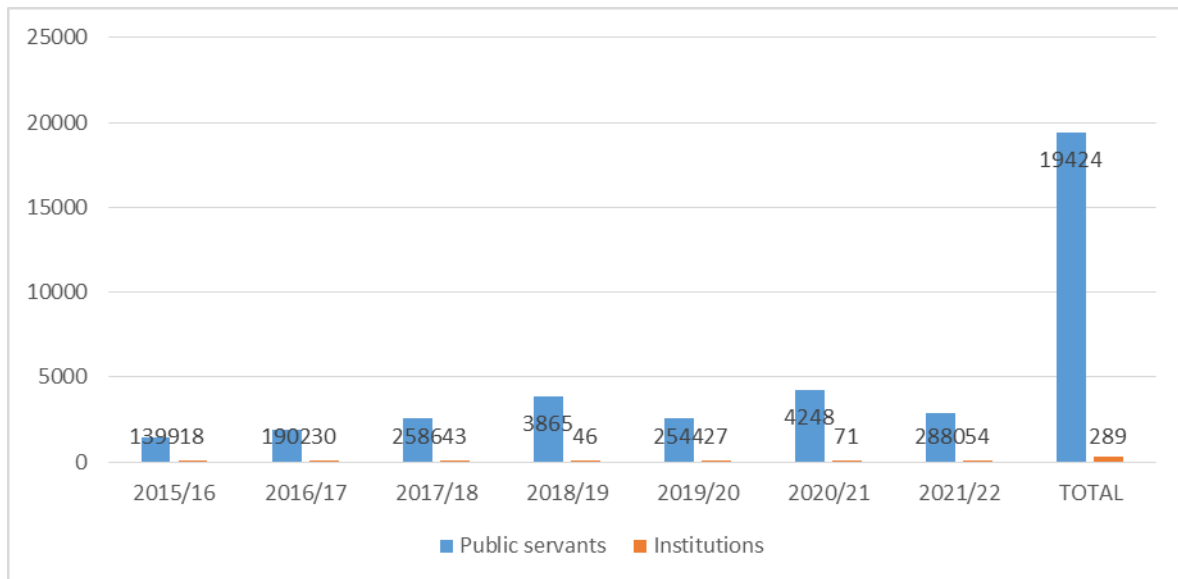
However, Schiavo-Campo and MacFerson (2008) argue that it is impossible and unfair to demand ‘ethical behavior” from public servants unless they are clearly told the basic principles they are expected to apply to their work and the boundaries between the acceptable and unacceptable behavior. In this regard, a clear concise and well-publicized statement of ethical principles and standards for public employees is necessary to create a shared understanding across government and within a broader community.

The Tanzania government (URT, 2007) acknowledges that it is the responsibility of the government to educate public servants to be professional, honest and accountable. To partly achieve this aim, the government published Code of Ethics and Conduct for Public Service (2005) and introduced the Explanatory Manual on the Code of Ethics and Conduct for the Public Service (2007). The Explanatory Manual contains the public service core values of professionalism, honesty and responsibility, and explains them through a series of eight principles supported by various do’s and don’ts informing public actions.

However, it should be recognized that, publishing policy documents, guidelines and manuals for code of ethics and conduct is necessary but not sufficient condition for enhancing compliance to ethical conduct. It requires concerted efforts for socialization of the public service work-force to understand the integrity values and their importance in the public service delivery for a stronger economy. This requires well developed ethics training for the induction courses as well as continuous on-job training. Public awareness training through media are equally important for the orientation of the stakeholders on the required code of ethics and conduct in the public service. In recognition of this fact, PO-PSMGG has been conducting as well as facilitating both the supply and demand driven ethics training awareness creation programmes. In 2005/06, the POPSM coordinated ethical training within the country, but only covered 619 (0.13%) public servants in the Ministries, Local Government

Authorities, and MDAs. Realizing the importance of training public servants, PO-PSMGG has trained 19,424 (3.7%) of the total public servants consecutively from 2015/16 – 2021/22 with the objective enhancing integrity in the public service (Fig. 3).

Figure 2: Conducted Ethics Training 2015-2022



Source 2: URT (2022), PO-PSMGG Ethics Training

However, much is needed for socialization of the entire work force within public service and making an informed citizen through community awareness programmes.

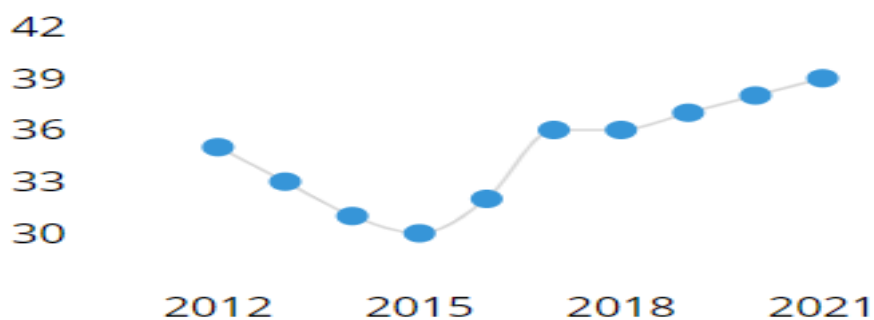
Other areas of importance for enhancing integrity in the public service, include creation of feedback mechanism from the public on the public service delivery. Establishment of complaints handling mechanism in the public service has been effected with the purpose of facilitating effective and efficient management of public complaints.

STATE OF CORRUPTION IN TANZANIA

According to the Transparency International Corruption Perception Index (CPI), Tanzania scored 35 and globally ranked 102 out of 180 countries in 2012 and 36 CPI score in 2017 and 39 CPI score in 2021 ranking 87 out of 180 countries. This shows Tanzania is making some improvement on combating corruption (Fig. 4). However, Tanzania is still among the corrupt societies ranking 87 out of 180 countries in the world (<https://www.transparency.org/en/cpi/2021/index/tza>).

Figure 3: Corruption Index Trend in Tanzania 2012 - 2021

Score changes 2012 - 2021



According to URT (2009), Tanzania government regards the corruption scourge as public enemy number one. A Presidential Commission of Enquiry on Corruption (Warioba Commission, 1996) asserted that the high level corruption was caused by several factors, including:

- (a) Greed and abuse of power;
- (b) Poor discipline and lack of accountability in public institutions;
- (c) Deficiencies in management systems, procedures and controls (for instance, public procurement, taxation, and customs services are areas that are prone to corruption)
- (d) Weak legal and judicial systems;
- (e) Weak oversight and watchdog institutions (among these, the Permanent Commission of Enquiry, the Prevention of Corruption Bureau (PCB), the Controller and Auditor General (CAG), Parliament, and the mass media);
- (f) Political interference; and
- (g) Low public awareness

Pricewaterhouse Coopers (2006) indicates that in Tanzania public service is “failing most at adhering to the principles of integrity, diligence, impartiality and service excellence.” Despite the existence of a code of ethics and conduct for public servants (see URT, 2006), the study also reported a high level of noncompliance to ethics. According to this study, the reasons attributed to this state of affairs include: insufficient training, unwillingness to report unethical behaviour and inadequate mechanism for external scrutiny.

Transparency International (TI) Corruption Perception Index (CPI) 2021 ranked Tanzania 87 out of 180 countries. The country improved from 103 in 2017 to 87 (15) points in 2021. Despite the progress made on combating corruption, Prevention and Combating of Corruption Bureau (PCCB) note that corruption still remains a problem in Tanzania (URT, 2017). The types of corruption prevalent in the country's public service include demand for unofficial payment; demand for sex and abuse of power. According to Transparency International (2021), the sectors ranked highest in corruption are the Tanzania Police, the Judiciary, Tax Services and Land Services.

IMPROVING INTEGRITY AT THE WORKPLACE

To improve integrity in the workplace, specific steps must be taken, including having a system in place to reduce loopholes for corruption, changing culture to make corruption unacceptable and making people / citizen accountable (Dutelle, 2011; OECD, 2016). Other measures include the following:

Step 1: Creating an organizational mission statement -emphasizing integrity¹.

Let public employees know that the public office they occupy is firmly committed to integrity by issuing a mission statement that details the position of the organization. A mission statement gives employees something to stand behind and fulfill, and can help guide them toward the behavior expected of them. An example of this type of mission statement would include phrases such as "We are committed to ethical practices and strive to show integrity in all of our actions both within the workplace and with the public²."

Step 2: Establishing firm policies for handling integrity.

Instead of letting problems slide, public service should develop a system for handling any unethical or questionable behavior. The use of a warning type system for this can be adopted, unless the problem is very severe. For example a verbal warning can be given first, followed by a written warning and probation, and finally termination. When a serious breach of integrity occurs, such as employee theft, or blatant dishonesty, the penalty needs to be immediate and severe, such as termination.

FEATURES OF EFFECTIVE ETHICAL MANAGEMENT SYSTEM

Increased concern about corruption and the decline of confidence in public administration has prompted many governments to review their approaches to ethical conduct. To assist these processes, a set of principles has been developed by the OECD to help countries review the institutions, systems and mechanisms they have for promoting public service ethics.

¹ Also known as Integrity pledge such as Anti-corruption NKRA, PEMANDU (2012) pledges to cultivate integrity culture in society.

² An integrity pledge

The principles can be adapted to national conditions, and countries can find their own ways to balance the various inspirational and compliance elements so as to arrive at an effective framework that suits their own circumstances. The principles are, of course, not sufficient in themselves but provide a means for integrating ethics management into the broader public management environment.

Discussing how to effectively combat and control corruption, OECD (2000) presents the following twelve suggestions:

1. Clearly stated ethical standards for public service.

Public servants need to know the basic principles and standards they are expected to apply to their work and where the boundaries of acceptable behaviour lie. A concise, well-publicized statement of core ethical standards and principles that guide public service, for example in the form of a code of conduct, can accomplish this by creating a shared understanding across government and within the broader community.

2. Reflected Ethical standards in the legal framework.

The legal framework is the basis for communicating the minimum obligatory standards and principles of behaviour for every public servant. Laws and regulations could state the fundamental values of public service and should provide the framework for guidance, investigation, disciplinary action and prosecution.

3. Making ethical guidance available to public servants

Public servants need to know where, and to whom to turn, when they are confronted with potential difficulties. These need to be persons in whom they have trust, and in whom they can confide in confidence.

Professional socialization should contribute to the development of the necessary judgment and skills enabling public servants to apply ethical principles in concrete circumstances. Training facilitates ethics awareness and can develop essential skills for ethical analysis and moral reasoning. Impartial advice can help create an environment in which public servants are more willing to confront and resolve ethical tensions and problems. Guidance and internal consultation mechanisms should be made available to help public servants apply basic ethical standards in the workplace.

4. Known rights and obligations when exposing wrongdoing.

A core value of public service is commitment to the law and to the Rule of Law. This is of higher value than any duty to superiors, colleagues or subordinates, and likewise it overrides any claim to loyalty on the part of the political party in power.

Public servants need to know what their rights and obligations are in terms of exposing actual or suspected wrongdoing within the public service. These should include clear rules and procedures for officials to follow, and a formal chain of responsibility. Public servants also need to know what protection will be available to them in cases of exposing wrongdoing.

5. Political commitment to ethics for reinforcing ethical conduct of public Servants

Political leaders are responsible for maintaining a high standard of propriety in the discharge of their official duties. Their commitment is demonstrated by example and by taking action that is only available at the political level, for instance by creating legislative and institutional arrangements that reinforce ethical behaviour and create sanctions against wrongdoing, by providing adequate support and resources for ethics

related activities throughout government and by avoiding the exploitation of ethics rules and laws for political purposes.

Unless political leaders demonstrate high standards they have no moral authority upon which to draw when they wish to reprimand others who step out of line. It is a truism that “the fish rots from the head”, and experience certainly suggests that where the behaviour of superiors is seen to be incorrect, similar indiscretion is fostered among subordinates. It is important that political leaders clearly articulate their unqualified support for, and insistence upon, high ethical standards.

6. Transparent decision-making process

A corrupt and/or inefficient administration will wish to shield its shortcomings through denying access to information. The provision of channels for information, and rights of access, are important antidotes to this malaise. The greater the transparency, the smaller the shadows. The public has a right to know how public institutions apply the power and resources entrusted to them. Public scrutiny should be facilitated by transparent and democratic processes, oversight by the legislature and access to public information. Transparency should be further enhanced by measures such as disclosure systems and recognition of the role of an active and independent media.

7. Clear guidelines for interaction between the public and private sectors.

Clear rules defining ethical standards should guide the behaviour of public servants in dealing with the private sector, for example regarding public procurement, outsourcing or public employment conditions. Increasing interaction between the public and private sectors demands that more attention should be placed on public service values and requiring external partners to respect those same values.

Much of the “grand corruption” that mars today’s administrations around the world takes place on the interface between the public and the private sectors. Special attention is given to this in the chapter entitled Public Procurement: Where the Public and Private Sectors Do Business.

8. State Managers- demonstrating ethical conduct.

An organizational environment where high standards of conduct are encouraged by providing appropriate incentives for ethical behaviour, such as adequate working conditions and effective performance assessment, has a direct impact on the daily practice of public service values and ethical standards. Managers have an important role in this regard by providing consistent leadership and serving as role models in terms of ethics and conduct in their professional relationship with political leaders, other public servants and citizens.

9. Management policies, procedures and practices for promoting ethical conduct.

Management policies and practices should demonstrate an organization’s commitment to ethical standards. It is not sufficient for governments to have only rule-based or compliance-based structures. Compliance systems alone can inadvertently encourage some public servants simply to function on the edge of misconduct, arguing that if they are not violating the law they are acting ethically. Government policy should not only delineate the minimal standards below which a government official’s actions will not be tolerated, but also clearly articulate a set of public service values that employees should aspire to.

10. Public service management of human resources for promoting ethical conduct.

Public service employment conditions, such as career prospects, personal development, adequate remuneration and human resource management policies should create an environment conducive to ethical behaviour. Using basic principles, such as merit, consistently in the daily process of recruitment and promotion helps operationalize integrity in the public service.

It is important to note that ethical conduct can be fostered, just as unethical conduct can be contagious. If nepotism, favouritism and the selective application and waiver of rules are taking place, the standards of all can be expected to come under pressure.

11. Adequate accountability mechanisms in the public service.

Public servants should be accountable for their actions to their superiors and, more broadly, to the public. Accountability should focus both on compliance with rules, ethical principles, and on achievement of results. Accountability mechanisms can be internal to an agency as well as government-wide, or can be provided by civil society. Mechanisms promoting accountability can be designed to provide adequate controls while allowing for appropriately flexible management. Corruption and inefficiency flourish in an environment devoid of accountability. In this regard, the Office of Ombudsman has a particularly potent role to play.

12. Appropriate procedures and sanctions to deal with misconduct.

Having a system for detecting unethical conduct such as corruption is a necessary part of ethics department. It is necessary to have reliable procedures and resources for monitoring, reporting and investigating breaches of public service rules. It is equally important to have awarding system for whistleblowers who contribute to successful detection of wrongdoers that discourage misconduct. Ethics managers should exercise appropriate judgment in using these mechanisms when actions need to be taken.

Mechanisms need to be fair and trustworthy. They should protect the innocent and the naïve, just as they should detect and punish the wrongdoers. Penalties, where applicable, should be proportionate and should be consistently applied. A sanctions regime which is idiosyncratic and viewed as untrustworthy by staff can seriously undermine efforts to raise and to protect ethical standards generally.

INTEGRITY ASSESSMENTS

Transparency International (2021) provide the aim of public integrity assessments tools as to assess the institutional framework for promoting integrity and combating corruption across the public sector, and/or to identify corruption or corruption risks within specific government agencies and/or among public officials. These tools usually focus on identifying the preconditions for corruption which exist in a particular institution as well as the actual incidence of corruption, drawing on the understanding and experiences of public officials. In a nutshell, the major aim of integrity assessment tools is:

- (a) To assess the institutional framework for promoting integrity and combating corruption across the public sector, or

- (b) To diagnose corruption and/or corruption risks within specific government agencies and/or among public officials

According to Transparency International (*ibid*), assessments may be conducted internally by the government agency or externally by a third party. The great majority of integrity assessments focus on assessing the integrity of the institution as a whole rather than of individuals, including those where public officials are surveyed (e.g. public officials are asked to assess the clarity of ethical guidelines and procedures, or their personal experiences with integrity building measures of the agency, etc).

OECD (2009) encourages countries to review and modernize their integrity framework by mapping out good practices and developing principles, guidelines and tools. Our approach focuses on mapping “at risk” areas vulnerable to misconduct, fraud and corruption. In the opinion of OECD, Countries are supposed to shift their efforts from policy design and implementation to assessment of these efforts. The Integrity Framework is a systemic and comprehensive approach to view integrity management within government. It combines:

- The integrity management systems: the instruments, processes and actors within public sector organizations to stimulate and enforce integrity and prevent corruption.
- The integrity context (or supporting environment) that can have an impact upon the integrity of the members in public sector organizations.

6.1.8 Purpose and Context of Integrity Assessments

The purpose of most public integrity assessments is to identify weaknesses in the institutional framework for combating corruption in order to prioritize areas for reform. The level of assessment can range from multi-country tools which look at the public sector as a whole at national level, down to assessments of a given public agency in a given country. The specific objectives of the assessment will depend largely on whether it is driven by the government in question (internal) or by a third party (external).

6.1.9 Assessment Approaches

The majority of public integrity tools focus, in on one way or another, on what is being done to control corruption in the public sector, both in law and in practice. Among these different ‘anti-corruption’ tools a distinction can be made between system wide approaches and those which focus on specific institutions and actors within the system.

6.1.10 System-Wide Approach

This involves assessing the existence, feasibility, effectiveness and coherence of institutions, systems and mechanisms for promoting ethics and countering corruption in the public service – often referred to as the ‘integrity system’ or ‘ethics infrastructure’. This usually involves evaluating the performance of, and relationship between, institutions relevant to combating corruption at national level (e.g.

executive, legislature, judiciary, oversight institutions etc). Increasingly the approach is also being adapted and applied at the sub-national level.

Finally, whilst not strictly a system-wide approach, a number of tools assess and compare the level of integrity among public sector institutions. Institutional assessments take a more targeted approach by assessing the role, capacity and/or effectiveness of specific anti-corruption related institutions, such as anti-corruption agencies or internal oversight and regulatory bodies within public.

It is clear that the transformation of public funds into private funds through public procurement procedures presents an enormous potential for corruption. Data regarding the size of public procurement markets are limited. However, available statistics suggest that the amounts involved are very large.

The “assessment journey” starts with identifying which building blocks of an “Ethics Infrastructure” – the institutions, systems and mechanisms for promoting integrity and preventing corruption in the public service – need to be assessed. Depending on the overall approach of the assessment and the stage at which public organizations are in the “assessment journey”, an assessment may focus on separate specific measures and their interaction, in particular:

- (a) Risks – analyzing risks and reviewing vulnerable areas susceptible to corruption.
- (b) Specific policy instruments – assessing discrete integrity and corruption prevention measures.
- (c) Complex programmes – examining the interaction of combined policy instruments.
- (d) Elements of an organizational culture – reviewing values, behaviours and specific individual actions.

