

Unethical Practices In The Public Sector: Motivation and Behavior

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ABSTRACT

There have been considerable researches by both academics and non-academics on how to promote ethics in the public sector. The debate has given a better understanding of the responsibilities of leaders in business, government and organizations towards ethics and its importance.

This study aims to examine public sector ethics in the Palestinian National Authority (PNA) with particular emphasis on motivation and behavior. The study is an attempt to identify the most practiced unethical behaviors in the work place and the motives behind such behavior. This is an empirical research based on a questionnaire that was developed for the purpose. The questionnaire was distributed to a representative sample of 212 employees working in the public sector in the governorates of Hebron and Bethlehem, Palestine. In addition to the questionnaire, the study is based on facts gathered through review of textual sources. Research papers and relevant material on ethics have been reviewed and analyzed. From the findings it is apparent that absence from work giving falsified reasons, lying to clients and mistreatment of customers are major examples of ethical behavior practices. The motives behind such practices are work pressure, not taking decisive actions against those who behaved unethically and not being exposed to code of ethics and code of conduct manuals. The author concluded that more emphasis should be focused on ethics training in the public sector. People employed in organizations with formalized ethics have more positive perceptions about their organization's ethics and greater job satisfaction (Valentine, S. and Fleischman, G., 2004).

Keywords: Public sector, Ethics, Employee's behavior, Managing ethics, Palestine.

ملخص:

الممارسات اللا أخلاقية في القطاع العام : الدوافع و السلوك

اجري الكثير من الدراسات واللقاءات من طرف الاكاديميين وغير الاكاديميين حول موضوع اخلاقيات العمل في الوظيفة العمومية وقد اسهمت هذه الدراسات في تقديم فهم أفضل لأهمية المسؤولية الاخلاقية الملقاة على القياديين، و اصحاب الوظائف العمومية ، والمنظمات غير الربحية.

أما هذه الدراسة فهي عبارة عن محاولة لفحص مدى التزام موظفي الوظيفة العمومية بأخلاقيات العمل في وزارات السلطة الوطنية الفلسطينية و مؤسساتها . فطبيعة هذه الدراسة ميدانية تطبيقية مبنية على استبانة تم تصميمها لأغراض البحث، فقد تم توزيع الاستبانة على عينه عشوائية ممثلة لمجتمع الدراسة، ومكونة من 212 موظفا من وزارات، ودوائر حكومية مختلفة في محافظتي الخليل وبيت لحم، الى جانب ذلك تم الاطلاع على المصادر الثانوية المتعلقة بالموضوع، مثل الابحاث، والكتب، والمواقع الالكترونية.

تبين لنا من خلال النتائج أن عددا كبيرا من المبحوثين يمارسون الكذب على الزبائن باعذار كاذبة، ويسئون معاملتهم ايضا، ويعود السبب في ذلك- كما افاد المبحوثون - الى ضغط العمل ، وعدم اتخاذ قرارات رادعة بحق من ارتكبوا مخالفات لا اخلاقية، بالاضافة الى عدم اطلاعهم على مدونات السلوك، و ادلة اجراءات العمل.

و عليه اوصى الباحث بضرورة اعطاء المزيد من الاهتمام بموضوع اخلاقيات الوظيفة العمومية، و تعزيزها من خلال التدريب المستمر لموظفي القطاع العام، حيث افادت نتائج الدراسات ان العاملين الذين يخضعون لتدريب رسمي في مؤسساتهم تتكون لديهم انطباعات ايجابية حول اخلاقيات العمل في الوظيفة، و بالتالي زيادة درجة الرضا الوظيفي لديهم. (الباحث فالنتين و افلشمان، 2004).

كلمات مفتاحية : القطاع العام ، الاخلاق، سلوك الموظف، ادارة الاخلاق ، فلسطين.

INTRODUCTION:

The public sector is constantly evolving through new leadership, environmental influence and socio –political developments (Agil, Syed, 2015). Good ethics is obligatory for public service excellence. Principled–or ethical–behavior by people at the top and all levels is the real differentiator between organizations that do good things and those that don't (Schermerhorn, J. and Bachrach ,2015). Without ethics, there would be chaos, dissatisfaction, hatred and differences over the way things should be done (Alhyasat, 2012). There is no doubt that managers hold special ethical responsibilities in this regard. In this context, it would be appropriate to quote the following reminder from Desmond Tutu, archbishop of Cape town, South Africa, and winner of the Nobel Peace Prize.

You are powerful people. You can make this world a better place where business decisions and methods take account of right and wrong as well as profitability...You must take a stand on important issues: the environment and the ecology ,affirmative action, sexual harassment, racism and sexism, the arms race, poverty, the obligations of the affluent West to its less-well-off sisters and brothers elsewhere (Tutu, Desmond, Dec.30,1991).

Ethics has long been a controversial area of study of various disciplines and different cultures have different views about ethics. However, much of the debate has focused on good governance, with a lesser focus on the issue of public administration ethics, professional ethics of civil servants, politicians and elected officers. Although public servants' ethics is the main focus of this paper, it also explores reasons for the unethical behavior of public servants in the areas under study. In this paper the researcher attempts to fill in some of the gaps in the literature on the ethics in the public sector. The paper investigates the meaning of ethics, analyzes the motives behind public employees' misconduct, and gives examples of unethical practices as reported by respondents. The paper concludes with recommendations for promoting the highest standards of integrity and ethics in a rapidly changing public service environment in Palestine.

