

# **Code of Ethics and Conducts in Public Service: The Litmus Test for Public Administrators Ethical Decision Making in Resolving Ethical Dilemmas: A Comparative Study of Tanzania and South Africa**

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**Abstract:** *Increasing complexity of organizations compels public administrators to fulfill multiple demands from outside and within the organization. Ethical dilemmas happen when they try to balance those demands, therefore making ethical decisions become very difficult. The aim of this study is to examine the role of code of ethics and conducts for public service in influencing public administrator's ethical decision making in ethical dilemma situations. It is a comparative study where codes of ethics and conducts for public service in Tanzania and South Africa are described as the model codes of conducts for the basis of the discussion. The paper employed secondary data method in gathering relevant information needed. Theoretical and empirical reviews helped to gather hands on information about the study. The study finds that code of ethics and conducts in both countries influences public administrators' ethical decision making in resolving ethical dilemmas. The PLUS ethical decision making model is applicable in solving ethical dilemma, though some other organizational values, principles, procedures, rules and regulations are recommended for helping administrators to have informed decision making while resolving ethical dilemma.*

**Keywords:** *Code of ethics and Conducts, Public service, Ethical decision Making, Ethical dilemma, Tanzania, South Africa*

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## **I. Introduction**

The general objective of Public Service is to fulfill the mandate of the government, which is to save and bring citizens development by implementing the government policies (Matei and Camelia 2015). The Public Service is charged by the Public servants who by virtual of their positions, knowledge, skills, competencies and moral values make and implement the government policy decisions which are direct or indirect affect citizen needs and welfare. In pursuit of their daily obligations, public administrators are compelled to make decisions on various matters of value to citizens and the entire organizations they serve. In making those decisions they use their ethical and moral values depending on the nature and circumstances of the matter to be decided. In doing so, they should be responsible and act in accordance with citizen's concerns, rights and expectations (Sebhatu and Pei-lin 2016). As human beings with different behaviour and experiences on broad perspectives of the general public service, public administrators then face ethical dilemmas in making ethical decisions. As a guide for public administrator's ethical practices and decision making, Tanzania and South Africa enacted Codes of ethics and conducts for Public servants. As noted by (Nagiah 2012) code of ethics and conducts is usually an inspirational tool which describes the core ethical values of employees behaviour and ethical decision-making. The ethical codes of conduct of refrains public servants from unethical conducts; enables the Public officials to participate fully in fulfilling the mission of the Public service which is to deliver quality service to the people efficiently, effectively and with the highest standard of courtesy and integrity.

While fulfilling their duties, public servants should conform to the established basic codes and standards. They are also obliged to avoid placing themselves under any obligation to people or organizations that may in any case try inappropriately influence them in making ethical decisions in their work. Nor they act or take decisions in order to gain financial or other material benefits for themselves, their families, or friends (Bew 2015). It is also argued that Code of ethics and conducts in Public Service acts as litmus test for public administrators ethical conducts and decision making. Within this framework, public officials perform their duties knowing that they are responsible and accountable for their unethical behaviours and decisions. The codes also provides the mechanisms through which public administrators' ethical decisions should base when confronted by ethical dilemmas URT (2007). The overall position of this study is to discuss the alignment of Code of ethics and conducts for public service with public administrators' ethical decision making in resolving ethical dilemmas.

## **II. Review of literature**

This section discuss the theoretical and previous empirical studies conducted by different scholars.

### **2.1 Theoretical Framework**

#### **2.1.1 Code of ethics and conducts, ethical decision making and ethical dilemma**

In modern Public Service Management the definition of what is just, fair, right, wrong, moral and equitable is broad and diverse, (Economics and Administration 2000). Individual public servant's ethics is necessary and significant provision for trustworthy actions and ethical decision making in the public sector. Since the public servants are conferred with public trust, they are required to put public interests above their own interest. Public service code of ethics and conducts compels public servants to observe and resolve conflicts of interest in their official duties.