6.1.11 Integrity Testing

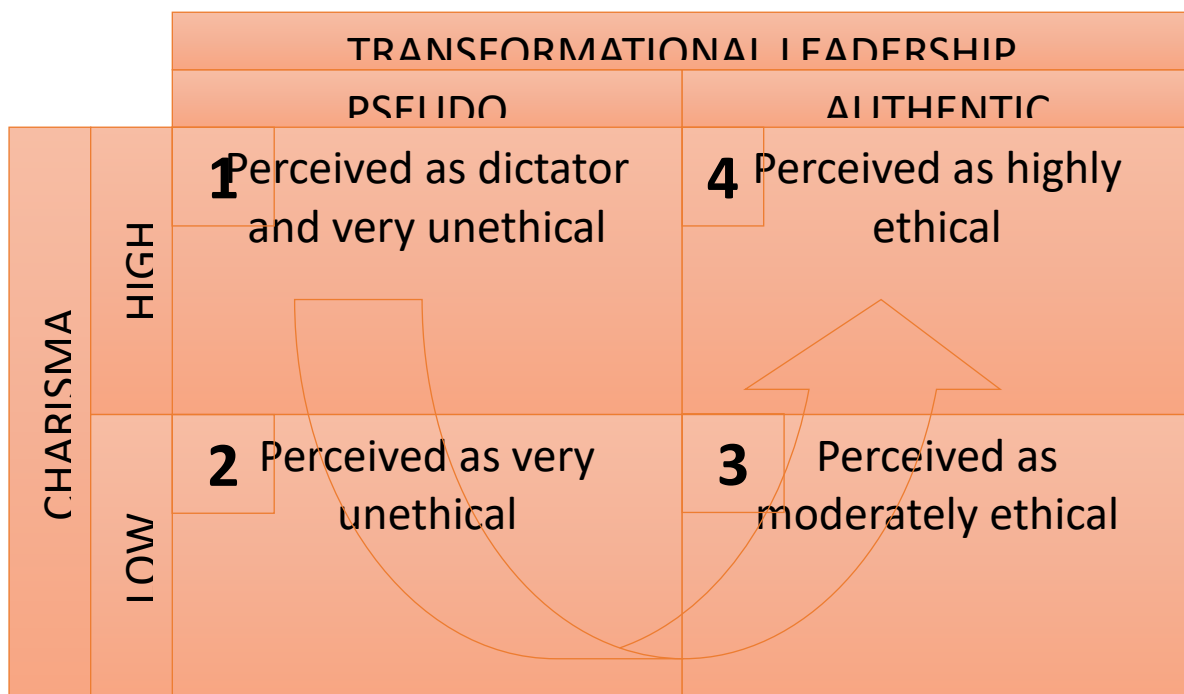
According to the OECD, “Integrity testing” is a tool by which public officials are deliberately placed in potentially compromising positions without their knowledge, and tested, so that their resulting actions can be scrutinized and evaluated by the relevant authorities (OECD, 2005: 68). There are two possible types of integrity tests: (i) random, which applies to any of official in any government agency/unit; (ii) targeted, which applies only to officials suspected of corruption (OECD, 2005).

Integrity tests are often used in the private sector for pre-employment screenings. They aimed at assessing attitudes and experiences related to a person’s honesty, trustworthiness, reliability, and pro-social behavior. These tests typically ask direct questions about previous experiences related to ethics and integrity or questions about preferences and interests from which inferences are drawn about future behavior in these areas. Integrity tests thus are used to identify individuals who are likely to engage in inappropriate and dishonest behaviour at work.

CONCEPTUAL FRAMEWORK

We conceptualize the problems of perceived integrity in the public service as a four quadrant problem bounded by the extent of transformational leadership and degree of charisma. When a leader has pseudo transformational leadership and has high charisma, he is in quadrant 1 of Figure 1. In this quadrant, the leader is seen as manipulative, not real, highly unethical and violator of laws, rules and regulations. When a leader is low in charisma, but is not an authentic transformational leader (quadrant 2), he is likely to be perceived low in integrity, very unethical, dishonest, unfair, and unprincipled almost whenever he or she has the opportunity. Quadrant 3 is low in charisma but has authentic transformational leadership. The leader in this quadrant is perceived as moderately ethical but may engage in some unethical behaviour under certain conditions. An authentic transformational leader and one who is high in charisma (quadrant 4) is likely to be perceived as being highly ethical, trustworthy and principled. This framework applies to public servants as well.

Figure 4: Leadership integrity matrix



Source: Authors' construct based on literature review

The big curved arrow indicates the direction one would hope government interventions would take in public servants' behavior.

CHAPTER 3: METHODOLOGY

METHODS FOR STUDYING INTEGRITY

Perception surveys are the methodologies for International Social Attitude Surveys, International Bribery Index or Public service Integrity Survey like the British all have common features. The East Africa Bribery Index for example measures “bribery experiences of citizens as they seek various services offered by the government in Police, Judiciary, Medical and Health Services, local government services, utilities (water and electricity), registry and licensing services (Civil Registration and Business Licensing) education, Tax and Land Services. A country’s integrity is measured on the standardized perception index of 0-100, where 0 means highly corrupt (no integrity) and 100 means corrupt (maximum corruption). The Tanzania Public Service Integrity study measurements are calculated on mean score of the perceived compliance of public servants on Code of Ethics and conducts based on stakeholders’ experiences and practice index. Reporting of the computed ECI is by percentage as the highest expected score is 100.

Co-KNOWLEDGE GENERATION APPROACH

Co-knowledge generation is used “when research scientists and Government work to produce research evidence” with the objective to improve impact of research on evidence policy making and implementation. The consultant adopted co-knowledge approach in the undertaking of a study on public integrity survey in Tanzania during data collection from stakeholders. The Client, PO-PSMGG provided counterpart staff who monitored closely the field data collection process. The counterpart staff facilitated the necessary entry preparations that made it easier for the consultant to get research permits from the sampled Ministries, Departments, and Agencies, Regional Secretariat (RAS) offices, private sector and Development Partners.

MIXED-METHODS RESEARCH APPROACH

The survey questionnaire, interviews, and desk review for data collection as social attitude integrity surveys benefits well from mixed research methods. Mixed methods research is defined as “the third wave research where the researcher mixes or combines quantitative and qualitative research techniques in a single study” (Johnson and Onwuegbuzie, 2009). Mixed research methods contributes greatly to progressive theorizing (Bennett and Braumoeller, 2006) and deepening data complimentarily. combining quantitative and qualitative measurements provides more credible integrity studies, because quantitative assessments provide descriptive statistics on the levels of unethical or ethical behaviours, whereas the qualitative assessment contribute to an in-depth understanding of the unethical or ethical behaviours in the public service. This method is also known as the triangulation technique for data collection and analysis.

DATA COLLECTION METHODS

In order to meet the objectives of the assignment, the consultant used the following data collection methods / techniques as outlined below:

7.1.1 Data Collection Methods

As earlier on mentioned, we employed mixed approaches for data collection. This included the use of a structured questionnaire, interviews and desk review.

(1) Questionnaire Administration

The developed questionnaire was translated from English to Kiswahili language for easy understanding of the public stakeholders. Before going to the field, 11 research assistants were recruited and trained on data collection techniques at PO-PSMGG offices, Mtumba Government City. The training for enumerators was conducted to familiarize them and getting them acquainted with the sequencing of asking and soliciting responses as well as improving quality of data. Thereafter, the instruments were pre-tested at two levels; first by the enumerators themselves, and second pre-testing was randomly done by the enumerators to the general public using the convenient sampling techniques.

The research team was dispatched to the field accompanied by introduction letters from the PO-PSMGG introducing the researchers and the study objective to the selected Ministries at Mtumba Government city and thereafter to all other stakeholders in the sampled regions. The main field work of data collection was conducted from 20th March to 30th May, 2022.

Data were collected using digital gadgets coded with KoboToolBox software with research assistants completing the questionnaire in the field. The completed digitalized questionnaires were synchronized in the data base.

(2) Interviews

Interviews were conducted to Key Informants on Tanzania public service using an interview guide for qualitative data. Five (5) interviews were conducted at President's Office, Public Service Management and its institutions which were purposively selected for gaining an in-depth information about integrity in the Public Service.

(3) Desk review

A comprehensive literature review from theory and empirical research on integrity was done in reference country and global perspective of public service integrity assessments. Amongst the consulted documents include: Public Service Act (Cap 298 R.E ,2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020); Code of Ethics and Conduct for the Public Servants of 1998; Public Service Reform Programme-II; 2006 Ethics Baseline Opinion Survey; Doing the Right Thing: Explanatory Manual on the Code of Ethics and Conduct for the Public service, 2007 and Guidelines for Complaints Handling in the Public Service.

Other reviewed documents include the e-Government approaches and use of information and communication technology (ICT) on public service delivery and business processes. The main objective is to cope with technological development in the world while improving performance across sectors such as tax collection, health service, education, agriculture, security, etc.

SAMPLE SIZE AND SAMPLING PROCEDURES

7.1.2 Calculated Sample Size

In cases where the population is more than 100 times the sample size, variability of a statistic from a random sample is the sample size, not the population size. In other words, variability of a statistic from a random sample does not notably depend on the size of the population. Given that there are 525,034 Public Servants, the population would seem from an economic point of view, to be more than 100 times the sample size. In such a case, the population does not matter so much in determining the sample size.

We can therefore determine the sample size N using the standard formula

$$N = \frac{Z^2 p(1-p)}{E^2}$$

Where;

N = Number of observations to be made

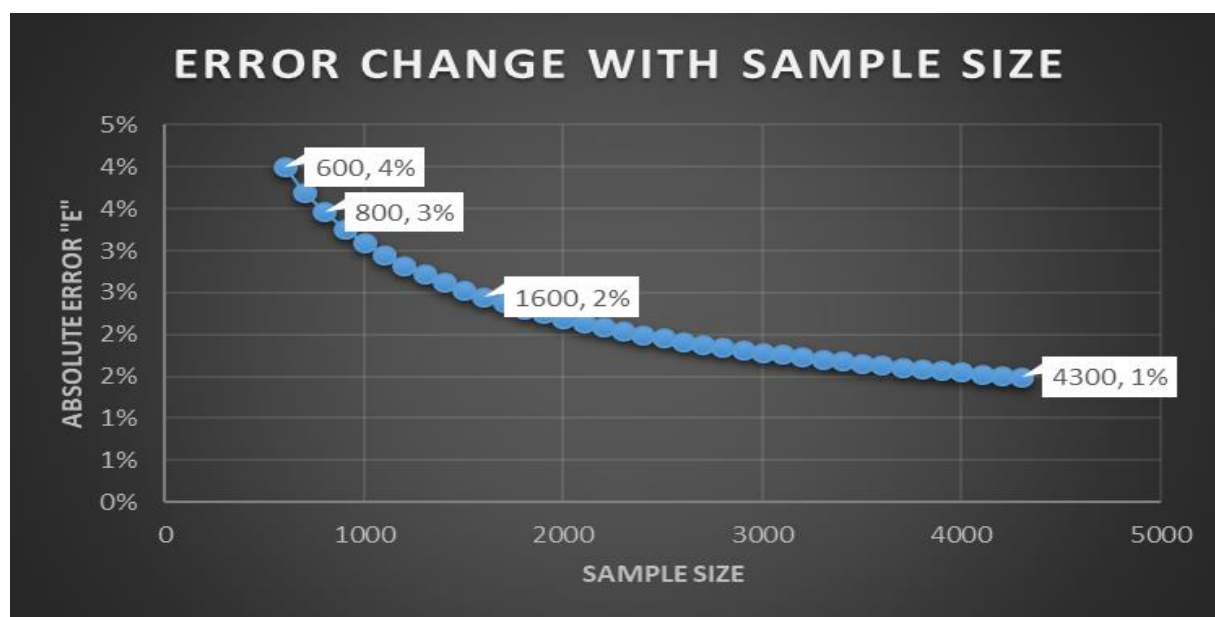
Z = Number of standard deviations associated with a given confidence level

p = Estimated proportion of time that the focal incidence being measured occurs (worst case scenario is when $p=0.5$)

E = Absolute error that is desired

We set $E = 4\%$, which is a typical value for the margin of error used in surveys and set a typical confidence level of 95% (hence $Z = 1.96$) and assume a worst case scenario for p of 0.5. Substituting these values in the equation, gave the sample size of the Public Servants of $N= 601$ and that of the general population to be the same value. The combined sample size was estimated to be 1420. Because of challenges arising from getting respondents and in ensuring that all questionnaires are usable, we proposed to sample 700 respondents from among public servants and 729 from the general population, making a total of 1429.

Figure 5: Change in absolute error with sample size



It should be noted that an increase in the sample size from 600 to 800 reduces the absolute error from 4% to 3%. Doubling the new sample size to 1600 reduced further the absolute error by one more percent to 2%. Therefore, our sample was 1,429 adequate enough for this study (Fig 5).

SAMPLING PROCEDURES

The main premise for sampling in this study was done with the understanding that all institutions and individuals had an equal chance of being selected to be in the public service integrity survey. We therefore adopted random as well as purposeful sampling methods. We used random sampling procedures for selecting regions according to zones, whereby 10 regions were selected including Northern zone:-Arusha & Kilimanjaro; Lake zone:-Geita & Kagera, Central:- Dodoma; Southern Highlands:- Iringa & Katavi, Eastern:- Dar Es Salaam, Lindi and Western:- Kigoma. We used purposeful selection technique for selecting Ministries, Agencies, and Local Government Authorities based on the previous conducted integrity surveys so as to enable trend analysis. As a tracer study, the 2022 survey followed the 2014 survey which sampled same institutions (Table 3).

Table 3: Sample of Institutions for 2022 Integrity survey

#	Category	Required	No. of Respondents	Total	Random Selection
1	Ministries	10	10	100	Education, Land Housing and Human Settlements Development, PORALG, Health, Minerals, Energy, Home affairs, PO-PSMGG
2	Independent	5	10	50	National Electoral

	Departments				Commission, Public Service Commission, Ethics Secretariat, CHRAGG, Uongozi Institute
3	Executive Agencies & Regulatory Authorities	15	10	150	TRA, TCRA, EWURA, TPA, TARURA, TANROADS, REA, TEA, PPRA, CAG, PCCB, PBPA, Judiciary, e-GA
4	Regional Secretariats (RSs)	10 regions	20	200	2 in @ zone
	Local Government Authorities	10 regions	20	200	Northern zone:-Arusha & Kilimanjaro Lake zone:-Geita & Kagera, Central:- Dodoma; Southern Highlands:- Iringa & Katavi, Eastern:- Dar Es Salaam, Lindi Western:- Kigoma
TOTAL PUBLIC SERVICE				700	
8	Civil Societies	10	5	50	Policy Forum, Save The Children, Legal and Human Rights Center, Haki Elimu, Haki Ardhi, Foundation for Civil Society, ANSAF, TGNP, TWaweza. Hakikazi Catalyst, PACT Tanzania
9	Faith Based Organizations	3	15	45	BAKWATA, EPISCOPAL, CCT Four or five in each sampled region
10	Private Sector & Businesses	10 regions	15	150	National Business Council, TPSF
11	Retired PS-Public Service Management	5	1	05	Retired PS-Public Service Management
12	Professional associations / bodies	5	2	10	NBAA, Medical Association of Tanzania, Tanganyika Law Society, Tanzania Teachers Union
12	General Public	10 regions	45	450	These will include men and women, disabled, those working in Religious institutions, youths and

					elderly people.
13	Development Partners	1	1	1	USAID
	GRAND TOTAL			1429	

3.7.2. QUANTITATIVE DATA ANALYSIS

The data analysis on Public Service Integrity perception survey was conducted starting with data cleaning, coding, and entering into computerized Statistical Package for Social Science (SPSS). The ECI is calculated by applying an importance weighting to opinion scores for each of the ethical conduct elements. A composite opinion index was then developed from each of the weighted opinion scores based on Transparency International standardized methodology. The analyzed data are reported in the form of perception indices, proportions or percentages, and charts in this report.

3.7.2. QUALITATIVE DATA ANALYSIS

Qualitative data obtained from interviews were analyzed using qualitative analysis of thematic, narrative and content analysis. Responses were coded and grouped on thematic categories with the application of Nvivo 12 software. The qualitative analysis was guided by study ToR on finding the adequacy of the institutional guidelines and laws that provide guidance for the ethical conduct in the public service, enforcement and sanctioning for violation of ethics, leadership conduct and engagement in promoting ethics at work places, as well as their commitment to enforcing code of ethics and conduct in the public service. The qualitative findings were triangulated with the corresponding findings from the quantitative analysis that together forms the study opinions, conclusions and recommendations.

DATA ANALYSIS AND INTERPRETATION

The collected data on Public Service Integrity survey were cleaned, coded, entered into computer, and analyzed using a statistical package for social science (SPSS). We calculated the ethical conduct index (ECI) from the weighted mean scores of stakeholders' perception for each objective. The ECI is calculated by applying an importance weighting to opinion scores for each of the ethical conduct elements. A composite perception index (CPI) was then determined from each of the weighted opinion scores. The results were reported in the form of perception indices, proportions, charts or percentages.

We provide perception interpretations for this survey using a 5-Point Likert Scale, a continuum ranging from STRONGLY DISAGREE (Score= 1) to STRONGLY AGREE (Score=5). Using this scale, the PO-PSMGG stakeholders were asked to respond to statements on principles associated with each of the integrity survey variables in the Tanzania public service. The presented percentage scores represent the perception indices whereby, a score of 3 or fiftieth percentile (50%) is picked as the benchmark score. A score lying between 41-60% denotes that the respondent is NEUTRAL or

UNDECIDED on a specific principles of integrity issues of concern. A score ranging from 61-80% denotes an AGREEMENT (AGREE) while a score ranging from 81-100% signifies VERY STRONG AGREEMENT.

When percentages of respondents that disagree with compliance statements are given more value than those that agree, like in the 2014 study, then improvement in compliance would mean a drop in the compliance index. In the current study we have given more value to percentages of respondents that agree with compliance statements so that improvement would align properly with increase in the compliance index. We have done this by assigning lower value factors to percentages of respondents that disagree with compliance statements and higher value factors to percentages of respondents that agree as shown in the accompanying (Table 4).

Table 4: Value factors assigned to percentage of respondents

Value Factor	Percentile	Description
1	0-20%	Strongly Disagree
2	21-40%	Disagree
3	41-60%	Undecided
4	61-80%	Agree
5	81-100%	Strongly Agree

To facilitate comparison of this study with the 2014 study, we have recalculated compliance indices of that study using the above mentioned value factor scheme and reported them in this study.

LIMITATIONS

This study was limited by the ToRs mentioned, the findings are limited to ToR, while other similar social attitude studies have a wider scope to include democracy, public expenditure and citizenship.

It was also constrained by low budget to enable wider data collection. It mainly collected data from the public service, CSOs and Private Sector in the urban and semi-urban areas. Development partners were hardly found. The study therefore missed perceptions of some stakeholders in rural areas who also receive public service and or interact with the government.

CHAPTER 4: FINDINGS OF THE STUDY AND DISCUSSION

INTRODUCTION

The overall objective of the 2022 Public Service Integrity Survey was to gather information on the status of integrity of public servants in Tanzania. In this regard and in accordance with the Terms of Reference (TOR), the findings are organized according to the objectives which were to:

1. Establish public service stakeholders' opinion on the public service compliance to the code of ethics and conduct by;
 - a. Establishing opinion on the adequacy of the institutions guidelines and laws that provide guidance for ethical conduct,
 - b. Establishing opinion on the adequacy of enforcement and sanctioning for unethical behaviour,
 - c. Collecting opinion regarding the most prevalent unethical practices and reasons for such prevalence,
 - d. Establishing the perceived role of public servants in preventing unethical practices as well as promoting ethical conduct and the inhibiting factors.
2. Establish whether there is visible/significant leadership commitment towards enhancing public service integrity and ethical culture by;
 - a. Establishing whether leaders' behavior are role models to others,
 - b. Establishing whether leaders' are significantly engaged in promoting ethics at work place
 - c. Determining whether leaders are significantly committed to enforce codes of conduct at work place.
3. Review various related integrity and other relevant studies to gather information (other than opinion) to make the study more credible and allow for triangulation of information; and
4. Bring up recommendations from stakeholders on actions to be taken to further enhance ethics compliance and integrity of the public servants.

Consequently, the reporting follows the same trend of objectives and Terms of Reference.

GENERAL ATTRIBUTES OF RESPONDENTS

The composition of respondents as reflected in Table 4 indicates that out of 1,429 who responded to the questionnaire, 793 (55.5%) were males and 639 (44.5%) were females. The respondents show a wide range of level of education and age. Most of the respondents had above diploma education, which could imply that the responses came from people with adequate and sound judgements. It is interesting feature to see that the majority, (1,407 or 98.5%) are educated. Out of these, 349 (24.4%) have first degree or Advanced Diploma, followed by 289 (20.2%) had postgraduate qualifications. Those with ordinary diploma were 190 (13.3%). While most of respondents had adequate education, 22 (1.5%) respondents had never been educated showing the persistence of illiteracy in the country.

Age of respondents' varied from 20 to 60 years and above, the majority of them (498) equivalent to (34.8%) were between 30 and 49 years, followed by the 20-29 age group (9.3%). On the other hand, the above 60 years group is the least

represented with 6.1%. In general this is the true structure of our public service since retirement age is at 60 years.

Out of the 1,429 respondents, 700 (49%) were internal stakeholders of the Public service working as public servants and 729 (51%) were external stakeholders who were not public servants but are clients of Public service. Table 5 provides more information on institutional affiliation, geographical location, place, sex, age, education.

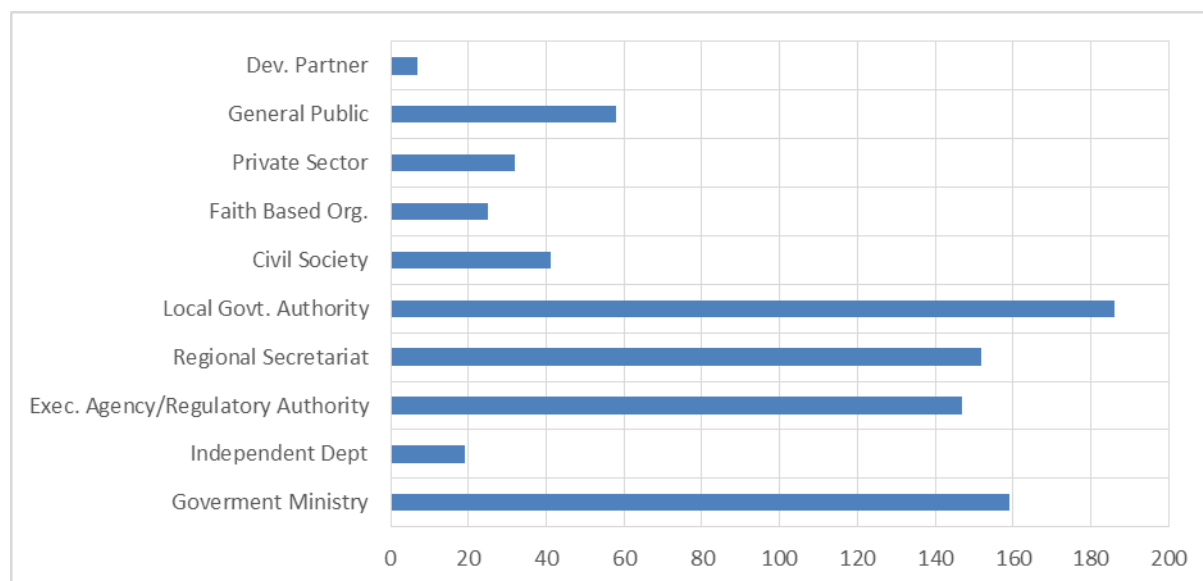
Table 5: Profile of sampled respondents

Sn.	Variable Name	Variable Categories		Frequency	Percentage
1	Region	Arusha		110	7.7
		Dar es Salaam		267	18.7
		Dodoma		281	19.7
		Geita		110	7.7
		Iringa		110	7.7
		Kagera		110	7.7
		Katavi		110	7.7
		Kigoma		111	7.8
		Kilimanjaro		110	7.7
		Lindi		110	7.7
		Total*		1429	100.0
2	Sex	Female		636	44.5
		Male		793	55.5
		Total*		1429	100.0
3	Age	Less than 20		8	.6
		20-29		133	9.3
		30-39		498	34.8
		40-49		404	28.3
		50-59		299	20.9
		60 or more		87	6.1
		Total*		1429	100.0
4	Highest Education	Never schooled		22	1.5
		Primary school		205	14.3
		O-level		229	16.0
		A-level		39	2.7
		Post Sec. Certificate		95	6.6
		Ordinary Diploma		190	13.3
		Adv. Diploma or Univ. Degree		349	24.4
		Postgraduate		289	20.2
		Other		11	.8
		Total*		1429	100.0
5	Institutional affiliation	Internal Stakeholders	Government Ministry	159	22.7
			Independent Dept	19	2.7
			Exec.	147	21.0

Sn.	Variable Name	Variable Categories		Frequency	Percentage
			Agency/Regulatory Authority		
			Regional Secretariat	152	21.7
			Local Authority Govt.	186	26.6
			Sub-Total	663	94.7
			Unreported institutional affiliation	37	5.3
			Total	700	100
		External Stakeholders	Civil Society	41	5.6
			Faith Based Org.	25	3.4
			Private Sector	32	4.4
			General Public	58	8.0
			Dev. Partner	7	1.0
			Sub-Total	163	22.4
			Unreported institutional affiliation	566	77.6
			Total	729	100.0
		Total (Internal + External) reported affiliations		826	57.8
		Unreported institutional affiliation		603	42.2
		Total (Internal + External)		1,429	100

It is important to note in Fig. 6 that the 2022 integrity survey had low rate of unreported institutions 37 (95.3%) compared to 180 (7.2%) respondents reported institutions, which were different from the menu of choices given to them in 2014. Similarly, there were no missing data in 2022 integrity survey which used digital data collection compared to manual data collection in 2014. The accuracy on reported data is attributed to the use of digital data collection methods that was used in the 2022 integrity survey study.

Figure 6: Percentage of respondents by institutional affiliation



AWARENESS ON CODE OF ETHICS AND CONDUCT GUIDELINES

The study inquired whether stakeholders are aware of the basic Code of Ethics as well as the Conduct and Guideline booklets for the public service. It was found that 59.7% of the internal stakeholders had seen such documents, whereas 92.9% of external stakeholders had never seen them (Table 6). Although the majority of internal stakeholders had seen the booklets, it still calls for continuous work by PO-PSMGG, who are responsible to promote, educate, popularize, manage and monitor the practice of Code of Ethics and Conduct in the public service.

Nevertheless, there is a notable difference between respondents who are internal to the public service (employees of Government Ministries, LGAs, Executive Agencies and Parastatals) and those who are external to it in terms of knowledge of the existence of Code of Ethics and Conduct, and their contents. Therefore, it will be interesting to compare their responses on all other dimensions of integrity to determine where they differ and explain such differences.

For example, 94.8% of the external stakeholders had not seen Public Service regulations. However, it is not surprising for these stakeholders not being aware of neither Code of Ethics documents nor Public Service regulations because, these are not their regular working tools. However, it is equally important that the public is educated on the expected ethical conduct by the public servants.

KNOWLEDGE OF THE CODE OF ETHICS AND PUBLIC SERVICE REGULATIONS

Table 6 shows that out of 700 public servants surveyed, 418 (58.7%) had seen the documents of Code of Ethics and Conduct. On the other hand, 282 (40.3%) had not seen the document, implying that they were operating in a public service environment whose code of conduct they were not aware of.

Table 6: Awareness and knowledge about documents and ethics

AWARENESS	Response	TYPE OF RESPONDENT					
		Internal		External		Combined	
		Freq	Pct	Freq	Pct	Freq	Pct
q2a_ Seen booklet for Code of Ethics and Conduct	No	282	40.3	677	92.9	959	67.1
	Yes	418	59.7	52	7.1	470	32.9
	Total	700	100.0	729	100.0	1429	100.0
q2b_ Knowledgeable of Codes of Ethics and Conduct	No	85	12.1	458	62.8	543	38.0
	Yes	615	87.9	271	37.2	886	62.0
	Total	700	100.0	729	100.0	1429	100.0
q2c_ Seen booklet for Public Service Regulations 2003 version	No	409	58.4	691	94.8	1100	77.0
	Yes	291	41.6	38	5.2	329	23.0
	Total	700	100.0	729	100.0	1429	100.0
q2d_ Knowledgeable of Public Service Regulations	No	125	17.9	453	62.1	578	40.4
	Yes	575	82.1	276	37.9	851	59.6
	Total	700	100.0	729	100.0	1429	100.0

Furthermore, out of the 700 public servants surveyed, 615 (87.9%) responded had knowledge on the Code of Ethics and Conduct compared to 67% in 2014. This is rather interesting because it shows 20.9% increase on the level of knowledge on the code of Ethics and conduct that was observed in 2014 integrity survey. This suggests some work done within the government, yet more effort is required to external stakeholders to increase knowledge on what public servants ought to comply on Code of Ethics and Conduct. This results also inform that publishing code of ethics and conduct is necessary but not sufficient condition for making the public servants knowledgeable on ethical conduct. It requires concerted efforts for imparting integrity values into the public service work-force.

The results further suggests that a number of public servants were able to learn about Public Code of Ethics and Conduct from other sources. Therefore, in a situation where public servants do not comply on the public code of ethics and conduct, the probable reason is not because they lack knowledge on the subject, but rather is because they choose to act contrary to established Code of Ethics and Conduct as well as regulations for the effective public service delivery.

Stevulak and Brown (2011) explained similar state of behaviour as they argue that doing right thing willingly, without external compulsion, requires an individual's inward strength of character, a confidence that manifests itself as reflective honesty and trustworthiness in serving the public. An important question to ask from the above findings is; to what extent has the Government of Tanzania made efforts to ensure Code of Ethics and Conduct and Public Service Regulations documents are readily availed to public servants as well as citizens or clients. The 2022 integrity survey observed the non-availability of the aforementioned documents in some MDAs and LGAs. This suggests that more effort is required to not only make the documents available, but also popularize the ethical behavior by making the enabling tools available in the respective public work places.

Similarly, Schiavo-Campo and MacFerson (2008) strongly hold that it is impossible and unfair to demand 'ethical behavior' from public servants unless they are clearly inducted to and aware on the basic principles and ethics they are expected to comply

in their respective work places and the boundaries between the acceptable and unacceptable behavior. It is, therefore, the duty of the PO-PSMGG to ensure that the documents on the Code of Ethics and conduct as well as Public service Regulations are made available to all public servants and proper orientation is offered to reinforce ethical behaviour. On the other hand, they might have worked as Public servants in the past.

On the other hand, it was not surprising to note that out of a total of 729 non public servants surveyed, 62.8% responded had knowledge of the Code of Ethics and Conduct while only 37.2% responded that they had knowledge of the Public Service Regulations. The important question is; what role PO-PSMGG play to educate the external stakeholders to know about public service Code of Ethics and Conduct in public service? There could be several answers to the question, but one probable answer is that, the public needs to know the operating Code of Ethics and Conduct in public service in order to be well informed for them to determine and judge the integrity of public servants. This is important in regard to the expectations of people about public service delivery they deserve. As responsible citizens, it is equally important for the public as service users to know the compliance requirements in the code of ethics and conduct of the Public servants.

STAKEHOLDERS' EXPERIENCE WITH THE PUBLIC SERVICE

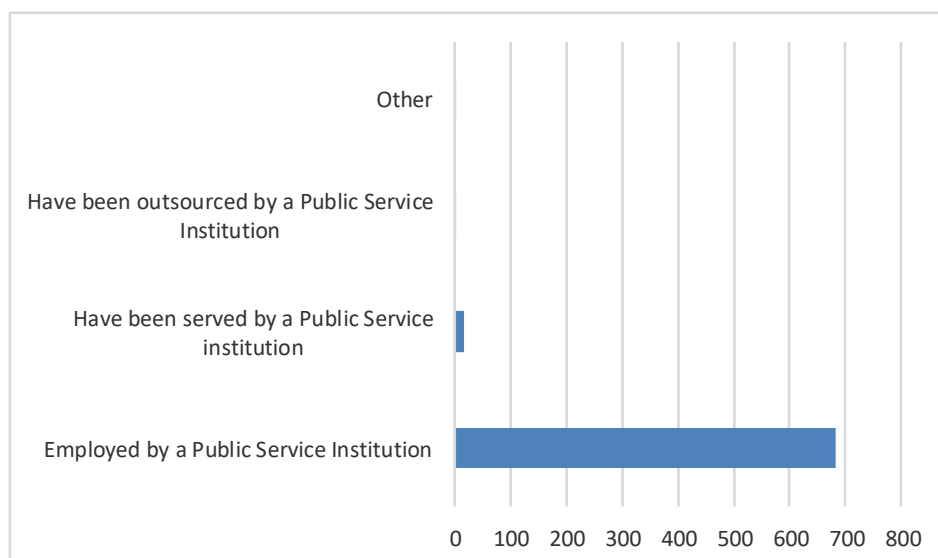
The study inquired the experience of respondents with the offered public services. Most of the internal respondents, 700 (49%) view themselves as providers of public services, while the external respondents, 729 (51%) are consumers of public services. The two categories enabled to gauge the perceptions from both the service providers and consumers who have contacted and experienced Tanzania public services (Table 7).

Table 7: Self-described experience with public service

Respondents' type of experience with public service	Internal		External	
	Freq	Pct	Freq	Pct
Employed by a Public Service Institution	682	97.4	4	0.5
Have been served by a Public Service institution	16	2.3	654	89.7
Have been outsourced by a Public Service Institution	1	0.1	39	5.3
Other	1	0.1	32	4.4
Total	700	100	729	100

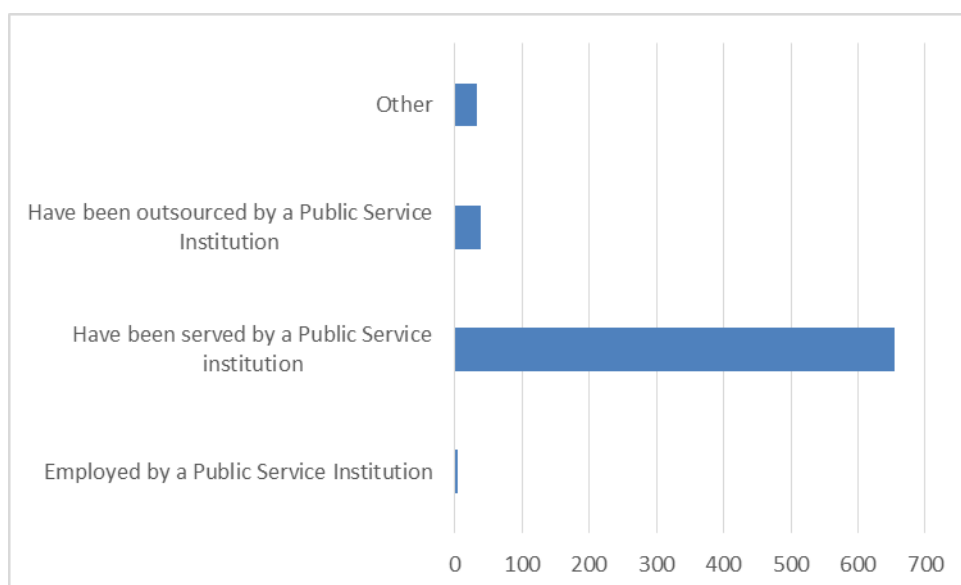
An interesting feature in Table 7 is that out of 700 public servants (i. e internal stakeholders) surveyed, only 16 (2.3%) responded to have been served by public service institutions (Fig. 7). The paradox here is where do the majority of Public servants go for public services such as water, power, legal issues, taxes, health etc? The needs for public service cuts across the board regardless of being general public and public servant.

Figure 7: Public service experience by internal stakeholders



On the other hand, the majority of the general public (i. e external stakeholders), 74% show to have been served by public servants. This is shown in Figure 8.

Figure 8: Public service experience by external stakeholders



The study aimed to know from stakeholders the kind of services that they have sought from the public institutions. Table 8 shows the services that are mostly sought for in the government offices.

Table 8: Services sought from the public service in the past year

Services Sought in the Past Year	Average Score (0...4)	
	Internal	External
Law Enforcement (e.g. Police, CID, Traffic)	0.85	0.64
Home affairs services	0.21	0.22

Regulatory services	0.35	0.4
Health services	1.98	1.76
Educational services	1.18	0.86
Land services	0.79	0.48
Mineral and Energy services	0.09	0.05
Judiciary services	0.29	0.32
Public employment services	0.37	0.16
Custom services	0.21	0.13
Tax services	0.9	0.87
Birth and death registration services	0.33	0.3
City/Town council services	1.37	1.13
Regional Administrative Secretariat services	1.23	0.3
Water supply services	2.08	1.26
Power supply services	2.3	1.62
Other services	3	3

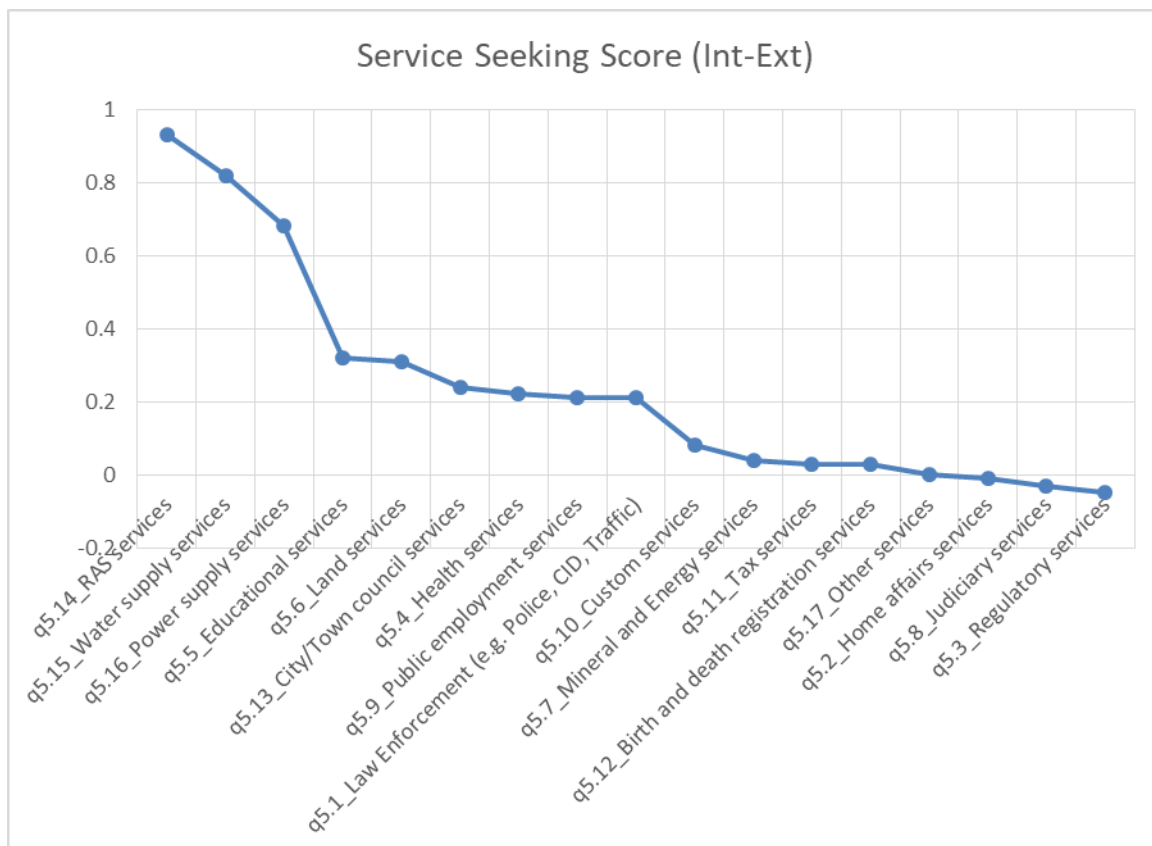
As a percentage of the maximum score (3.0), the frequency of seeking services in the past year shows health were the most sought services by both internal and external stakeholders with an average score of 2.78 and 2.87 respectively. This was followed by power supply, water, and educational services. This tells the order of importance of the rendered public services or the demand for such services.