#### **2.1.2 Code of ethics and conducts**

Code of ethics and conducts for public service are instruments adopted by organizations in order to regulate its internal and external core functions against public servants' offences (Argento, Culasso et al. 2016). It refers to set of standards established to correct holders of public offices actions and behaviour. They are guiding principles designed to maintain values that inspire trust, confidence and integrity in the discharge of public services. (Maxwell and Schwimmer 2016) points that code of ethics and conducts provides the realistic changes in the attainment of public servants professional integrity. (Jafarkarimi, Saadatdoost et al. 2016) suggests that Code of ethics and conducts are central instruments to refer when public administrators face dilemmas but also can reduce the possibilities of unethical behaviours in the organization. Codes of ethics and Conducts also refers to a guide of principles which are designed to help public servants to perform their duties honestly and with integrity URT (2005). Similarly, code of ethics and conducts is always a combination of a legal framework providing legal obligations and corresponding sanctions, also it is an ethical framework which describes core values which an organizations must aspire to (Nagiah 2012). Moreover, the codes highlight the mandatory values expected from public servants and describes their legal obligations.

#### **2.1.3 Code of ethics and Conducts in Tanzania Public service**

The first Code of Ethics and Conducts for Public Service in Tanzania was issued for the first time since independence in 1961. During that period code of ethics and conducts was inherent in different laws and regulations and was not available to all employees as such they were unable to know exactly of the expected standards. To counter that shortcoming in 2005, Tanzania developed a new code of ethics and conducts stipulating clearly the standard of behaviour expected for public servants. The existing code has been widely distributed so that public servants clearly understand what is required of them in terms of ethical conduct and standards of performance acceptable in the Public Service, URT (2005). As part of induction programme, all public servants in Tanzania are oriented with these codes to enable them discharge their duties with great care. It is within this framework that all behaviours, actions decisions made by public servants should conform to this codes.

The public ethics and conduct in public service in Tanzania summarized into (8) eight areas. These include respect of human rights and being courteous, discipline and diligence, team work, pursuing of excellence, exercise responsibility and good stewardship, transparency and accountability, discharge duty with integrity and political neutrality. All public servants required to obey and follow these conducts of behaviour and no one is tolerated for breaching them. Apart from the code of ethics and conducts, in 2007 Tanzania developed an explanatory manual on the code of ethics and Conducts of public service known as *"Doing the Right Things"*. This Explanatory Manual supports the Code of Ethics and Conduct for the Public Service, and is read in conjunction with all other country's laws, regulations and policies, URT (2007). The Explanatory Manual is not different from the Code of Ethics and Conduct. It is designed to make it easier to understand what it means to do the right thing. It 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 servant's actions. The Explanatory Manual also contains examples to help public servants understand the ethical challenges they face, and assist them in making ethical decisions when they are face ethical dilemmas.

#### **2.1.4 Code of ethics and Conducts for South African Public service**

The government of South Africa developed the codes of Conduct for Public Servants in 1997. The code provides guidelines to employees with regard to their relationship with the legislature, political and executive office-bearers, other public servants and the public and indicates the spirit in which public servants should perform their duties, what should be done to avoid conflicts of interests and what is expected of them in terms of their personal conduct in public and private life (Commission 1997). The code describes the three key thematic relationship areas namely, relationship with the legislature and executive, relationship with the public and

relationship among employees. With regard to the relationship with the legislature and executive, all public servants in South Africa are required to be faithful to the Republic and honors the Constitution and abide thereby in the execution of their daily tasks; put the public interest first in the execution of their duties; exercise loyalty in executing the policies of the Government in the performance of their official duties as contained in all statutory and other government prescripts; they also have to strive to be familiar with and abide to all statutory and other instructions applicable to their conducts and duties; and therefore co-operate with public institutions established under legislation and the Constitution in promoting the public interest (Commission 1997).

The code also provides the relationship expected between the public servants and the public of promoting unity and well-being of the South African nation; serve the public in an unbiased and impartial manner in order to create confidence in the Public Service; be polite, helpful and reasonably accessible in their dealings with the public, at all times treating members of the public as customers who are entitled to receive quality service; have regard for the concerns of the public in performing their official duties and in the making of decisions affecting the public. The code also requires the public servants not to unfairly discriminate any member of the public on account of race, gender, ethnic or social origin, colour, sex, age, disability, religion, political persuasion, conscience, belief, culture or language; nor should they abuse their positions in the Public Service to promote or prejudice the interest of any political party or interest group. Similarly, the code refrains public servants from favoring relatives and friends in work-related activities.