The 2022 integrity survey shows the commonly sought services were health services, power services, water supply, whereas in the 2014 integrity survey the commonly sought services by the general public (i.e. those outside the public service) were medical services, educational services, tax services, water supply, power supply, city or municipal council services, and law enforcement in the police, and CID and traffic services.

Similarly, Figure 8 demonstrates that internal respondents sought 12 of the 17 services (71%) more often than external respondents. This could be a reflection of their superior awareness and access to appropriate procedures for accessing public services and collegial support from other public servants. This puts the plight of the general public into serious doubt to access the same services.

While the 2014 integrity survey, the general public seek more services than public servants relating to mineral and energy, customs, judiciary, health and education, the 2022 integrity survey general public seek more services than public servants relating to RAS, water, power, health, and city councils (Fig. 9). To a large extent these are business related venture areas and strengthened integrity in these areas will benefit them.

Figure 9: Frequency of service requirement

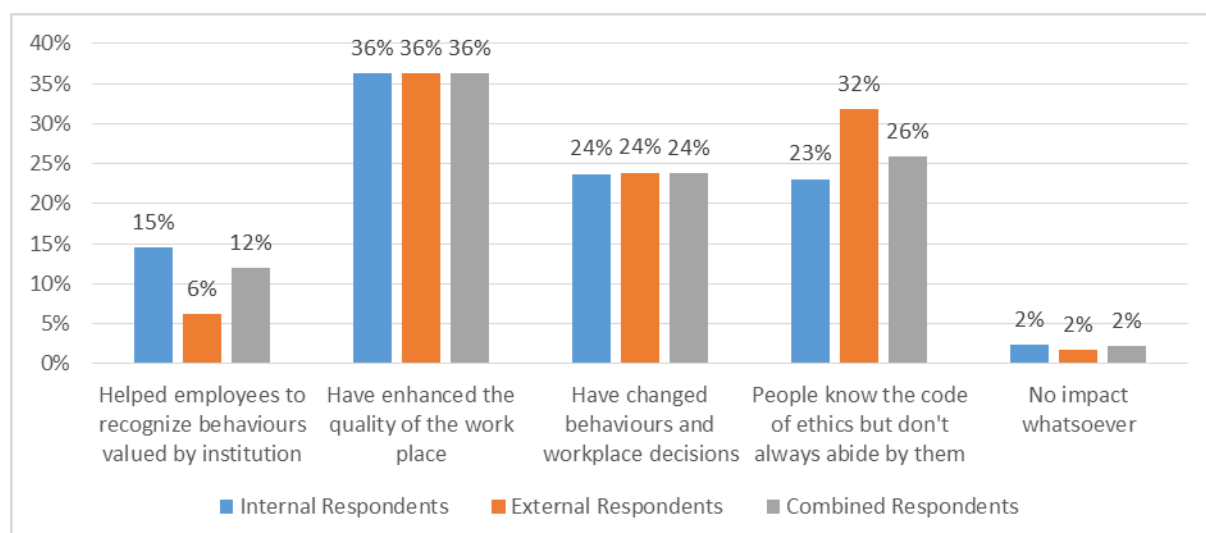


PERCEIVED IMPACT OF CODE OF ETHICS AND CONDUCT

The study examined the perceived impact of Code of Ethics and Conduct in the Public Service. Our findings show that perception of internal and external respondents on the impact of Code of Ethics do not differ except on two aspects (Fig. 10). Whereas there are more internal respondents than external who believe that code of ethics help employees to recognize behaviour valued by institutions; many external respondents believe that while people know code of ethics, they do not abide.

This implies that; people do not see authorities making adequate enforcement of Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398 R.E 2020) on sanctioning ethical violations in the public service. This was also revealed in one of the interviews which commented that there is no strong enforcement of punishing unethical practices such as grand corruption in the public service.

Figure 10: Perceived impact of Code of Ethics by Respondent's



Why public servants do not abide by the Code of Ethics and Conduct while the Public Service Act (Cap 298 R.E, 2019) and Public Leadership Code of Ethics Act (CAP 398, R.E 2020) require them to abide to? If the Code of Ethics and Conduct for the public servants are ignored, what does this imply? The Warioba (1996) implicitly suggests that corruption in the public service is a result of the decaying conditions. Other causes are: greedy and abuse of power; poor discipline; lack of accountability in public institutions; deficiencies in management systems, procedures and controls; weak legal and judicial systems; weak oversight and watchdog institutions (among these, the Ethics Leadership Secretariat (ES), Prevention and Combating of Corruption Bureau (PCCB), Controller and Auditor General (CAG), Parliament, and the Mass Media. It is human nature to behave otherwise when systems and institutions do not adequately sanction the above conditions. Similarly, public servants have every reason to ignore the existence and importance of the Code of Ethics and Conduct, because it would make no difference whether or not the public servants abide by the ethics.

COMPLIANCE TO CODE OF ETHICS AND CONDUCT

The 2022 integrity study inquired from stakeholders based on their practical experience, what is their perception on public servants compliance to Code of ethics and conduct on their jobs? Table 9 shows that both the public servants (45%) and the general public (44%) are of the opinion that public servants rarely adhere to the code of ethics and conduct.

Table 9: Percentage of Public servants' adherence to code of ethics & conduct

			Type of Respondent		Total
			Internal (Public Servant)	External (General Public)	
Frequency of adherence to the	Never	Count	19	12	31
		% within Type of Respondent	2.6%	1.7%	2.2%
	Rarely	Count	328	309	637

code of ethics		% within Type of Respondent	45.0%	44.1%	44.6%
	Don't Know	Count	142	13	155
		% within Type of Respondent	19.5%	1.9%	10.8%
	Sometimes	Count	173	222	395
		% within Type of Respondent	23.7%	31.7%	27.6%
	Often	Count	67	144	211
% within Type of Respondent		9.2%	20.6%	14.8%	
Total		Count	729	700	1429
		% within Type of Respondent	100.0%	100.0%	100.0%

Findings on Objective 1: Public Service Stakeholders' Opinion on the Public Service Compliance to Code of Ethics and Conduct

The study asked about stakeholders' practical experience and perception public service stakeholders' opinion on the public service compliance to the code of ethics and conduct including punishment or sanctions against unethical behaviour whether are severe enough to deter others from misbehaving. Table 10 indicate Weighted Mean score of 16.7 on stakeholders' opinion on the public service compliance to the code of ethics and conduct.

Table 10: stakeholders' opinion on the public service compliance to the code of ethics and conduct

	Weighted Mean
Guidelines and laws are adequately formulated to promote ethical conduct in public service	3.5
Unethical behaviours are always punished or sanctioned adequately	3.2
I believe action will be taken after reporting the violation of ethics	3.0
I believe in procedures for reporting ethical violations	1.0
The codes of ethics and conduct for Public Servants are adequately enforced	3.0
Punishment/sanctioning against unethical behaviour is severe enough to deter others from misbehaving	3.0
Weighted Mean	16.7

Findings on whether public service stakeholders' opinion on public servants' compliance to code of ethics and conduct showed a Weighted Mean of 61.1 (=61.1%). Since the result is within a scale of 61 – 80% (Table 4), it means the surveyed stakeholders agree that there is compliance of public servants on code of ethics and conduct.

Findings on Objective 2: Whether There is Visible Leadership Commitment Towards Enhancing Public Service Integrity and Ethical Culture

Objective 2 required to establish whether there is visible leadership commitment towards enhancing public service integrity and ethical culture. The study collected opinions on whether leaders in the public service are role models for not accepting bribes, leaders in the public service abide by the Code of ethics and Conduct for Public services, etc. Table 11 found a Weighted Mean score of 197.1 on leadership visibility and commitment towards enhancing public service integrity and ethical culture.

Table 11: Visible Leadership commitment towards enhancing public service integrity and ethical culture

	Weighted Mean
Leaders in the public service are role models for not accepting bribes	11.5
Leaders in the public service are role models for not accepting corruption	11.3
Leaders in the public service are role model for not stealing public property	10.6
Leaders in the public service educate employees on the Code of ethics and Conduct for Public servants	12.2
Leaders in the public service abide by the Code of ethics and Conduct for Public services	12.1
Public officials they do not take legal action against violators of ethics	7.9
Leader in the public service leak out classified information to attain personal objectives	6.2
Public leaders always dress in ways/fashions/designs that do not offend others	15.7
Public leaders effectively abide by the Public Service Code of Ethics and Conduct	12.0
Public leaders do not discriminate clients on any ground such as gender, tribe, religion, ethnicity, age, etc	13.6
Public leaders report to government systems when solicited by senior officers to breach the Public Service Code of Ethics and Conduct	7.9
Public leaders maintain confidentiality of official information	12.7
Public leaders do not use official information for personal gain	11.1

Public leaders execute sanctions against unethical behaviour effectively	12.6
Leaders in the middle and lower class provide effective supervision of integrity over their respective staff	13.4
Regional administration provide effective supervision of integrity over their respective staff	13.2
local government officials provide effective supervision of integrity over their respective staff	13.0
Weighted Mean	197.1

Findings on whether there is visible leadership commitment towards enhancing public service integrity showed a Weighted Mean of 197.1. This result is over a scale of 100% (Table 4), this means the surveyed stakeholders perceive and strongly agree that there is visible leadership commitment towards enhancing public service integrity. This finding is supported by the pronouncements and actions of the 5th and 6th Government leadership on fighting corruption in public service.

Findings on Objective 3: Promoting Ethics in the Public Service

Objective 3 required to establish whether there is adequate promotion of ethics in the public service. Promoting ethics in the public service requires Public servants to adhere to Code of Ethics and Conduct for Public Service. That means, public servants are expected and required to use their knowledge and skills to excel on service delivery, not to use office time for private matters, and carrying out duties for public interest. Public servants are also expected to build an ethical culture when they talk about work ethics and condemn unethical practices at work places. Table 12 measures respondents' perceptions on practices that promote ethics in public service.

Table 12: Promoting ethics in the public service

Respondents' Perception	Weighted Mean
Effective management of the code of ethics for the public service prevents the ethical violations	12.0
Ethical training and good governance prevent ethical violations	12.3
Punishment/sanctioning against unethical behaviour is severe enough to deter others from misbehaving	11.2
Public servants are vetted before being hired	3.2
Public servants teach each other the code of ethics of public service	7.2
Improved salaries of public servants reduce ethical violations	13.4
Always the public servants talks about work ethics	13.0

Public service expose/report unethical behaviour	1.0
Civil servant are usually condemn corruption	0.2
Public servants fully adhere to the code of Ethics and conduct	17.8
Civil servants do not embezzle public resources	0.8
Weighted Mean	91.2

Table 12 indicates a Weighted Mean of 91.2 meaning that the surveyed stakeholders perceive and strongly agree that there is adequate promotion of ethics, public servants towards enhancing public service integrity when the result is on a scale of 81- 100% (Table 4). These findings shows that stakeholders perceive that there are adequate promotion of ethics.

Findings on Objective 4: Effect of Electronic Systems In the Public Service and Ethics

Following the Government adoption to Information Communication Technology in public service delivery, this study collected stakeholders' perception on whether adoption of electronic systems improved reporting of misconduct in the public service, brought accountability in the public service, or improved ethics in the public service. Table 13 indicates a Mean score of 53.1 public servants promoting ethics by adherence to Code of Ethics and Conduct for Public Service

Table 13: Effect of Electronic systems in the Public Service and Ethics

Respondents' perception	Weighted Mean
I know how to report ethical violations in the public service through a new e-feedback method	1.9
e-feedback system has improved reporting of misconduct in the public service	1.9
Online Ministry service, <i>e-government</i> has brought accountability in the public service	12.3
Local government/ Council service through <i>e-government</i> has brought accountability in the public service	11.8
Online government service, <i>e-government</i> has improved ethics in the public service	12.0
There has been an increase of public service through <i>e-government/digital</i>	13.1
Weighted Mean	53.1

Findings on Objective 5: Effects of Covid-19 on Public Service and Ethics

The public service deals with COVID-19 pandemic to overcome the challenges through various public service delivery including procurement and distribution of personal health care supplies. Given the status of emergency of COVID-19 pandemic, it created potential risks for bribery and corruption in procurement with respect to access to health products such as drugs, medical equipment, sanitary equipment and vaccines as well as food and nutrition. Such situation could result in substantial risk of violation of ethics in the public service.

The 2022 survey assessed the effect of COVID-19 in public service delivery. The study tested whether COVID-19 had any effect on service delivery and integrity in the public service delivery. The weighted Mean score 21.5 on the effects of Covid-19 in public service delivery implying there general perception is that COVID-19 had no effect on public service delivery and integrity in the public service delivery. This finding concurs with the reality that the Government of Tanzania had no shut down of public service delivery during COVID-19 emergency.

Table 14: Effects of COVID-19 on Public Service and Ethics

Respondents' perception	Weighted Mean
During COVID-19 service delivery declined in public offices	11.9
During COVID-19 public servants were not available to provide services	4.4
During COVID-19 civil servants provided services for corruption	2.3
Civil servants were involved in embezzlement of COVID-19	3.0
Weighted Mean	21.5

Findings on whether COVID-19 had any effect on public service delivery and integrity of public servants, showed a Weighted Mean of 21.5. This result is on a scale of 21 - 40% (Table 4), this means the surveyed stakeholders disagreed that COVID-19 had any effect on public service delivery and integrity of public servants. This is supported with the evidence that the Government of Tanzania did not implement the lockdown protocol, while the public had access to public services while observing COVID-19 protocols and complying to the code of ethics and conducts.

Aggregate Ethics Conduct Index

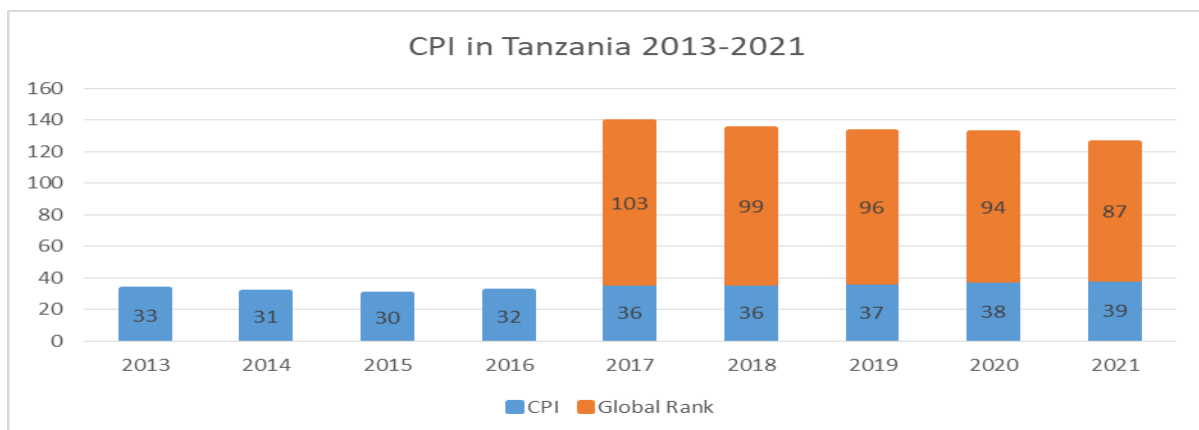
Aggregate ethics conduct index (ECI) is similar to ethical perception index (EPI) (Mungiu-Pippidi & Dadašov, 2015), which is a computed as value factor X number of

responses; whereas value factor is determined in the Likert scale questions ranging from strongly disagree (1) to strongly agree (5). When the responses for Likert scale “strongly disagree” and “disagree” are skewed to provide a normal distribution mean, normalization method is applied. The normalization is usually used when data seem not to follow a normal distribution (i.e. Gaussian distribution). In this study, we observed the responses for “strongly disagree” and “disagree” that they were skewed and could not provide a normal distribution as some were too far from the mean. In such circumstances, data were normalized to improve their integrity and reduce redundancies. Therefore, the ethics conduct index (ECI) in **2022 report is 75.9%** in which interprets the integrity in Tanzania Public service in Tanzania. This is an increase of 9.8 mean score index from the 2014 study **which had 66.1%** implying that there is some improvement of adherence to Code of Ethics and Conduct for Public Service.

COMPARISON WITH GLOBAL CORRUPTION PERCEPTION INDEX

It was important to compare the local ECI of 2022 to Global Corruption Perception Index (CPI) which depicts that Tanzania ranked 103 in 2017 and improved to 87 position out of 180 countries in 2021 (Fig. 11).

Figure 11: Corruption Perception Index in Tanzania 2013-2021



Source: www.cpi.transparency.org, retrieved June 2022.

The Global CPI of 2021 compliments the 2022 integrity survey results with the noted increase of compliance on Code of Ethics and Conduct in Tanzania public service.

ADEQUACY OF INSTITUTIONS, GUIDELINES AND LAWS

The study aimed at establishing opinion on the adequacy of the existing institutions, laws and guidelines for ethical conduct in the public service. While the 2014 integrity survey indicated 46.4% of the general public strongly agree that the Public Service laws are adequately formulated to promote ethical conduct in the public service, the 2022 integrity survey also shows the general public has same 46.4% perception (Table 15). This implies that the general public perception has not changed on the adequacy of laws and regulations to reinforce compliance of public servants on Code of Ethics and Conduct.

Table 15: Adequacy of institutional guidelines and laws

Assessment variable			Type of Respondent		Total	
			Internal (Public Servant)	External (General Public)		
Guidelines and laws are adequately formulated to promote ethical conduct in public service	Strongly Disagree	Count	5	5	10	
		% within Type of Respondent	0.7%	0.7%	0.7%	
	Disagree	Count	34	15	49	
		% within Type of Respondent	4.7%	2.1%	3.4%	
	Undecided	Count	86	37	123	
		% within Type of Respondent	11.8%	5.3%	8.6%	
	Agree	Count	284	290	574	
		% within Type of Respondent	39.0%	41.4%	40.2%	
	Strongly Agree	Count	147	325	472	
		% within Type of Respondent	20.2%	46.4%	33.0%	
	I Don't Know	Count	173	28	201	
		% within Type of Respondent	23.6%	4.0%	14.1%	
	Total		Count	729	700	1429
			% within Type of Respondent	100.0%	100.0%	100.0%

On the other hand, the 2014 study indicated most of the Public servants (87.6%) generally agree that the guidelines and laws are adequately formulated to promote

ethical conduct in the public service. Similar observations were noted in 2022 survey for general public (87.8) with a notable change of 43.8% from 44% of the general public perception in 2014 respectively. The message reflected in 2022 is that general public is satisfied with the current laws and regulations that they are well formulated and are capable of reinforcing integrity in the public service. This implies that integrity is missing in the public service not because of inadequate laws, but rather it is due to inadequate enforcement mechanisms by the authorities. In other words, some leaders do not enforce laws and regulations about ethical behaviour in their areas of jurisdiction as strongly as they are expected to do.

APPROPRIATENESS & ADEQUACY OF ENFORCEMENT AND SANCTIONS

The study established opinion on the adequacy of enforcement and sanctioning for unethical behavior. According to Public service regulations, 2003, public service misconducts include being late for duty without leave or reasonable cause, absent from work during working hours without leave, absent from duty without leave, failure to complete a task, negligence in the performance of duties not endangering safety of persons or property and failure to comply with instructions not amounting to insubordination, the associated sanctions include 1st time gets written warning, 2nd time gets reprimand, and 3rd time is suspended salary increment (URT, 2003).

The integrity survey collected stakeholders' opinion to establish the adequacy of the enforcement and sanctioning for unethical behaviour in the public service. It was observed that the most sanction enforced against unethical behavior in the public service according to both Public servants and general public is written reprimand regardless of the type and magnitude of the offence. Table 16 shows that the most practiced and experienced sanctions given for violations of Code of Ethics and Conduct by public servants include; verbal reprimand (36.1%), written reprimand (33.3%), dismissal (14%), demotion (5.5%), reduced salary (1.1%), and suspended salary increment (1.0%). There is similar perception from the general public that least sanctions are taken against ethical misconduct on almost the same sanctions, mostly is verbal reprimand (52%), d reduced salary (1.0%), demotion (1.3%), and dismissal (3.0%). This implies that the most taken sanctions are perceived inadequate enough to deter unethical conduct in public service.

Table 16: Most experienced sanctions against ethical violations

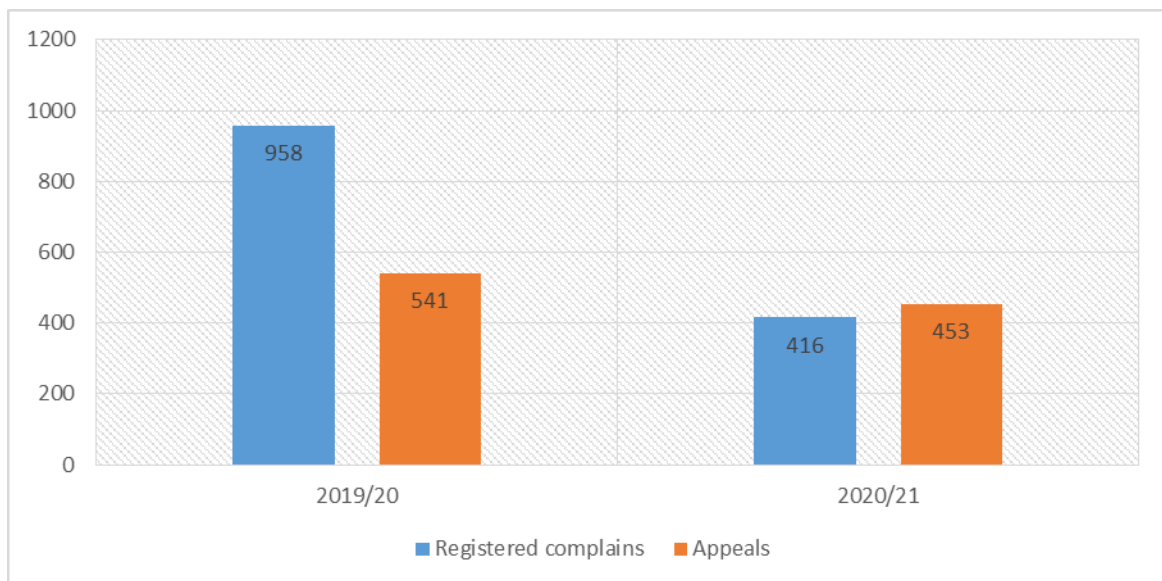
Type of sanction			Type of Respondent		Total	
			Internal(Public Servant)	External (General Public)		
Typical sanction for unethical behaviour	None	Count	66	3	69	
		% within Type of Respondent	9.1%	0.4%	4.8%	
	Verbal Reprimand	Count	263	364	627	
		% within Type of Respondent	36.1%	52.0%	43.9%	
	Written Reprimand	Count	243	294	537	
		% within Type of Respondent	33.3%	42.0%	37.6%	
	Suspended Salary Increments	Count	7	2	9	
		% within Type of Respondent	1.0%	0.3%	0.6%	
	Reduced Salary	Count	8	7	15	
		% within Type of Respondent	1.1%	1.0%	1.0%	
	Demotion	Count	40	9	49	
		% within Type of Respondent	5.5%	1.3%	3.4%	
	Dismissal	Count	102	21	123	
		% within Type of Respondent	14.0%	3.0%	8.6%	
	Total		Count	729	700	1429
			% within Type of Respondent	100.0%	100.0%	100.0%

The opinion regarding written reprimand was also observed in 2014. This implies that both Public servants and the general public have more or less the same attitude when it comes to adequacy of sanctioning for unethical behaviour in the public service. They think that the sanctions taken against wrongdoers are too light to real enforce integrity in the public service. In other words, the general public and internal stakeholders are of the opinion that there is weak enforcement of ethical behavior in the public service. As a result there is persistence of non-compliance with the established Code of Ethics and Conduct in the public service.

Violation of integrity in the Public service is also measured in terms of number of complaints registered at the Public Service Commission (PSC). According to the PSC, there were 1,417 cases of violations of public service integrity in the public service and 539 cases under legal prosecution for ethical violations in the Public service between 2004-2014 (URT, 2014). The Government has been improving on enhancing institutions and compliance of Code of Ethics and Conduct in the public service over

time including PSC actions that has reduced registered complaints from 958 in 2019/20 to 416 in 2020/21 and referral cases from 541 in 2019/20 to 453 in 2020/21 (URT, 2022),(Fig.12)

Figure 12: Public Servants Registered Complaints and Referrals

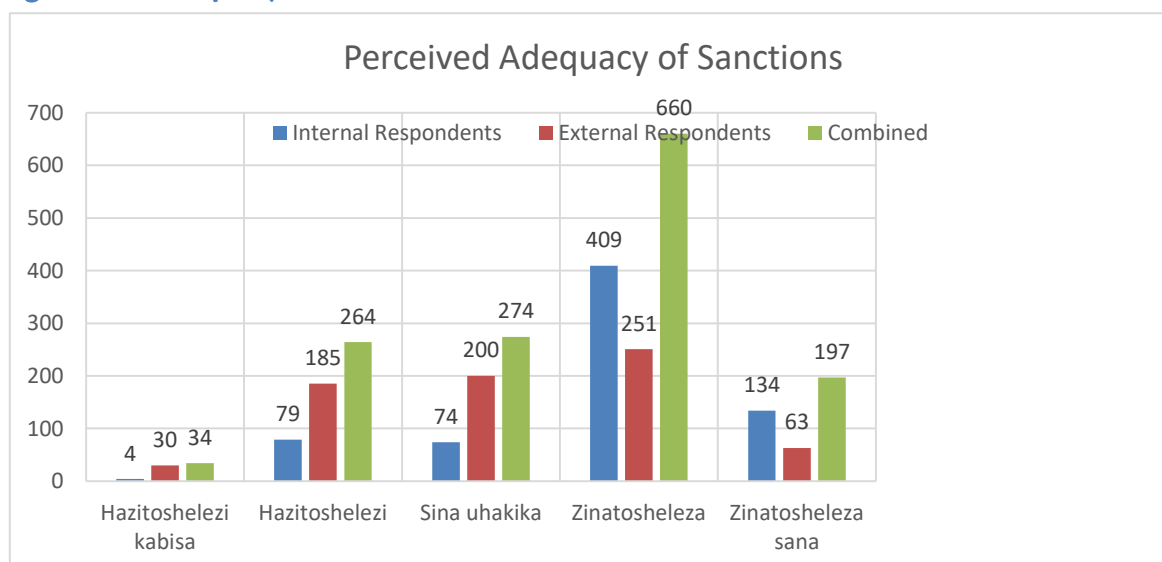


Source 3: URT (2022) Public Service Commission

ADEQUACY OF SANCTIONS

While the 2014 study indicated majority of respondents (54.1%) asserted that sanctions taken against ethical violations are inadequate, the 2022 study shows that 46.1% think that the sanctions are adequate. Surprisingly, the majority of those who think the sanctions are adequate are public servants. This concurs with the observation that public service institutions are characterised by “deficiencies in management systems, procedures and controls. Slight changes are observed from the 2014 integrity survey (Fig. 13).

Figure 13: Adequacy of sanctions to unethical behaviour



Perceptions collected from interviews indicate that the existing sanctions are not adequate to deter wrongdoers. It was argued that; when wrongdoers are reprimanded or dismissed from the office, the disciplinary action process takes too long and giving chances of corrupt practices. It was implied that the sanctioning procedure discourages taking actions against ethical violators. On the other hand, the sanctioning procedures in the public service is viewed positively as it provides the human rights to be heard, this justice gives fair justice to all parties.

When asked why unethical behaviors are not adequately sanctioned, responses were that; “there is a lot of protecting each other”. Other reasons from the qualitative findings this is basically because some public leaders do not enforce rules and regulations, laxity and *laisser-faire* about unethical behavior in the public service.

OPINION ON THE MOST PREVALENT UNETHICAL BEHAVIOUR

Furthermore, the study solicited opinion regarding the most prevalent unethical practices and the associated reasons. The 2022 study collected opinions from stakeholders by asking which unethical behaviour are the three most prevalent in the public service? Figure 11 displays misuse of public power for private gain; personal interest versus public interest and abuse of public resources as the most prevalent unethical behaviour in the public service.

Figure 14: Most prevalent unethical behaviours

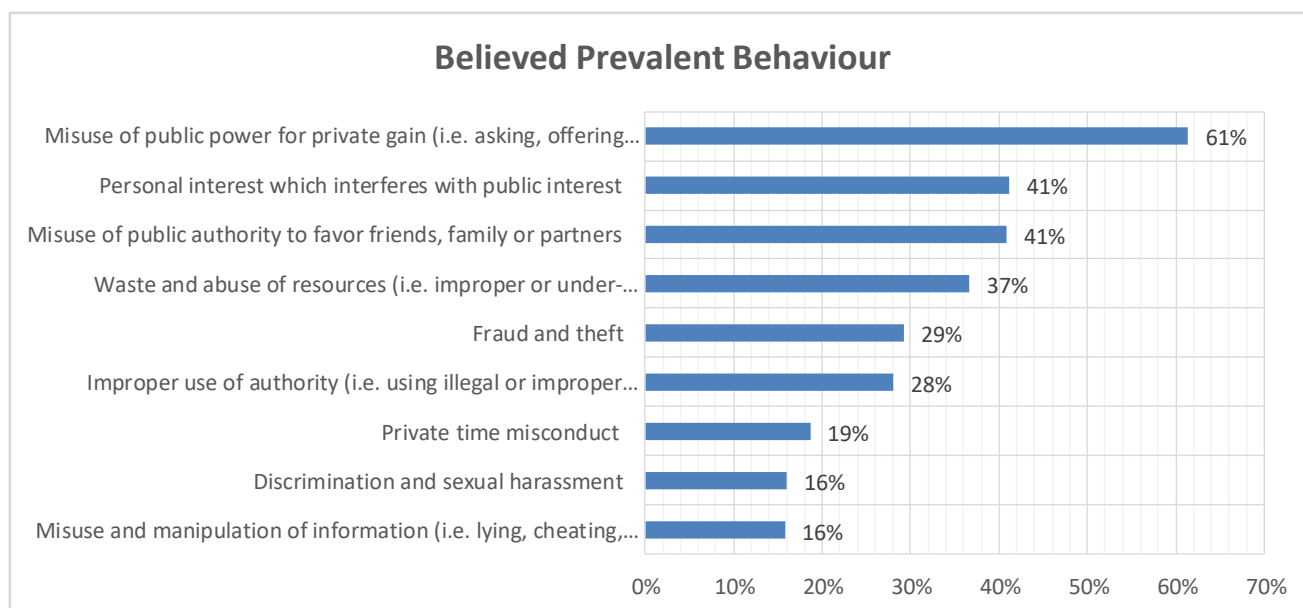


Figure 14 shows that 24% of the three choices made, identified the use of power for private gain as the most prevalent unethical conduct displayed in the public service. Use of power for private gain is the most misconduct (61%), followed by personal as against public interest (41%) and misuse of public authority (41%). The fourth most prevalent unethical behaviour is waste and abuse of resources (37%). This is the unethical conduct associated with use of public vehicles and facilities for private purposes as well as misappropriation of public funds. There is no significant difference on the 2022 results from the 2014 on these aspects, which implies more reinforcement is desired to instil compliance on public leaders.

The Public Service Commission established non-attendance (52.7%) and misuse of public funds 24% (URT,2014) as the most featured integrity cases in the public service. Why does this happen? There are many explanations behind this integrity decay. Moral decay is one of the possible causes; however, to some extent the public opinion has to blame for influencing the integrity decay in the public service, because some people praise those who reap up and accumulate wealth through corruption or misuse of public resources and condemn those who do not.

This kind of observation is a true reflection and reason for the corrupt behaviour in the public service. One thinks that he/she needs to get what he/she needs quickly even if it is not procedurally correct. Given the insufficiency of salaries, some public servants accept bribery and corruption as they see corruption is the practice of quick wins. On the other hand, data from interviews show that the uncertainty and fear of life after retirement from the public service as experienced by some retirees get worse, opt for corruption practices.

However, the bottom line of the decay was mentioned as selfishness of taking personal interest first before the public interest, weak leaders monitoring and evaluation as well as non-enforcement of the Public Service No. 8 law 2002 and related guidelines of 2003.

Aspect of discrimination, and sexual harassment did not feature as most prevalent unethical behaviour in the public service. This was said that it is not easily reported. However the Government of Tanzania as well as the Public society organizations' campaigns, pressure groups and media have done substantial promotion of gender and equality and taken severe sanctions for sexual corruption.

The United Republic of Tanzania has put structures, systems and policy instruments for promoting gender equality in the public service. For example, Division of Policy Development within the PO-PSMGG formulates and reviews gender-diversity guidelines for policy implementation. At the higher level, the government has established the Ministry of Community Development, Gender, Women and Special groups that among other things, work against discrimination and sexual harassment in the public service. Furthermore, Tanzanians in general are known to be good at socialization and peace in social areas and therefore this is our culture.

IMPORTANT PRINCIPLES FOR ETHICAL PUBLIC SERVANTS

The Code of Ethics and Conduct for Public Service of 2005 has 8 principles of integrity in the public service, namely; pursuit of excellence in service, loyalty, diligence, impartiality, integrity, accountability, respect of law and proper use of official information as public servants are expected to discharge quality public services in accordance to the laid Code of ethics and conduct. While the 2014 study considered diligence in the order of importance, followed by pursuit of excellence in service deliver, integrity and respect of law, the 2022 survey mean scores considers integrity in the first place, followed by respect of law, proper use of official information, accountability and diligence (Table 17).

Table 17: Characteristics for ethical public servants behaviour

Important characteristics for Public Servants	Mean score out of 5
Integrity	4.81
With respect for the law	4.81
With proper use of official information	4.80
Accountability	4.80
Diligence	4.80
With impartiality	4.79
Pursuit of Excellence in Service	4.79
Loyalty to government	4.74
Sample Size	N=1429

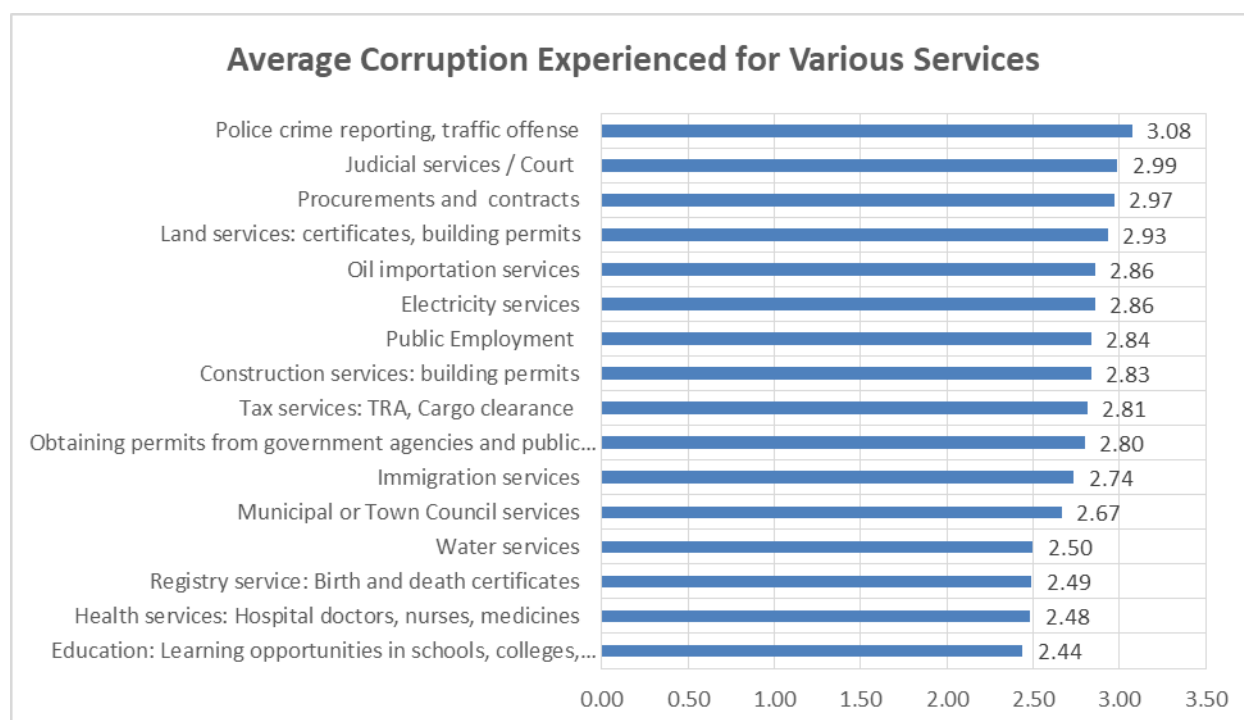
ASSESSMENT OF CORRUPTION IN PUBLIC SERVICES

Corruption is the most critical element that affect levels of integrity in the public service, where practices of public servants are seen as components of the system meant to elevate the integrity of the public institutions. Morgan, 1993; Mowday et. al., 1992; Parry, 1998b; Posner and Schmidt, 1984 believe that leadership without integrity place organisations at risk, integrity is therefore considered a key determinant of public trust to the government and the central concept behind good governance.

The East African Bribery Index (EABI) reaffirms despite East African countries putting on institutions for anti-corruption, the problem still persist (TI, 2017). For the much desired sustainable development in the East African region, fighting corruption in the public service will greatly increase integrity and support development. The 2022 integrity survey in Tanzania inquired from a wide spectrum of stakeholders about their experienced corruption practices as it was asked; “Which services or departments have you experienced prevalent corruption practices in the last 6-12 months?” As a follow-up to the studied public services in the 2014 Integrity survey in the Public service which had a corruption score ranging from 2.86 to 3.93 out of a maximum of 5.0. The 2022 integrity survey has a corruption score ranging from 0.0 to 3.50 out of a maximum of 5.0. This means corrupt index score has been reduced in Tanzania over the past 8 years. However, the three most corrupt areas of public service include; Police crime reporting & traffic services (3.08), Judiciary (2.98) and Procurement & contracts (2.97).