### **2.1.5 Ethical Dilemma**

...*"The common ethical dilemmas that public servant confront in the course of their duties revolve around administrative discretion, corruptions, nepotism, pressure for conformity, administrative secrecy, information leaks, public accountability, policy conundrum, pressure groups influence and public scrutiny.."* (Economics and Administration 2000).

The general principle of ethics in public organizations is to make the right choices by choosing it basing on circumstances, this situation is what is known as ethical dilemma. (Luk 2012) explains ethical dilemma as a situation existing when public servants' ethics fails to conform to organizational overall ethical standards. This happens because of varied person's experiences education, religion, and family or peer background. Also occurs in a situation where managers in the organization want to get positive results without knowing how those results are obtained. (Perry 2011) also suggests that ethical dilemma is a distress that occurs when public administrators struggle to accomplish their responsibilities caused by known or unknown circumstances.

### **2.1.6 Ethical Decision Making Models**

Many decisions made by public administrations in public organizations are perceived as useful where the process of decision making is meaningful and well understood (Bhattarai and Maharjan 2016). Ethical decision making as the process of recognizing a need, considering alternatives, identifying a morally acceptable option (i.e. what is considered right in a given culture) and implementing it (Heyler, Armenakis et al. 2016). To capture the many definitions of what is (or is not) ethical, (Zeni, Buckley et al. 2016) defines ethical decisions as the impact of decisions on others. Literature discusses many ethical decision modes used to reach to concrete and evidence based ethical decisions in organizations. (Whittier, Williams et al. 2006) in the study "evaluating ethical -decision models: a review and application", used a Patrick and Quinn Model of decision making. In their findings they suggest that the Patrick Quinn model relates exactly to what ethical decision literature suggests. Since all the models conform to similar sequential process of making ethical decision making, Cooper's Ethical Decision Model is taken as general model. The Cooper's model devised a method of moving from an ethical problem to appropriate alternatives and consequences by following a sequential, rational approach to ethical decision-making. (Cooper 2012) suggests that the model utilizes descriptive and prescriptive approaches where public servants become active and start to describe to themselves and others an objective state of affairs, and then proactively begin to suggest steps to change the situation. The model has four main sequential steps namely, descriptive task, defining the ethical issue, identifying alternative courses of action, projecting the possible Consequence and finding a fit.

**Step one - Descriptive task:** At this step the model contends that the decision maker must be in a position to have more complete knowledge about the issue brought forward to him and he should attempt to describe questionable situations void of personal feelings (moving beyond the expressive level). **Step two- defining the ethical issue:** Cooper describes that a public official or an administrator has to clearly define the issue at hand before making any decision. Also administrators have to critically examine what is the underlying ethical value that is being addressed.

**Step three - identifying alternative courses of action:** Here the model suggests that administrators have to identify all possible causes of action in respect of the situation using a rationalistic approach which will help him to have complete knowledge of the situation as possible and an assessment of the ethical issue at hand. **Step four - projecting the possible consequences:** The administrator at this stage, has to examine all positive and negative results of each alternative by using his moral imagination or existing laws that will deal with the problem.

**Step five - finding a fit:** Cooper concludes that the appropriate solution or alternative is a balance of four elements and bearing in mind the consideration of moral rules, ethical principles and anticipatory self-appraisal. Generally this model guides public administrators to be able to create more concrete processes by assessing individual steps that were taken in reaching a decision and uphold ethical principles fairness and equality in making ethical decisions. As a litmus test for actions, public administrator's decision must be able to withstand scrutiny to ensure that there is a continued trust and respect among employees and the public in the administrator's ability to conduct their assigned duties.

## **2.2 Empirical Review**

This part presents the discussion of various study related to public ethics and conducts analyzing the application of ethical decision making model to solving ethical dilemmas arising in the public sector. (Toren and Wagner 2010) conducted a study on applying an ethical decision-making tool to a nurse management dilemma. The study shows ethical dilemmas that nurse managers in Israel Health Care are confronted with and the suggested ethical decision model applied to solve those dilemmas. They point out that nurse Managers' obligation is not only to maintain patients' needs and their rights of receiving quality health care, but also responsible for nurse's welfare. The findings shows the dilemmas happening in the cause nurse managers want to balance between patients' rights and nurse's rights and welfare while simultaneously fulfilling their duties in relation to organizational conflicting roles. The study employed the six step model of ethical decision making for solving ethical dilemma confronted by nurse managers.