However, the 2022 survey has revealed that some improvement has been made in the judiciary from a mean score of 3.93 in 2014 to 2.98, police from a mean score of 3.85 in 2014 to 3.08. Other public services in the corruption mid-range index between 2.50 – 2.93 include tax services, utilities, and land services. On the other hand, the least corrupt areas among those studied are educational, health and registrar births and deaths services.

Figure 15: Average corruption score in pursuit of various public services



The rating of corruption in the public service in Figure 15 ranked Police, Judicial, Procurement and Land services. These results are very much close to the findings of a study East Africa bribery Index (TI, 2017); whereby it was found that Police services across East Africa were reported high on the likelihood institutions as well as prevalence of bribery. Table 18 indicates the top ten most corrupt or bribery prone institutions in East Africa public service were:

Table 18: Corruption rating in the public service

Public service	2014	2017	Change
Police	82	85.5	2.5
Judiciary	41.7	46.7	5.0
Land	35.7	35	(-0.7)
Tax	14.4	31.2	16.8
Local Authorities	12.0	17.1	5.1
Utilities (Water and Electricity)	15.6	13.1	(-2.5)
Civil registry	13.9	NA	
Education	12.2	14.2	2
Health and Medical	15.2	20.7	5.5
Business licensing	15.7	NA	

Source: Transparency Index, 2017

The specific assessment of bribery index for Tanzania also found Police with an aggregate index of 72.9, followed by Judiciary in the second place and tax services in the third position (TI, 2013). Consequently, the Transparency International (2013) laments that it is unfortunate that the services in which corruption is rampant are at the core of basic survival of ordinary people.

MAIN WEAKNESSES IN ENFORCING CODE OF ETHICS

The study also identified main areas of weakness in enforcing integrity in the public service. Table 19 identifies the main weaknesses in enforcing the Code of Ethics and Conduct. Respondents were asked; “which of the following is the main weakness of efforts geared toward promoting ethical behaviour in the public service?” The 2014 study identified weak enforcement mechanisms, whereas the 2022 study identifies code of ethics that are not properly tailored to organizational goals. It is important to note that enforcement of Code of Ethics in the Public Service ought to cope with the technological changes and organizational developments for them to be effective.

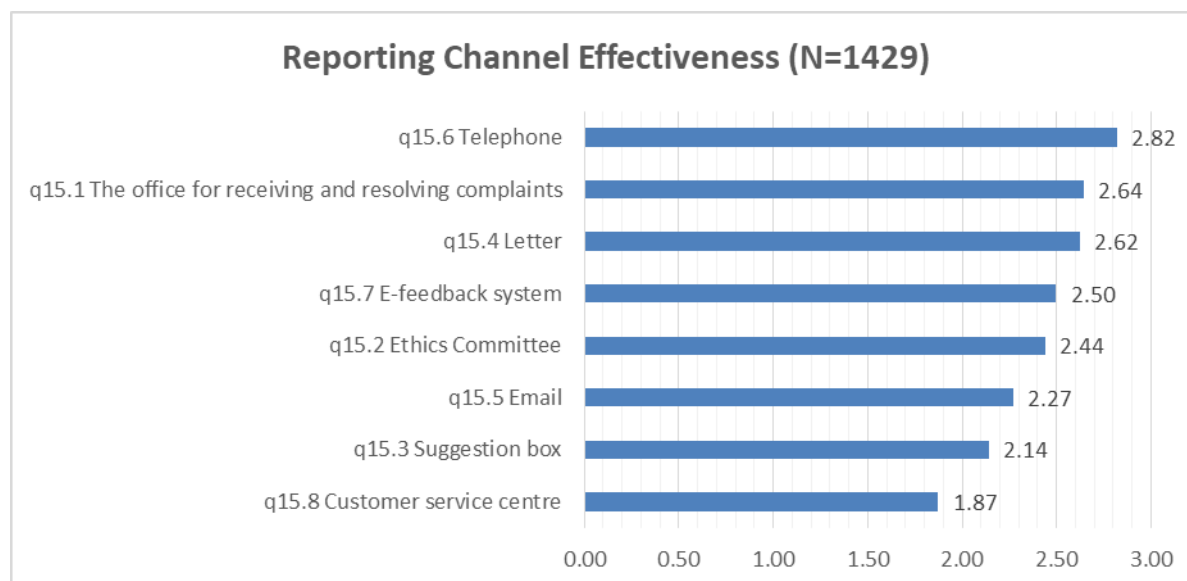
Table 19: Main weakness in enforcing integrity

	Freq	Pct
Laws and guidelines guiding ethical behaviour are adequately formulated	527	37%
Code of ethics is not properly tailored to organizational goals, strategies and risks	115	8%
Code of ethics is not properly aligned with levels of organizational development	125	9%
Enforcement mechanisms are weak	316	22%
If other, mention: _____	345	24%
Total	1429	100%

EFFECTIVENESS OF CHANNELS FOR REPORTING UNETHICAL CONDUCT

One of the mechanisms for reinforcing and promoting ethical behaviour in the public service include the use of effective reporting channels (Fig. 16). The President’s Office, Public Service Management and Good Governance developed and provided guidelines for complaints reporting and handling (URT, 2012). The 2014 study indicated that respondents viewed use of telephone as the most effective channel in communicating unethical conduct to authorities. This is re-confirmed in the current study that use of telephones (including mobile phones) is more effective on reporting unethical behaviour of public servants. This is followed by having a desk office for receiving and resolving complaints. On the other hand, they regard the use of suggestion box as the least effective and obsolete means of collecting and receiving feedback from clients. As part of adoption of ICT in improving service delivery in the public service the Government of Tanzania introduced e-feedback system in 2022 as a platform for providing feedback including reporting unethical conduct. This is an adoption of technology to replace the obsolete methods of registering complaints in the Public service.

Figure 16: Effectiveness of channels for reporting unethical behaviour



The use of e-feedback is a new technology that was found to be ineffective means of reporting unethical behaviour, most probably because it is new and has not been used. It would be more scientific to set an experimental pilot on the use of e-feedback to be able to isolate the effectiveness of the technology in reporting unethical behaviour.

ROLES OF PUBLIC SERVANTS IN PREVENTING UNETHICAL PRACTICES

The general public as well as public servants perceive that both have role to play in preventing unethical practices as well as promoting ethical conduct. Findings from the 2022 study show that both public servants and the general public suggest that when public servants fully adhere to the code of conduct, are vetted before being hired, always talks about work ethics, and condemned for corruption it helps on promoting integrity in the public service (Table 20).

Table 20: Public servants' role in preventing unethical practices

Role of Public servants	Mean Score (0...6)	
	Internal Respondents	External Respondents
Public servants fully adhere to the code of conduct	3.76	3.52
Public servants are vetted before being hired	3.91	4.25
Always the public servants talks about work ethics	3.57	4.19
Civil servants are usually condemned for corruption	3.80	3.55
Civil servants do not embezzle	3.22	2.60
Public servants teach each other the code of ethics of public service	3.69	4.41
Public service expose/report unethical behaviour	3.73	4.01
Punishment/sanctioning against unethical behaviour is severe enough to deter others from misbehaving	4.43	4.47
Improved salaries of public servants reduce ethical violations	4.17	3.77
Ethical training and good governance prevent ethical violations	4.63	4.46
Effective management of the code of ethics for the public service prevents the ethical violations	4.62	4.55
	N=700	N=729

On increasing public servants' salaries, it might be argued that salaries could influence ethical practices and make a difference. PricewaterhouseCoopers (2006) suggests for improving public servants' salaries seem to purport that commensurate salary will deter unethical conduct. Although low salaries particularly to low cadre public servants induce acceptance of bribery and corruption, it is not guaranteed that increasing salaries would eliminate corruption and other unethical behavior in the public service. Let it be known that corruption and unethical practices are independent of salaries. This is evidenced by the fact that one of the most spoken corruption infected institutions are from tax and customs services (TI, 2017). This is also noted in the PCCB (2009) National Governance and Corruption Survey, where they found that there was no direct relation between levels of salaries and corruption.

Literature suggests that the necessary conditions for enhancing and promoting ethical behavior in public service must include;

- (a) Making ethical standards for public service clear and available to all.
- (b) Putting ethical standards in the legal framework
- (c) Making ethical guidance available to public service
- (d) Public Servants knowing their rights and obligations when exposing wrongdoings.
- (e) Showing political commitment to ethics in the public service.
- (f) State leaders demonstrate and promote ethical control.
- (g) Management policies, procedures and practices promote ethical conduct.
- (h) Public Service conditions and management of human resources promote ethical conduct.
- (i) Adequate accountability mechanisms are in place within the public service.
- (j) Appropriate procedures and sanctions exist to deal with misconduct.

LEADERS' BEHAVIOUR AS ROLE MODEL

The study also inquired to establish as to whether there is visible and significant leadership commitment in promoting and enhancing integrity in the public service. Specifically, the study inquired on the role of public leaders at all levels as they are practically seen and perceived in promoting and enhancing integrity. Findings show that both public servants and the general public have trust that leaders in public service are good role models for promoting Code of Ethics and Conduct. This was triangulated with the interviews that cited the 5th actions on combating corruption, embezzlement of public funds and non-accountability. Similarly, the 6th government actions taken against embezzlement of public funds and non-accountability.

Table 22 shows public servants and the general public perception that leaders in the public service are models for not accepting bribery with mean score 3.74 and 3.08 respectively. Similarly, leadership in Public service is exemplary in denouncing corruption with a mean score of 3.68. These findings have changed significantly from the 2014 integrity survey where it was found that Local Government officials, middle and junior ranking servants were not committed addressing unethical behavior.

This information shows a public trust towards public leadership at the highest level on enforcing ethical behavior and spearheading anti-corruption in the public service. However, the conducted interviews in 2022 depict reservations in Local Government Authorities where embezzlement of public funds and non-accountability still exist and are noted in CAG 2021 report (CAG, 2021).

Table 21: Main weakness in enforcing integrity

Leader Behaviors as Role Models	Mean Score (0.6)	
	Internal Respondent	External Respondent
Leaders in the public service are role models for not accepting bribes	3.74	3.08
Leaders in the public service are role models for not accepting corruption	3.68	3.04
Leaders in the public service are role model for not stealing public property	3.59	2.97
Leaders in the public service educate employees on the Code of ethics and Conduct for Public servants	3.87	4.22
Leaders in the public service abide by the Code of ethics and Conduct for Public services	3.86	3.71
Sample Size	N=700	N=729

LEADERS' ENGAGEMENT IN PROMOTING ETHICS

Results (Fig. 17) indicates that both Public servants and the general public agree that leaders in the public service are engaged in promoting ethics in work places by taking appropriate actions against unethical behavior and practices. This is also noted in interviews where it is noted public servants dress code is adhered. This suggests that leadership authorities take appropriate measures on promoting ethical behaviour and they are models of others.

Figure 17: Leadership involvement in promoting ethics

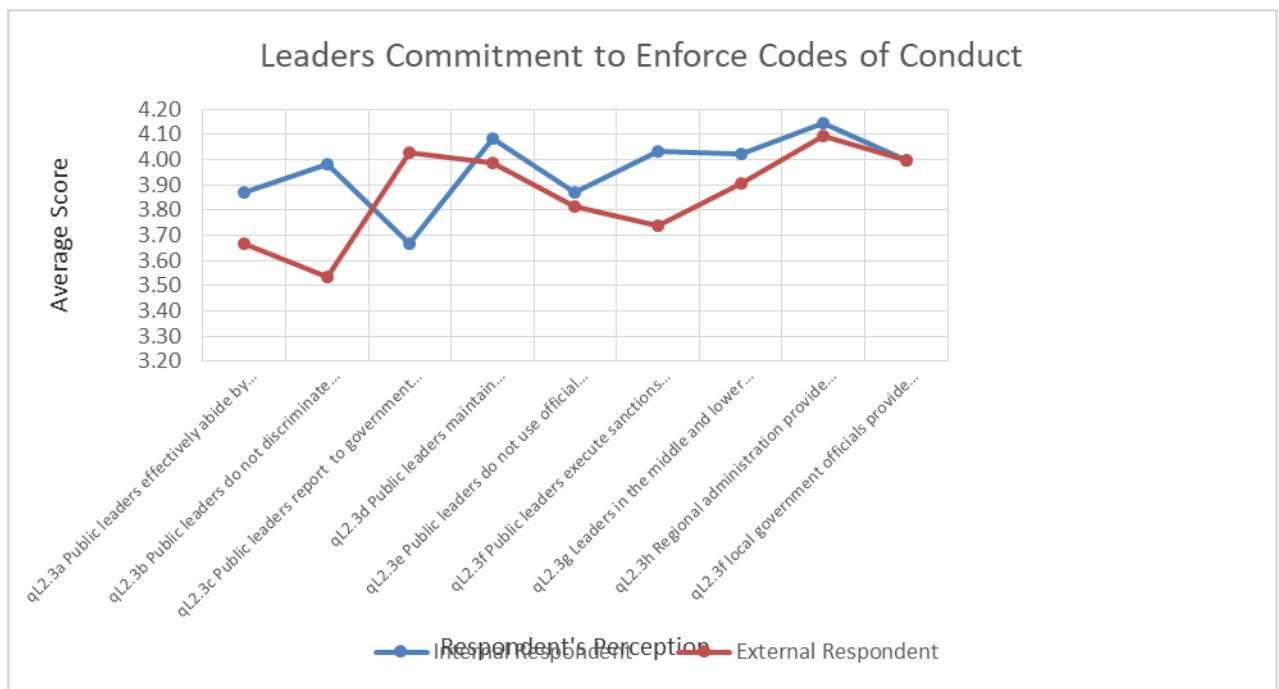


LEADERS' COMMITMENT TO ENFORCE CODES OF CONDUCT

The study was required to establish whether leaders at all levels are committed to enforcing the Code of Ethics and Conduct in the public service. The 2014 findings showed that the general public perceived leaders at all levels in the Public service as not committed to enforce the Code of Ethics and Conduct. On contrary, the 2022 survey shows that both public servants and the general public perceives leaders in the Public service being committed to enforce the Code of Ethics and Conduct on aspects of abiding by code of ethics and somehow on maintain confidentiality (Fig. 18). However, there are perception variations on aspects of discrimination of services to clients, use of public information for personal gains.

This is a reflection of what was observed on the earlier argument that the government has taken measures to improve governance in the past 8 years since the last integrity survey including national leaders' actions against embezzlement of public funds, pronouncements on accountability, enhancing the functions of institutions, and establishing of electronic government.

Figure 18: Leaders' commitment to enforce code of conduct



CHAPTER 5: QUALITATIVE FINDINGS

This section provides information and voices obtained from interviews conducted to 10 key informants on integrity in public service between 19th March and 30th May 2022. The chapter is organized according to research questions that were asked to respondents. Data analysis involved transcribing and coding according to the developed nodes in Nvivo 12. Respondents were asked to describe integrity in the Tanzania public service in the past 2 - 5 years. There were varied answers from an understanding of integrity in public service to the perceived state of integrity in Tanzania public service. Respondent [1] provided a clear understanding of integrity as *“how public servants operate and behave at serving citizens diligently, without discrimination, in timely manner with customer care language; working with all skills and following the laid down procedures”*. Respondent [1] went on identifying the 8 principles of Code of Ethics in public service, and that all have equal importance; these are *“loyalty to Government; diligence, impartiality; integrity; use of public information and abiding and respect to public Laws”*. Respondent [4] adds to the list of public servants ethical conduct that focus on *“vehicles be used to come to office and on public duties and activities. When a public servant use these other than these that is violation and non-compliance of public ethics”*.

Respondent [4] extends integrity in public service to professional groups that *“integrity is about doing right things; not bending procedures; as trained public servants; the general principles integrity is respect of law, working with all skills; customer care; doing with professionalism- such that as an engineer are expected to mix concrete according to the standard ratio”*. Whereas Respondent [5] looks at integrity in public service on dress code saying *“Public service is run by rule of law, which is the fundamental principle of Integrity and Good Governance; that recruitment in the public service is guided by principles of meritocracy. Government officials are Public officials holding positions and power by and for people that they are selected according to merit and should rule and provide services in accordance to public laws and guidelines”*.

It was upheld that the Code of Ethics in public service are provided with the expectation that citizens are given and served with what the deserved ethical behavior.

The objective of the study was to measure the state of integrity in the public service. The qualitative explanation from Respondent [1] is that *“some employees follow integrity principles others do not provide services ethically”; “some employees do not keep secrets of work places; they leak information knowingly or unknowingly”*. It was noted that *“Government values confidentiality.....”*. *Registry officers move confidential files; instead of taking it to the required place; they take information and share with people whom are not concerned for their own interests”*. This description depicted the sense of decay of integrity in public service. However, this was qualified that *“I can say integrity in public service is moderate with some positive and negative elements”*.

More and similar perception was heard from Respondent [3] saying; *“I think it’s not very bad; not very good; It is on average. I think in 5 years unethical behavior gone down, I don’t know it was because of leadership being hard, harsh, in the past 5*

years, It was fear! I think in the past integrity has improved”, nevertheless, there is a repeated notion that “*there are few who do not comply with Ethical conduct; some do comply with Public Service Integrity*” implying that more job and consistent enhancement on compliance of public servants is needed. Respondent [4] speaking on 3rd party that “peoples’ hearsay that integrity in public service has gone down....not very bad....Corruption in public eye has gone down”.

The perception that accountability has improved is also shared by respondent [5] who was heard saying “*Service delivery to public has improved over the last 5 yrs. For example when I write a letter to public institutions, I get response responding to letters takes shorter time than before*”. However, there are still pockets of declining code of conduct in some public institutions. It was noted that customer care services at land services does not comply to the code of conduct. Here it was said, “*I would like to be open went to get service at Lands; troublesome in the past it was worse. This year in February, It is getting bad. The language used was not Customer friendly*”.

Although there is a general perception of the improved integrity and service delivery in the public service emanating from technology adoption; such as e-government in health, land, procurement, tax services; there is a notion that technology brought challenges on ethical compliance. Respondent [6] says; “*Confidentiality: before 2000 there was high compliance on Confidentiality of government secret information. The manual information handling made it hard for information leakage. Manual movement of files was highly confidential. Until 2005 there were few electronic systems; Lawson and EPICA- Use of e-government was very low. With the coming of electronic technology, there are many unethical challenges-on confidentiality- is very high. ~~I think we~~ There is a need to improve on proper use of technology in public service. People should be trained on handling public information, people’s files. We need to review systems and laws to enhance and improve public service delivery. We have increased number of electronic systems and use but not monitoring the compliance. One of the challenging area is nepotism on promotion, favouritism, this is a challenge. Despite of having OPRAS- still promotion is a challenge in LGAs.*

Respondent [7] perception is that compliance on Code of Ethics and Conduct seems to improve at the highest level in the government; but it is less considered in the lower levels in the public service as it was noted saying “*Compliance of code of ethics and conduct at the lower level of the government- Village Executive Officers (VEOs), Street Executive Officers...Eeh! There are challenges; Where I live you don’t see or feel sometime whether there is government; until citizens complain or request; for themselves to be responsible is not a problem. Dressing Code in VEOs is a problem; looks like they are not aware if they have also to comply. Even in Local Government authorities compliance on Dress Code is not yet, it is low.*

In the overall, the majority of key informants perceived that integrity in the public service has improved as it was also noted by Respondent [10] saying; “in the past 5 years, Ethics and code of conduct in the public service is NOT very bad and NOT very good”. Nevertheless, it was again noted that “there are some areas, Ministries and some professions compliance to Ethics and code of conduct in the public service is very good”.

Respondents were asked to identify the most prevalent unethical practices in the Tanzania public service.

It came out from interview Respondent 10 that “*lack of confidentiality due to technology*” is emerging as unethical practices in the public service. There are incidences of Government information leakage due to misuse of technology to leak government confidential information. Whereas Respondent 6-FPS identified “*lack of customer care and arrogance*” as still a critical unethical practice that needs to improve. It was narrated that “*You go in some public offices, nobody cares*”. It was also heard saying “*I went to NIDA, there was no customer care service at all*”.

Similar experience was observed in an interview with respondent [10] on the absence of customer care; noting that “*In Government on customer care, I must be honest we are not Good on customer care*”. This was supported with case: “*I went to one of public service providers, I went for Covid-test; I found these 3-4 staff taking tea and talking, while customers waiting with no attention*”.

Nevertheless, some public institutions are exemplary on customer service. This was the case with PSSSF as it was heard saying; “*But I went to PSSSF, it was completely different. I was given cordial welcome and guidance on my service*”.

Procurement services in public service was noted as a problem despite of the adoption of Tanzania electronic procurement system. It was heard saying that “*There is low integrity on use of public funds on procurement; this department you just wonder the kind of price they give you. If you ask; they tell this is GPSA quoted price. It makes burden to government because you can get the same commodity at lower price in the market*”. Certainly, this is a matter of government system and institutional requirements that create loopholes for some unethical practices to persist.

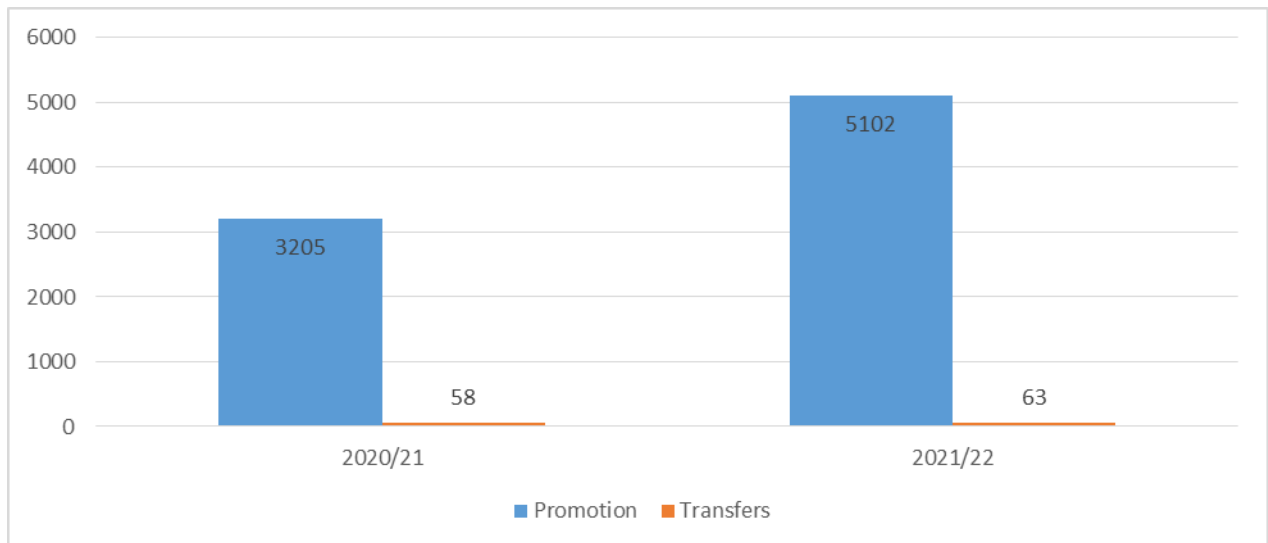
According to interview Respondent 7 the most prone and prevalent unethical practices in the Tanzania public service are “*Public offices dealing with permits, Courts / judiciary, Police services: Bribery on traffic police, and health service for those seeking public health after struggling end up volunteering themselves to bribe for getting services, which should be citizen’s rights*”. Similar opinion was noted in interview with Respondent [10] who says “*institutions like Police, Tax collection, hospitals, and every year you hear same complaints over years*”. A point of emphasis was on the relationship between providing public service ethically with customer care and production and economic growth.

It was reminded that unethical practices in public sector were the eminent reasons that led to public sector reforms in 1980s, yet to date there are still elements of unethical behavior and practices.

An interviewer 8 perceives corruption as the most prevalent unethical practice despite of the government institutional anti-corruption measures such as the establishment of PCCB and the enacted anti-corruption laws. Same perception was observed in an interview with Respondent [9] who says; “*Corruption in Police force services, Judiciary, Contracts are most prevalent despite of Client’s Service Charters in public institutions that were established*”. In fact Client’s Service Charters are also perceived not to have worked well as expected on improving ethic compliance in public service.

Another noted unethical practice is on nepotism reflected in OPRAS weakness. *It was heard saying; “some public servants are awarded promotions without performance”*. This was also substantiated by the 98% in 2020/21 and 99% in 2021/22 of public servants registered complaints at PO-PSMGG were on promotion (Fig.19).

Figure 19: Public servants registered complaints



The noted complaints based unfairness on promotion which are indicators of some supervisors not complying with public service laws. These were mostly noted from Local Government Authorities.

It was important to have an in-depth understanding of cause for unethical practices in the Tanzania public service. One of the reasons for prevalence of unethical practices in the public service is because public servants do not read the existing law, guidelines and regulations. This was described at the interview with respondent [3] as it was said; *“many public servants do not read guidelines; in the past the government used to provide induction course / training to new employees. It was compulsory; nowadays many employers do not send employees for induction, many people gain experience through working at work places”*. Where a new employee does not have a good mentor to provide mentorship you should expect non-compliance to Code of Ethics and Conduct.

The issue of low awareness and training emerged more vividly as one of the cause. It was mentioned that; *“No awareness training is offered to new public servants on Code of Ethics and Conduct. When we begin work in the public service; there is no induction on public service work and ethics. Even appointed Public Leaders have to be oriented on Public service Law, Guidelines and Code of Ethics and Conduct”*. Similarly, the in-service staff need to be refreshed on the on Public service Law, Guidelines and Code of Ethics and Conduct to avoid brainwashing of new employees.

To a larger extent the cause for unethical practices was mentioned as human behavior and upbringing. Respondent [3] said it is just; *“human behavior, that is personal human behavior; someone knows it is wrong, yet keeps on doing it wrongly. For example, behavior of non-compliance for personal gains; cheating on travelling allowance; going on Safari that are not genuine, that is stealing public funds”*. A particular case was cited at land services where it was experienced that *“many young employees used to do double allocations for personal gains”*.

The issue of low-salaries in the public service as the cause had mixed feelings. It was acknowledged that salaries have not been increased for many past years; and it is true salaries are not enough and may never be enough, however this does not justify for corruption in the public service because even in the well paying tax institutions, there are corruption practices.

Weak supervision and monitoring was cited as one of the cause as it was said; “I think supervision; *“I think those who are entrusted to oversee integrity; the Human Resource officers, supervisors and employers do not provide adequate supervision of ethics compliance to their subordinates”*”.

Recommendations for enhancing integrity in the public service

An in-depth discussion with the Key interview informants collected recommendations for enhancing integrity in the public service. The recommendations were observed to be on the responsibility of the Tanzania community (at family level), institutions and the responsible department. The following is a collection of recommendations;

- a. Integrate Ethics of Public Service into education system from lower levels. The study found that the Ministry of Education has initiated Civic education. It is recommended that the curriculum is enhanced to incorporate Public service Code of Ethics and Conduct
- b. Create awareness for Code of Ethics; some public servants have never seen Public Service Act (Cap 298 R.E, 2019) Code of ethics and conduct for Public Service or Public Leadership Code of Ethics Act (CAP 398 R.E 2020). It is suggested and recommended that PO-PSMGG conducts formal awareness training is for new employees, and refresher courses for management teams. PO-PSMGG should undertake measures to conduct Training of Trainers (ToT) who will train others at work places as well as mentoring and socialization of ethics.
- c. Enhance use of digital / electronic services in all public services
- d. Provide customized integrity training for Police, Judiciary and Procurement public services.
- e. Continue to educate employees, employers and the community on integrity at work places regularly.
- f. Enhance monitoring and evaluation of Code of Ethics and Conduct in the public service.
- g. Create and make sanctions be known to the public when an employee is legally found guilty of public service laws. Code of ethics should specify grand and minor violations and get sanctions accordingly
- h. Leaders at work places should increase supervisory management on attendance, accountability, diligence and improving enforcement; build the culture of time management at work place
- i. Improve e-Government use ethical practices and sanctions for public servants violators.

- j. Enhance systems to monitor compliance in public service including use of CCTV along with orientation to follow public laws
- k. Work with the media to refrain from praising corruption; should rather help to promote integrity
- l. Improve sanctions against non-compliance; violators; leadership supervisions of ethics; systems for anti-corruption should be enhanced
- m. Public servants should strive to provide quality services, should listen to customers-the public. Improve and enforce what is written on Client Service Charter
- n. E-Systems must be developed to curtail unethical processes. Leakages of public information is a serious issue, improve e-government to enhance accountability; Public service be for producing results for impact on citizens quality life. This is possible when integrity exist in public service.
- o. Reintroduce public service reforms to establish cultural change programmes in public service. This should include capacity building for public servants and programmes for informed citizens to enhance ethics in public service. In order to make it useful, gap needs analysis should be conducted to determine needs.

The provided recommendations should be tailored made for implementation in the Police, Judiciary, Procurement, and Land services.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1. CONCLUSIONS

The 2022 study was undertaken to measure integrity in public service. This chapter provides a conclusion based on the analysis of the survey and qualitative interviews. It also offers a selection of recommendations for enhancing integrity in the Tanzania public service in the short and long term from the main areas of weakness. Based on survey results on integrity in Tanzania public service, stakeholders' perception on the public service compliance to the code of ethics and conduct, and the adopted International Transparency methodology.

The index score for pursuit of excellence for 2022 is 61.0 compared to 54.0 in 2014. This is an improvement depicting the value for money of the Government interventions to improve ethical compliance in the service delivery. For diligence index score is 58 compared to 54.0 in 2014; index score for impartiality is 61.0 compared to 45 in 2014; index score for integrity is 54.0 compared to 49 in 2014; index score for accountability is 62.0 compared to 57 in 2014, respect of law index score is 57.0 compared to 54.0 in 2014 and index score for proper use of official information is 56.0 compared to 55.0 in 2014. The 2022 survey made two more additional measurements including perception of use of electronic systems in government services effects on integrity in public service delivery which scored 62.0 and effects of Covid-19 on public service code of conduct that scored 49.8.

The composite Ethical Conduct Index (ECI) in the Integrity public service in 2022 was found to be 75.9% compared to 66.1% in 2014. This is a variance of 9.8 score showing an increase of integrity in Tanzania public service on a scale of 0-100, where 100 is the highest best scenario. This is an observed change portraying a remarkable improvement of integrity in the Tanzania public service. The change can be attributed to multiple Government interventions by both the Government and the public including the adoption e-government in various government service delivery such as health sector, tax payments that before then attracted face-to-face between clients and service providers. (Shim & Eom, 2008) study observed use of e-government has reduced face to face interactions and chances for corruption practices in a case study saying;

“South Korea reduced corruption problems by reducing human intervention with the advanced Information System. Before the electronic system, the Seoul local government had serious corruption problems. Citizens who applied for government services by means of a petition had to wait for weeks or even months to learn the results of their application. To make the process shorter, some of them used to give an “express fee” to the government official responsible for answering their petition. Public officials were allowed to decide the priority of their work and could choose to provide “faster service” to a citizen who paid an express fee. To solve those problems, the electronic system was introduced for 54 types of government services where corruption was most likely to occur. To prevent corruption and increase the efficiency of an organization, the new system was designed to eliminate unnecessary work processes”.

The analysis from the survey and qualitative data revealed some gained improvements in all variables of integrity in the public service from the last 2014. The

contributing factors to compliance improvement on Code of Ethics and Conduct in the public service include Government measures for strengthening institutions such as the use of electronic systems in service delivery that eliminates face-to-face contact between public servants and service seekers.

However, there are noted pockets of public service that are prone to non-compliance of integrity including police, judiciary, procurement and land services due to inadequate monitoring and enforcement mechanisms by the authorities. Leaders at work places need to enforce the laws and regulations about ethical behaviour in their areas of jurisdiction as expected. It was found the most prevalent unethical practices amongst the public servants in order of importance were identified as misuse of public power for private gain; personal interest versus public interest and abuse of public resources as the most prevalent unethical behaviour in the public service.

The visibility of leadership commitment in promoting and enhancing integrity at all levels in the public service was found to be significant. The study found that over the past 5 years there has been visible leadership commitment at the high and middle levels of the Government seen on pronouncements and regular directives and were practically observed as they display role models for denouncing corruption. However, leadership in the LGAs was observed with low commitments to promote Code of Ethics and Conduct. This is supported with evidence on the huge number of registered complaints at PSC coming from LGAs. The study recommends for enhancing LGAs' leadership commitment in promoting and enhancing integrity.

Furthermore, the study found use of suggestion box as not only the least effective but also obsolete means of collecting and receiving feedback from clients. It is recommended to enhance the recently introduced e-feedback system and customer call centers for reporting unethical conduct as the adoption of ICT in the public service. However, e-feedback is not known and available to many public servants and public. Adequate awareness campaigns should be conducted to educate the public. This should go along with educating the public on the Whistleblower and Witness Protection ACT, 2015 (URT, 2015) which among other things protects good citizens who report wrong doing to authorities.

6.2 RECOMMENDED ACTIONS

The study collected recommendations from stakeholders on actions to be taken to further enhance ethics compliance and integrity of the public servants. The collected recommendations were generated from stakeholders' perceptions based on their knowledge, attitude and practice to engage with the public institutions, which were coded into broader categories using Nvivo 12 software. The processed data shows that respondents proposed the following measures as appropriate steps for enhancing ethical behaviour in the public service. It is recommended that the President's Office, Public Service Management and Good Governance, Directorate of Ethics Promotion.

The suggested action can be done in short term between 1 – 3 years and long term plan between 3-5 years for enhancing integrity in public service.

Short term actions

1. Public servants should continue to be educated on the role of public servants to provide services to the expectations of stakeholders, citizens

who are their tax payers. This can be done through regular on-job training at departmental levels on accountable to providing services without corruption and compliance to Public service Code of Ethics and Conduct, laws and guidelines.

2. There should be mass communication programmes to make informed citizens through media. They should be well educated on their rights and obligations to their government in order to enhance integrity, ethical behavior in public service
3. There should be established short courses training on cultural change programmes in public service ethics through capacity building for public servants. Conduct a gap analysis to determine the training needs to enhance integrity in public service
4. Re-introduce Induction training to new employees on Code of Ethics and Conduct in the public service
5. Conduct supervisory management training enforcement to Code of Ethics and Conduct in the public service.

Long-term actions

1. Strengthen the adoption of improve e-government / e-systems to improve public service delivery, accountability and transparency.
2. Enhance monitoring and evaluation of ethics in the public service. Issues such as absence from work, negligence, misuse of public information are the outcome of business as usual. Instituting effective monitoring in the public service delivery would enhance ethical practices.
3. Enhance ethical culture to value public interest as opposed to personal interests in the public service as well as the public at large through education system. It was mentioned that ethics in public service should begin at family raising, meaning that ethics in public service must be an in-built culture in the society. The very formal institutions for instilling culture are schools, colleges and universities in the education system. Ethics should therefore be considered at all levels in the education system.
4. Training and awareness creation on ethics and conduct in the public service should be enhanced to internal and external stakeholders. This could be done through formal training, short courses and media for a wider awareness creation.

Proposed future integrity study

Given the importance of social attitude surveys globally; and given the adoption of ICT in the public service delivery, it is proposed that future integrity survey in Tanzania should be standardized to the International Social Attitude Surveys that can be customized to areas of public service interest and national development priorities. In this view, the future integrity survey in Tanzania public service can increase its scope to include public expenditure and citizenship.

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UTANGULIZI

Serikali ya Tanzania, kupitia Ofisi ya Rais- Menejimenti ya Utumishi wa Umma imeazimia kupata maoni ya watu kuhusu uadilifu wa watumishi wa umma katika utendaji wa kazi zao sambamba na viwango vilivyopo. Unaombwa kushiriki katika utafiti huu kwa kutoa taarifa zote zinazohusika ili kuisaidia Ofisi ya Rais kutafuta namna bora ya kuimarisha utendaji wenye maadili kwa watumishi wa umma. Majibu yako yatabaki kuwa siri ya Ofisi ya Rais – Menejimenti ya Utumishi wa Umma na watafiti husika na yatatumika kwa kusudi la kitafiti tu. Hivyo unaombwa utoe taarifa sahihi kwa kila swali lililoulizwa kama unavyoona wewe. Jina lako halitahitajika mahali popote katika dodoso hili.

Asante sana kwa kutoa muda wako katika jambo hili

Ofisi ya Rais-Menejimenti ya Utumishi wa Umma

SEHEMU A: MAONI KUHUSU UTEKELEZAJI WA KANUNI ZA MAADILI YA UTENDAJI KATIKA UTUMISHI WA UMMA

1. Mkoa: _____ Wilaya/Halmashauri _____
2. *Tafadhali weka alama katika majibu yako*

	Swali	Ndiyo	Hapana
a	Je, umewahi kukiona kijitabu cha Kanuni za Maadili ya Utendaji Katika Utumishi wa Umma(Code of Ethics and Conduct)?		
b	Je unazifahamu kanuni za maadili ya utendaji katika Utumishi wa Umma?		
c	Je, umewahi kukiona kijitabu cha kanuni za Utumishi wa Umma 2003 (Public Service Regulations)?		
d	Je, unazifahamu kanuni za Kanuni za utumishi wa umma?		