The steps include definition of ethical dilemma, clarifying personal and professional values, ethical standards and prevailing laws, identifying alternative causes of action, choice of the best alternative action, evaluation of the results and generalization of solutions to similar cases. The paper finds that the dilemma confronted by nurse managers are not well known or shared to all nurses as such dilemmas are aggregated and becomes very difficult to solve. There is also no open reasoning and well-articulated decision making process, managerial code, this brings reluctance to support chosen decisions. The study finally recommends that nurse managers should effectively practice the use of ethical decision making models, understand professional mediation techniques and advise the organization to develop a Managerial nurse code of conducts which will help them to solve arising twofold responsibilities problems.

(Schott, van Kleef et al. 2016) on their study about *the combined impact of professional role and public service motivation on decision making dilemma situations* suggests that, if working in public service implies the need to make ethical decision to mitigate dilemma situation, then where do public servants base when making decisions of their organizations? The study applied survey data to investigate the impact of motivation and professionalism on the decision making of veterinary inspectors of the Dutch Food and Consumer Products Safety Authority. Testing the hypothesis, the study found that decision making is obviously influenced by how the veterinary inspectors perceive their professional role, while public service motivation perceived to have no direct and moderate effect on decision making in the case of dilemmas. Similarly, (Espinosa-Pike and Barrainkua 2016) conducted *an exploratory study of the pressures and ethical dilemma in Audit conflict in small and medium sized auditor firms in Spain*. The study analyzed the professional situation confronting auditors in performing their duties, how auditors do handle pressures, ethical judgments and the ways they use to resolve conflicts of interest. The study employed primary data method of data collection where a question items were distributed to all auditors in small and medium size firms. The study found that the firm legal regulations available in audit firms, have strong influence in resolving ethical conflicts in auditors firms. Consequently, (Leone, Stame et al. 2016) in their study on *exploring ethical conditions for institutionalizing evaluation in Italian public sector*, argues that factors contributing to ethical decisions includes institutional and organizational set up. This is an exploratory research design study which investigated the factors that can influence conflicts in the organization and its related dilemmas. The study employed primary data methods to collect data where evaluation units were purposely used to provide sufficient experience. Also interview guide and questionnaire were employed to collect data from different sections. The study found that small units' institutional strength and individual members' institutional strength influence the arising mixed dilemmas and ethical behaviour. The study concludes that ethical problems are persistent and will continue to persist in evaluation phenomenon, therefore decision makers should have all the necessary means to bring ethical confidence to all decision makers and their organizations.

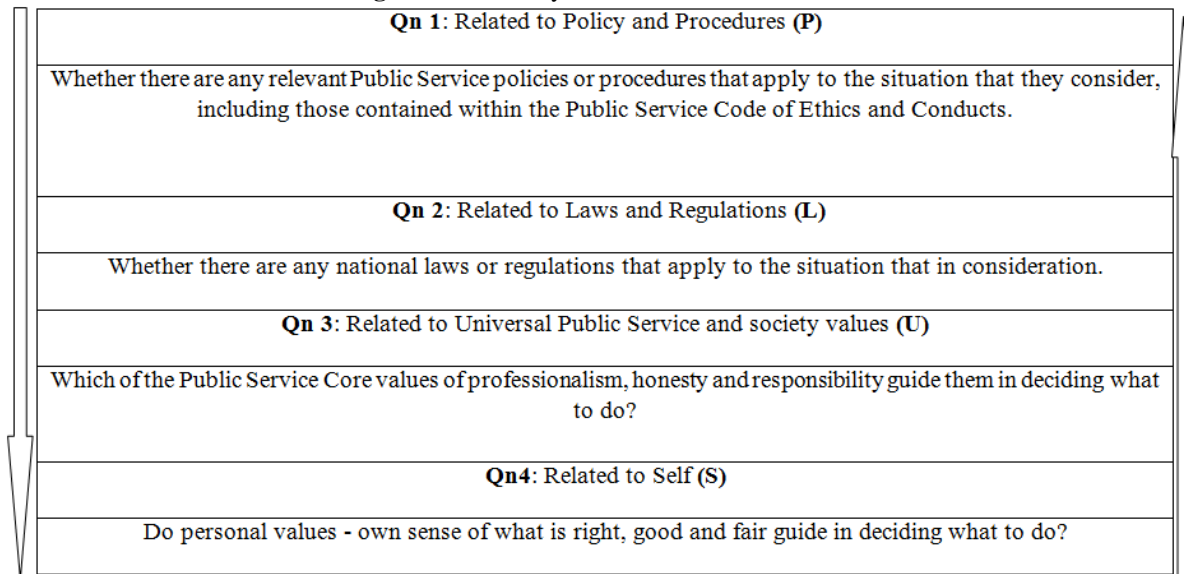
### III. Methods and Materials

This part presents the methodology used to come up with concrete understanding of the influence of code of ethics and conducts on ethical decision making in Public administrators' ethical dilemma. Information provided are based on the secondary data obtained from existing Code of ethics and conduct of public servants in Tanzania and South Africa as well. The study obtained views from different scholars who wrote several papers related to ethics, ethical decision making and ethical dilemma as pointed out in the empirical review. Personal observation and experience in public service in Tanzania also contributed to the insights of this study. The study used a PLUS model to describe the steps that public administrators should follow when making ethical decision that can resolve ethical dilemma in the work setting. However, some dilemmas are presented as the base for discussion and as examples of applying ethical decision making model in resolving ethical dilemmas.

#### 3.1 The Ethics PLUS Model

The Ethics PLUS model is the abbreviations of P = Policies, L= Legal, U = Universal and S= Self. The Model is used to help public administrators to contemplate various dilemmas and consequences arising in their work by employing various alternatives from different angles in a sequential order. In situations of dilemma, decision makers can use this model to make ethical decisions by asking themselves questions described in figure 1 below. According to (Ferrell and Fraedrich 2015) Plus model is a filter to ethical decision making process which allows a decision maker to determine if the ethical decision components are being effectively addressed.

**Figure1 :** Summary of the ethical PLUS Model



**Source:** Adopted and modified from the Explanatory Manual on Code of Ethics and Conducts for Public Service in Tanzania, 2007.

The application of PLUS model is clearly evidenced in the presented ethical dilemmas and its discussion is based on the Codes of Ethics and conducts for public servants of Tanzania and South Africa as a test for resolving ethical dilemma.

### IV. Results and Discussion

This part presents the discussion and findings of the role of code of ethics and conducts for public service in influencing administrators' ethical decision making in moral dilemmas. The discussion is based on theoretical analysis of the code of ethics of Tanzania and South Africa, and the application of PLUS ethical decision model in making ethical decisions in the presented ethical dilemma cases below.

#### Dilemma 1.

David and George are public servants working together in the Procurement Management Unit. One day George told David that he regularly take stationery from the office to sell to a shop near his home. As they are friends, he asks David to keep it secret. During the monthly stock taking exercise, it was found a lot of missing stationeries. The following week then, David's supervisor asks him if George is taking office stationery for his

own personal use. *The dilemma David is having is that one time he wants to be loyal to his best friend George. On the other hand David is a moral person and wants to tell the truth. What should Baraka do?*

**Dilemma 2.**

Nasra is employed by the National Environmental Council (NEMC) as an environmental officer inspecting a plastic factory providing much needed jobs to the surrounding community. Nasra is concerned to discover that the factory management is disposing toxic waste at night by dumping it into a nearby river. The Management of the factory tells Nasra that if they follow government waste disposal guidelines, it would be too expensive and they would have to layoff many workers. Nasra needs to submit her environmental impact assessment report to the Management of NEMC and is uncertain what to report. **The dilemma is:** *Nasra wants to be loyal to the community and not have people lose their jobs. Nasra is also a moral person and wants to tell the truth. What should Nasra do?*

**Dilemma 3**

Dawei is a state prosecutor who takes care of a large family. During a corruption investigation, he uncovered a document implicating senior government officials. He reported this to his manager who instructed him to destroy the evidence. The manager is concerned that their rears might be endangered if they investigate these powerful persons. At this point Dawei is then uncertain what to do. **The dilemma is:** *Dawei wants to be loyal to his family and not risk losing his job and at the same time wants to tell the truth. He is finally figuring out what he should do.*

**4.1 Resolving the dilemma using the PLUS ethics model (Dilemma 1)**

Determining how to make an ethical decision can help David to resolve his ethical dilemmas. In this situation David must ask four specific questions that can easily be remembered using the acronym **PLUS**. If his answers are YES to all four questions it will indicate how he will do the right thing as follows.