3. Una unahusiano gani na Utumishi wa Umma? Weka alama ya tiki(v) panapokuhusu

Tia vema (✓) mahali pamoja tu

1	Mimi ni mwajiriwa wa taasisi mojawapo ya umma		1
2	Nimewahi kuhudumiwa na taasisi ya umma		2
3	Nimetoa huduma kwa taasisi ya umma (mdhabuni)		3
4	Kama vinginevyo, taja:		4

4. Weka alama ya vema (v) mahali pamoja tu panapohusika tu

N	Taasisi	(✓)
A		

1	Wizara	[1]
2	Serikali za Mitaa	[2]
3	Wakala wa Serikali	[3]
4	Shirika la Umma	[4]
5	Taasisi ya elimu (kama vile chuo kikuu)	[5]
6	Bunge	[6]
7	Shirika la Habari (Media)	[7]
8	Taasisi isiyokuwa ya Kiserikali (NGO)	[8]
9	Mshirika wa Maendeleo (Development partner)	[9]
10	Kampuni binafsi	[10]
11	Taasisi ya Dini	[11]
12	Mwanafunzi (Onesha kiwango): _____	[12]
13	Vinginevyo(eleza) _____	[13]

5. Je, katika kipindi cha miezi 6 iliyopita ni mara ngapi ?, umehitaji huduma toka taasisi za serikali kama vile Wizara, Idara zinazojitegemea , Wakala wa Serikali na Mamlaka za Serikali za Mitaa? Zungushia panapo husika

NA		Sijawahi	Mara moja au mbili	Mara chache	Mara kadhaa	Mara nyingi
5.1	Usimamizi wa Sheria k.m. Polisi, upelelezi, traffic	0	1	2	3	4
5.2	Huduma za mambo ya ndani, k.m. huduma za uhamiaji	0	1	2	3	4
5.3	Huduma za udhibiti kama kupata leseni, vibali, n.k	0	1	2	3	4
5.4	Huduma za afya k.m. Hospitali (madaktari, manesi, madawa)	0	1	2	3	4
5.5	Huduma za elimu k.m. mashule, vyuo, vyuo vikuu	0	1	2	3	4
5.6	Huduma za ardhi k.m. kupata ardhi, hati, vibali vya kujenga, nk	0	1	2	3	4
5.7	Huduma za madini na nishati k.m. kupata mikataba na vibali	0	1	2	3	4
5.8	Huduma za kimahakama k.m. hukumu za mahakama	0	1	2	3	4
5.9	Huduma za ajira katika Utumishi wa Umma	0	1	2	3	4
5.10	Huduma za kibandari k.m. Kutoa/kusafirisha mizigo	0	1	2	3	4
5.11	Huduma za kodi (TRA) k.m. kulipa kodi	0	1	2	3	4
5.12	Huduma za kusajili na kupata vyeti vya vizazi na vifo	0	1	2	3	4
5.13	Huduma za halmashauri ya Jiji au Mji	0	1	2	3	4
5.14	Katibu Tawala wa Mkoa (RAS)	0	1	2	3	4
5.15	Huduma za maji	0	1	2	3	4
5.16	Huduma za umeme	0	1	2	3	4

NA		Sijawahi	Mara moja au mbili	Mara chache	Mara kadhaa	Mara nyingi
5.17	Huduma zinginezo (Tafadhali taja)	0	1	2	3	4

6. Ni maelezo gani kati ya yafuatayo, yanayobainisha jinsi kanuni za maadili za Utendaji katika Utumishi wa Umma zilivyobadili utendaji wa Taasisi za Umma? (Usijibu swali hili kama haukujibu swali number 2)

Weka vema (✓) mahali pamoja tu

1	Kanuni hizo zimewasaidia wafanyakazi kuzielewa tabia zinazothaminiwa na taasisi yako		1
2	Kanuni zimepafanya mahali pa kazi kuwa bora zaidi		2
3	Kanuni zimesaidia kubadili tabia au maamuzi yanayofanywa kazini		3
4	Watu wamezielewa kanuni, lakini hawazifuati wakati wote		4
5	Kanuni hizo hazijabadili chochote		5

7. Kwa maoni yako, je, unadhani watumishi wengi Umma wanautumia uelewa wa Kanuni za Maadili mahali pa kazi?

Weka vema (✓) mahali pamoja tu

1	Kamwe		1
2	Kwa uchache		2
3	Sijui		3
4	Ndiyo, mara kwa mara		4
5	Ndiyo, mara nyingi		5

8. Endapo mtumishi wa Umma atagundulika kukiuka maadili, ni hatua ipi kati ya zifuatazo unajua kuwa inachukuliwa dhidi yake?

Weka vema (✓) mahali pamoja tu

1	Hakuna		1
2	Onyo la mdomo		2
3	Onyo la maandishi		3
4	Kusimamisha nyongeza ya Mshahara		4
5	Kupunguza Mshahara		5
6	Kushushwa cheo		6
7	Kufukuzwa kazi		7

9. Kwa maoni yako, hatua zinazochukuliwa dhidi ya ukiukwaji wa maadili zinatosheliza kwa kiasi gani?

Weka vema (✓) mahali pamoja tu

1	Hazitoshelezi kabisa		1
2	Hazitoshelezi		2
3	Sina uhakika		3
4	Zinatosheleza		4
5	Zinatosheleza sana		5

Toa

maelezo

.....

10. Kwa maoni yako, ni tabia gani tatu za uvunjifu wa maadili hujitokeza mara nyingi zaidi katika Utumishi wa Umma? Onesha tatu tu zinazoongoza.

Weka vema (✓) chagua tatu

1	Kutumia mamlaka vibaya ili kujinufaisha (yaani kuomba, kutoa na kupokea rushwa)		
2	Kutumia mamlaka vibaya kwa kuwanufaisha marafiki, ndugu na wabia		
3	Wizi wa mali ya umma		
4	Maslahi binafsi yanayoingilia maslahi ya umma		
5	Matumizi mabaya ya mamlaka (yaani kutekeleza malengo ya taasisi kwa njia isiyo sahihi)		
6	Kutumia vibaya taarifa au kuzighushi (yaani kuongopa, kudanganya, kuvujisha siri)		
7	Ubaguzi na uonevu wa kijinsia		
8	Kutumia rasilimali za Umma vibaya		
9	Tabia chafu nje ya muda wa kazi		

11. Tafadhali oneshwa ni muhimu kiasi gani kwako kwamba watumishi wa Umma watoe huduma kama ifuatavyo (weka tiki (v))

Sn		Si Muhimu Kabisa	Si Muhimu	Sijui	Ni Muhimu	Ni Muhimu Sana
11.1	Watoe huduma bora	1	2	3	4	5
11.2	Wawe watii kwa serikali	1	2	3	4	5
11.3	Wafanye kazi kwa bidii	1	2	3	4	5
11.4	Wasipendeleo	1	2	3	4	5
11.5	Wawe waadilifu	1	2	3	4	5
11.6	Wawajibike kwa Umma	1	2	3	4	5
11.7	Waheshimu sharia	1	2	3	4	5
11.8	Watumie vizuri taarifa za ofisi	1	2	3	4	5

12. Je, ni wakati gani ukitafuta huduma zipi au kutoka idara zipi za Utumishi wa umma umekutana na adha za kutoa au kuombwa rushwa miezi 6 iliyopita? (weka tiki (v) sehemu husika)

		Hakuna Rushwa Sana	Hakuna Rushwa	Sijui	Kuna Rushwa	Kuna Rushwa Sana
15.1	Wakati wa kutoa taarifa ya uhalifu polisi au kosa la usalama barabarani	1	2	3	4	5
15.2	Katika huduma za ardhi: Ramani, Upimaji na Usajili wa Hati	1	2	3	4	5
15.3	Katika Huduma za Ujenzi; vibali vya Ujenzi	1	2	3	4	5
15.4	Kwenye huduma za usajili wa vizazi na vifo	1	2	3	4	5
15.5	Kwenye huduma za afya (madaktari, manesi na madawa hospitalini)	1	2	3	4	5
15.6	Kwenye elimu: shule, chuo au chuo kikuu	1	2	3	4	5
15.7	Kwenye manunuzi na mikataba	1	2	3	4	5
15.8	Kwenye kodi: TRA, na utoaji mizigo bandarini	1	2	3	4	5
15.9	Kwenye utoaji mizigo bandarini	1	2	3	4	5
15.10	Kwenye huduma za kimahakama	1	2	3	4	5
15.11	Ajira katika Utumishi wa Umma	1	2	3	4	5
15.12	Kwenye huduma za halmashauri za miji au majiji (vibali ,leseni	1	2	3	4	5
15.13	Kwenye huduma za maji	1	2	3	4	5
15.14	Kwenye huduma za kuwekewa umeme	1	2	3	4	5
15.15	Kwenye huduma za uagizaji mafuta kwa nje	2	3	4	5	
15.16	Vinginevyo (tafadhali taja)	1	2	3	4	5

13. Kwa maoni yako binafsi, lipi kati ya yafuatayo ndio udhaifu mkuu wa juhudi za kusimamia maadili katika utumishi wa umma?

Weka vema (v) mahali pamoja tu

1	Kanuni zinazosimamia maadili zinajitosheleza	1
2	Kanuni za maadili zinakinzana utekelezaji wa malengo na mikakati ya Taasisi.	2
3	Kanuni za maadili haziwiani na kukua kwa Taasisi	3
4	Mfumo wa kusimamia maadili ni dhaifu	4
5	Taja kama lipo linguine:	5

14. Kwa maoni yako, ni hatua zifuatazo zinafaa kuchukuliwa ili kuboresha uadilifu katika Utumishi wa Umma? Tafadhali chagua tatu tu

NA	Hatua ya kuchukua	Weka vema (✓) chagua tatu	
14.1	Hatua zinazochukuliwa dhidi ya ubadhirifu mkubwa ziwe zinawekwa wazi		1
14.2	Kipato cha watumishi wa umma kiboreshwe		2
14.3	Elimu na mafunzo ya maadili kwa watumishi wa umma yaboreshwe		3
14.4	Usimamizi na udhibiti katika Utumishi wa Umma uboreshwe		4
14.5	Wadau na Umma kwa ujumla ufundishwe kuzitambua Kanuni za Maadili		5
14.6	Ijengwe desturi ya kuthamini maslahi ya umma kuliko maslahi binafsi		6
14.7	Ijengwe desturi ya kuthamini maslahi ya umma kuliko maslahi binafsi		7
14.8	Vinginevyo (tafadhali taja):		8

15. Tafadhali elezea ufanisi wa mifumo ifuatayo ya kutaarifu ukiukwaji wa maadili katika taasisi yako

Sn	Mfumo wa kutolea taarifa	Hakuna	Haina Ufanisi Kabisa	Haina Ufanisi	Sijui	In a Ufanisi	Ina Ufanisi sana
18.1	Ofisi ya kupokea na kushughulikia malalamiko	0	1	2	3	4	5
18.2	Kamati ya uadilifu	0	1	2	3	4	5
18.3	Sanduku la maoni	0	1	2	3	4	5
18.4	Barua	0	1	2	3	4	5
18.5	Barua pepe	0	1	2	3	4	5
18.6	Simu	0	1	2	3	4	5
18.7	Mfumo wa e-mrejesho	0	1	2	3	4	5
18.8	menginevyo (taja):						

16. Endapo huna imani na mifumo ya kutolea taarifa za ukiukwaji wa maadili, eleza kwa nini?

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SEHEMU B: MALENGO MAHSUSI YA UTAFITI

Ifuatayo ni orodha ya kauli fupifupi zinazotaja mambo ambayo pengine ndio maoni yako kuhusu Utendaji kazi wa Kimaadili katika Utumishi wa Umma n. Tafadhali zisome kwa makini kauli hizi na chagua kiwango chako binafsi cha kukubaliana nazo. Zungushia tarakimu moja tu kati ya 1,2,3,4,5 au chagua "SJ" kama hujui **chochote kinachowakilisha vizuri zaidi maoni yako. Maana ya kila tarakimu ni 1: Sikubaliani**

kabisa, 2:Sikubaliani, 3:Sijaamua, 4:Nakubaliana, 5:Nakubaliana Kabisa na "SJ" = Sijui.

Na.	KAULI	Kiasi cha kukubaliana kwako					
		Sikubaliani Kabisa	Sikubaliani	Sijaamua	Nakubalian	Nakubalian a Kabisa	Sijui
	Lengo 1: Maoni katika Kufuata kanuni za maadili ya utumishi						
1.1	Kanuni na sheria zimeandaliwa kwa namna nzuri inayochochea maadili ya utendaji kwa watumishi wa umma	1	2	3	4	5	SJ
1.2a	Kanuni za maadili ya utendaji kwa watumishi wa umma zinasimamiwa vya kutosha	1	2	3	4	5	SJ
1.2b	Tabia zinazokiuka maadili zinaadhibiwa kwa kufuata kanuni za utumishi wa umma	1	2	3	4	5	SJ
1.2c	Adhabu zinazotolewa kwa ukiukwaji wa maadili ni kali kiasi cha kuwazuia wengine wasikiuke maadili	1	2	3	4	5	SJ
	Lengo 2: Msukumo dhabiti wa Uongozi kwenye Maadili ya Utumishi wa umma						
2.1a	Viongozi wa juu ni mfano bora wa kukataa hongo(bribery)	1	2	3	4	5	SJ
2.1b	Viongozi wa Juu ni mfano bora wa kukataa rushwa (corruption)	1	2	3	4	5	SJ
2.1c	Viongozi wa utumishi wa umma ni mfano wa kuigwa kwa kutoiba mali ya umma	1	2	3	4	5	SJ
2.1d	Viongozi katika utumishi wa umma huwaelimisha wafanyakazi kuhusu kanuni za maadili ya utendaji katika Utumishi wa Umma	1	2	3	4	5	SJ
2.1e	Viongozi wa Umma wanafuata kanuni za maadili ya utendaji katika Utumishi wa Umma	1	2	3	4	5	SJ
2.2a	Viongozi katika utumishi wa umma huwachukui hatua za kisheria dhidi ya ukiukwaji wa maadili	1	2	3	4	5	SJ
2.2b	Viongozi katika utumishi wa umma huvujisha siri za ofisi kwa manufaa binafsi	1	2	3	4	5	SJ
2.2c	Viongozi katika utumishi wa umma siku zote huvaa mavazi ya heshima yasiyowakwaza wengine (Wanazingatia waraka wa mavazi)	1	2	3	4	5	SJ
2.3a	Viongozi wa umma hufuata kikamilifu kanuni za maadili na utendaji katika utumishi wa umma	1	2	3	4	5	SJ
2.3b	Viongozi wa umma hawabagui mteja kwa misingi ya jinsia, kabila, dini, asili yake, umri, n.k.	1	2	3	4	5	SJ
2.3c	Viongozi wa umma hutoa taarifa kunakohusika pale wanaposhawishiwa kukiuka maadili na wakubwa zao	1	2	3	4	5	SJ
2.3d	Viongozi wa umma wanalinda usiri wa taarifa za ofisi	1	2	3	4	5	SJ
2.3e	Viongozi wa umma hawazitumii taarifa za ofisi kwa	1	2	3	4	5	SJ

Na.	KAULI	Kiasi cha kukubaliana kwako					
		Sikubaliani Kabisa	Sikubaliani	Sijaamua	Nakubalian	Nakubalian a Kabisa	Sijui
	manufaa binafsi						
2.3f	Viongozi wa umma hutekeleza sheria na kanuni ipasavyo kwa kuwaadhibu wanaokiuka maadili.	1	2	3	4	5	SJ
2.3g	Viongozi wa ngazi ya kati na chini husimamia ipasavyo maadili ya kazi ya watumishi walio chini yao	1	2	3	4	5	SJ
2.3h	Watendaji wakuu Tawala za Mikoa husimamia ipasavyo maadili ya walio chini yao	1	2	3	4	5	SJ
2.3i	Watendaji wakuu Serikali za Mitaa husimamia ipasavyo maadili ya walio chini yao	1	2	3	4	5	SJ
Lengo 3: Kukuza maadili katika utumishi wa umma							
3a	Watumishi wa Umma wanazingatia kikamilifu maadili ya Utumishi	1	2	3	4	5	SJ
3b	Watumishi wa Umma wanafanyiwa upekuzi (veting) kabla ya kuajiriwa	1	2	3	4	5	SJ
3c	Mara kwa mara watumishi wa Umma huzungumzia maadili ya kazi	1	2	3	4	5	SJ
3d	Kwa kawaida, watumishi wa umma wanakemea rushwa	1	2	3	4	5	SJ
3e	Watumishi wa umma hawafanyi ubadhirifu	1	2	3	4	5	SJ
3f	Watumishi wa umma hufundishana kanuni za maadili ya watumishi wa umma	1	2	3	4	5	SJ
3g	Watumishi wa umma hutoa taarifa za ukiukwaji wa maadili	1	2	3	4	5	SJ
3h	Ubadhirifu mkubwa ukiadhibiwa waziwazi itawachochea watu kufuata maadili	1	2	3	4	5	SJ
3i	Mishahara kwa watumishi wa umma ikiboreshwa inapunguza ukiukwaji wa maadili	1	2	3	4	5	SJ
3j	Mafunzo ya maadili na utawala bora yanasaidia kuzuia ukiukwaji wa maadili ya watumishi wa umma						
	Usimamizi madhubuti wa kanuni za maadili ya utumishi wa umma unazuia ukiukwaji wa maadili	1	2	3	4	5	SJ
Lengo 4: Mifumo ya Kielektroniki (ICT) kwenye utumishi wa Umma na maadili							
4a	Najua jinsi ya kutoa taarifa za ukiukwaji wa maadili katika utumishi wa umma kutumia mfumo mpya wa e-mrejesho	1	2	3	4	5	SJ
4b	Mfumo wa e-mrejesho umeboresha kutoa taarifa za ukiukwaji wa maadili katika utumishi wa umma	1	2	3	4	5	SJ
4c	Huduma za Wizara kwa njia ya Mtandao yaani "e-Government" imeleta uwajibikaji katika utumishi wa umma	1	2	3	4	5	SJ
4d	Huduma za Serikali za mitaa/Halmashauri kwa njia ya Mtandao yaani "e-Government" imeleta	1	2	3	4	5	SJ

Na.	KAULI	Kiasi cha kukubaliana kwako					
		Sikubaliani Kabisa	Sikubaliani	Sijaamua	Nakubalian	Nakubalian a Kabisa	Sijui
	uwajibikaji katika utumishi wa umma						
4e	Huduma za kali za mitaa/Halmashauri kwa njia ya Mtandao yaani “e-Government” imeleta uwajibikaji katika utumishi wa umma	1	2	3	4	5	SJ
4f	Huduma za serikali kwa njia ya Mtandao yaani “e-Government” imeboresha maadili katika utumishi wa umma	1	2	3	4	5	SJ
4g	Kumekuwa na ongezeko la huduma za utumishi kwa njia ya Mtandao yaani “e-Government” / kidigitali	1	2	3	4	5	SJ
4h	Naamini hatua zitachukuliwa baada ya kutoa taarifa za ukiukwaji maadili	1	2	3	4	5	SJ
4i	Naziamini taratibu za kutolea taarifa za ukiukwaji wa maadili	1	2	3	4	5	SJ
	Lengo 5: Athari za UVIKO kwenye utumishi wa Umma na maadili						
5a	Utoaji wa huduma ulipungua	1	2	3	4	5	SJ
5b	Watumishi wa umma hawakupatikana kutoa huduma	1	2	3	4	5	SJ
5c	Watumishi wa umma walitoa huduma kwa rushwa kipindi cha uviko	1	2	3	4	5	SJ
5d	Watumishi wa umma walijihusisha na ubadhilifu wa raslimali fedha za UVIKO	1	2	3	4	5	SJ

SEHEMU C: TAARIFA BINAFSI

17. Tafadhali toa taarifa za jumla za ziada zinazokuhusu kama mkazi wa Tanzania:

- Jinsi: Mwanume [1] Mwanamke [0]
- Umri katika miaka: Chini ya 20 [1] 20-29 [2] 30-39 [3] 40-49 [4] 50 – 59 [5] 60 au zaidi [6]
- Je, una ulemavu wa aina yoyote? Ndiyo [1] , Hapana [0]
- Shughuli yako kuu kiuchumi: Kilimo [1] , Ujasiriamali [2] , Mwajiriwa katika shirika la dini [3] , Mtumishi wa Umma [4] , Mwajiriwa wa shirika lisilo la dini [5] , Vinginevyo (taja): _____
- Uanandoa: Mwanandoa [1] , Tumetengana [2] , Tumeachana [3] , Sijawahi kuoza/kuolewa [4] , Mjane [5]
- Kiwango cha juu cha elimu yako ulichowahi kuhitimu ni (Tafadhali weka vema sehemu moja)
 - Sijawahi kusoma shule rasmi [1]
 - Shule ya msingi [2]
 - Kidato cha nne [3]
 - Kidato cha sita [4]
 - Cheti baada ya sekondari [5]
 - Stashahada (Diploma) ya kawaida [6]
 - Stashahada ya juu/shahada (Advanced Diploma) or Digrii ya chuo kikuu [7]

8. Stashahada/shahada ya Udhhamili [8]
(Postgraduate/Masters qualification)

9. Vinginevyo (*tafadhali taja*) _____ [9]

18. Endapo wewe ni mtumishi wa umma, taasisi yako
ni: _____

19. Cheo chako cha sasa ni: _____

Asante sana kwa muda na ushirikiano wako.

OFISI YA RAIS- Menejimenti ya Utumishi wa Umma

Mwisho