**4.1.1 Qn1. Related to Policy and Procedures (P)**

Are there any relevant Public Service policies or procedures that apply to the situation that David is considering, including those contained within the Public Service Code of Ethics and Conducts? The answer is YES, Policies and procedures define what George is doing is the abuse of government assets. According to section VI (2) of the Tanzania Code of Ethics and Conducts, 2005, all Public Servants shall safeguard public funds and other properties of the public entrusted to them and they shall all the time ensure that no damage, loss, misappropriation occurs to the funds or public property including office supplies. Equally, section C.4.6 of the Code of ethics and Conducts for South African public service, 1997, states that an employee shall rescue himself or herself from any official action or decision-making process which may result in improper personal gain. Also section C.4.9 of the same Code instructs public servants in any case to be honest and accountable to public fund and use public properties honestly, efficiently and effectively only for authorized official purposes only.

**4.1.2 Qn2. Related to Laws and Regulations (L)**

Are there any national laws or regulations that apply to the situation that David is dealing with? Obviously the answer is YES, what George is doing is purely theft of public property. For example, Section VI of the code of ethics of Tanzania states that all Public servants shall exercise responsibility and good stewardship. Also Section 4.4.5 of the explanatory Manual (2002) among other things states that in order to bring about and maintain trust in the Public Service in South Africa, all employees are expected to serve in a loyal and dedicated manner. This requires employees not to get involved, either on or off duty in matters or activities that could be regarded as being fraud or theft. The laws and regulations available inhibits George to steal public properties ethically David has to resort to tell the truth then.

**4.1.3 Qn3. Related to Universal Public Service and society values (U)**

Are the Public Service Core values of professionalism, honesty and responsibility guide David in deciding what to do? The answer is YES, David as a Public servant is guided by professional Codes of ethics and conducts which stipulates that he should be honest and responsible and his friend George who has deliberately decided to be dishonest and irresponsible is breaching the codes so he should be liable for his own deeds. The Explanatory Manuals for the Codes of Ethics and Conducts for public servants of Tanzania, 2007 and South Africa 2002 which are read together with the Code of ethics and conducts for public servants, contains the public service values of professionalism, honest and responsibility and explains them through series of principles of do's and don'ts informing public servants' actions.

In Tanzanian case, the Explanatory Manual for Public Servant code of ethics and conduct for public servant describes professionalism, honest and responsibility as core values number 1, 2 & 3 respectively. Professionalism means that public servant should deliver public service with high standard by striving for excellent service and being diligent in exercising their duties. Honest means public servants are supposed to be trustful and build trust in all the actions arising in the course of implementing their duties and they should perform them with integrity. Similarly, the codes defines responsibility to means all public servants while fulfilling their duties they shall be responsible and take full charge of their actions by being loyal to the government, being accountable to the public and honestly respecting the prevailing laws. In South Africa professionalism, honest and responsibility are clearly explained in the explanatory Manual as well as in the code of conducts for public servants. The Explanatory manual provides that public servants should be punctual, dedicated, skillful and deliver quality services to the public. In so doing they shall ensure professionalism, honest and responsibility in the discharge of public services.

#### **4.1.4 Qn 4. Related to Self (S)**

Here the question to ask is "do personal values - own sense of what is right, good and fair guide a person in deciding what to do? The answer here is YES, David's ethical standards might be higher than what is expected in the Public Service. According to the code of ethics and conducts for public servants in Tanzania (2005), this means that public servants should strive to pursue excellence in service delivery. On the other hand, George's ethical standards is lower than what is expected in the public service. It is therefore expected that David's and George's ethical standards must always meet or exceed the standards for conduct prescribed by the code of ethics and conducts for public servants. By applying the PLUS model it is therefore clear that solving David's ethical dilemma is procedurally determined. Governed by the ethical standards explicitly provided in the codes of ethics and conducts for public servants of both Tanzania and South Africa, ethically David should report George's dishonest behaviour to his supervisor. His decision will conform with section 4.4.10 of the Explanatory Manual on the conducts of public service of South Africa which states that a public servant in the course of his or her official duties, shall report to the appropriate authorities any fraud, corruption, nepotism, maladministration and any other act which constitutes an offence, or which is injurious to the public interest.

The overall findings suggests that code of Ethics and Conducts for Public service provides the foundation where public administrators' decisions arising in resolving ethical dilemmas should be determined. It is evident that individual decision makers are cued to engage in a more thorough decision making process and sense making begins when acute problems such as ambiguous situations or ethical dilemmas arise in public organizations, (Zeni, Buckley et al. 2016). In such situations decision makers shall rely on code of ethics and conducts. (Maxwell and Schwimmer 2016) concurs with many scholars that Code of ethics and conducts for public service provides the insights about professional's ethical decisions.

#### **4.2 Critical judgment on Code of ethics and conducts and the application of PLUS model in solving ethical dilemma.**

Despite its significance in the management of public servants' behaviour, relying purely on code of ethics and conducts in making decision in moral dilemma can bring unjust and unbiased decisions. This fact stems in the fact that some decisions can base on moral values and the environment of the existing dilemma. Code of ethics and conducts in the public sector is criticized for having no legal rules of enforcement otherwise it should be read together with other laws. Literature shows that making ethical decisions where moral dilemma arises can be a very difficult (Pletti, Sarlo et al. 2015). It is also suggested that legal laws have implications in reducing emotional impacts arising in the work place and its associated pressures in making ethical decisions in the context of moral dilemma, that code of ethics alone cannot suffice the need to resolve all ethical pressures arising in the organization. (Yang, Taylor et al. 2016) comments that codes of ethics are ineffective as in most cases fail to motivate those who strictly abide with them but do create fear to sanction those who do not follow them. (Leone, Stame et al. 2016) also concludes that code of ethics and conducts have been adopted and used by many fields in the entire public service with different modes of operation. Though many organizations have them, they are neither perceived not to fulfill the entire needs of the organization nor are they only part of the entire organizational systems that may influence public administrator's ethical decision making.

The Explanatory Manual on the code of ethics and conducts for public service in Tanzania, 2007 also provides that where a particular situation is not completely addressed by the code of ethics and conducts for the public service or explanatory manual, public servants should revert to the core values and ethical principles which should guide their decisions. This means that decisions made by public servants should not only rely on the code of ethics and conducts for public servants but should also consider other guiding values, principles, procedures, rules and regulations which is difficult to define. Consequently, the ethical PLUS model can effectively work only in organizations which are flexible and encourages high level of trust to decision makers. Taking example of question four of the ethical PLUS model which guides public servants on the use of their

personal values that whether their own sense of what is right, good and fair guide in deciding what to do? This contravenes the code of ethics and conducts because public servants differ in the way they perceive situations when making decisions. Basing totally on their personal values sometimes they can make decisions which are self-guided. The model may not be practicable in the rigid organizations practicing pure bureaucracy which assumes that organizational codes, values, principles, policies, rules, procedures and standards are higher than individual employees' values.

## V. Conclusions

This paper aimed at exploring the role of code of ethics and conducts for public service in influencing decision making in ethical dilemmas facing public administrators. The discussion and position of the paper based on analysis of Tanzania and South African code of ethics and conducts. The overall findings of this paper reveals the understanding that ethical dilemma can be resolved by following the coherent decision making model such as the PLUS which draws examples of relevant provisions of the code of ethics and conducts for public servants. Also in some cases, apart from relying on the code of ethics and conducts some principles of values, policies, rules and procedures governing the entire public service should be referred in the course of making ethical decisions. As suggested by (Jafarkarimi, Saadatdoost et al. 2016), making ethical decisions is the most difficult process experienced by many public administrators in their efforts to reach the do's and or don'ts desires. This paper therefore, recommends the need to build up skills for public servants to apply ethical decision making models in solving ethical dilemma they face. However, it is the responsibility of the public service commission's in both countries to maintain the quality of the code of ethics and conducts, allow flexibility and enable public servants to adopt good behaviour and make informed decisions in conflicting situations. (Puiu 2015) justifies that in public organizations, the existence and application of the codes, laws and models of decision making may not work unless they are communicated to all public servants. Although the study focuses on how the codes of ethics and conducts will bring ethical decision making in solving ethical dilemma. As suggested by (Ferrell and Fraedrich 2015 that the Plus model filters do not guarantee ethical decision making in the public sector, this study recommends a thorough study on the relevance ethical decision making models in resolving ethical dilemma in public organizations.

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