RESEARCH PROBLEM:

In light of the negative impact of unethical practices on the efficiency and effectiveness of the public sector in Palestine , the research seeks to expose some examples of unethical practices in the public sector and the reasons behind such practices.

RESEARCH OBJECTIVES:

The study aims

1. to identify the unethical practices committed by employee in the public sector .
2. to investigate the reasons behind unethical behavior.

RESEARECH QUESTIONS

The questions of the research are:

1. What are the apparent examples of unethical behavior in the public sector?
2. What are the motives behind unethical behavior in the public sector?

RESEARCH METHODOLOGY

This is a descriptive analytic research .A structured questionnaire was designed to elicit interviewees' responses regarding the motives behind misconduct in the work place and to elicit some real examples of unethical practices at work. A convenient sample was used to collect data from 212 employees working in various ministries and departments in the governorates of Hebron and Bethlehem in the West Bank. The first section of the questionnaire was comprised of information about respondents' demographics, the second measured respondents' motives and reasons for unethical behavior at work. The final section encompassed real examples of unethical behavior at work. All responses received were appropriate for analysis, yielding a 100% response rate.

LIMITATIONS OF THE STUDY

The findings of this research must be approached with caution due to some limitations. These limitations are:

1. The study was confined to two governorates: Hebron and Bethlehem.. Hebron is the largest governorate among 16 governorates, is predominantly Muslim and has a population of almost 900,000. Bethlehem governorate is located south of Jerusalem. In 2012, the population reached 199,463.
2. The study was carried out on a sample size of 212 employees.
3. The study excluded teachers and municipality employees
4. The study was limited to employees and did not include ministers or deputy ministers.

MEASUREMENT OF RELIABILITY

To measure the internal consistency and reliability of the questionnaire, Cronbach alpha test was used. None of the collected data was below the cutoff point of 0.60 which is generally considered to be appropriate for the nature of the study .

THEORETICAL FRAMEWORK

How important is it for organizations to be ethical?

The aim of organizations, whether private or public is to provide goods or services. However, that does not mean they can do whatever it takes to get the maximum gain. Managerial ethics/public ethics consists of principles and standards that help prevent negative behaviors and promote positive ones in public institutions and organizations. The ethical values of public servants are important because they have the authorization to use public power. The actions of organizations are ultimately driven by the people who run them (Schermerhorn, J. and Bachrach, 2015). Organizations do, however,

create employment and aim to satisfy their employees, customers, and the community at large (Elliott , Rundle-Thiel and Waller,2014). Effective leaders must not forget the underlying foundation for such behavior-its people. Individuals like you and me make the important ethical or unethical decisions. Leaders must get serious about the moral aspects and social implications of decision making in organizations. They must understand that the success of their organizations is intertwined with ethical and social issues. Further, they must recognize that sustainable economic growth, high integrity and superior performance is not feasible without full realization of the needs, wants and demands of society. Anthropologists have reported that different cultures have different moral beliefs and that our moral beliefs are influenced by our culture ,yet they believe that different cultures often disagree about certain moral issues. For example, in some countries like Sudan or other African countries, girls circumcision is allowed while this action is considered child abuse by other cultures. Today, organizations are increasingly facing questions from the public in regard to sustainable development programs. This illustrates how difficult the process of ethical decision making can be and symbolizes the growing importance of discussing such issues. Government laws and regulations can describe and encourage ethical behavior, but they can't guarantee ethical conduct(Schermerhorn, J.and Bachrach, D. 2015).

Ethics and social responsibility are hot topics today. A leader's most important responsibility is to establish the ethical environment and culture of the organization-that is the values that underlie the behavior of all employees, partners and other stakeholders (Collins, 2009).

The practice of ethics varies widely from developed countries to developing countries. Organizational culture is not neutral in their ethical orientation, even when they are openly pursuing ethical goals (Robbins and Judge, 2015). Many things influence ethical behavior at work. One study concluded that ethical behavior reflects "Bad Apples, Bad Cases, and Bad Barrels." (Dessler, 2015).

A strong effective leader will accept the fact that he or she is vulnerable to the possibility of making mistakes and poor decisions and be prepared to take

appropriate swift corrective action (Collins, 2009). A leader should not be so arrogant that he or she undermines accountability.

Ethics has always been a concern for managers. The practice of ethical behavior is a basic requirement for higher performance and long term competitive sustainability. The failure of ethical leadership in an organization is very destructive. It demoralizes the workforce; creates public distrust and ultimately organizational decay (Collins, 2009). The wide spread moral lapses and corporate financial scandals have brought the topics of business ethics and corporate social responsibility to the forefront. Ethics is not a required course in most undergraduate business curricula. However, topics of ethics and social responsibility are commonly used in daily, and almost interchangeably. Organization ethics has to do with how an organization behaves. It involves applying general ethical principles and standards to daily activities, behavior and decisions.

Ethics is difficult to define. It refers to “the principles of conduct governing an individual or a group; specifically, the standards you use to decide what your conduct should be (Velasquez, Manuel, 1992). In a general sense, ethics is defined as the principles, values, and beliefs that define right and wrong decisions and behavior (Davis and Fredrick, 1996). Ethics has to do with morality and standards of behaviors. Moral standards are relatives. What is considered ethical and legal in one culture may be viewed as unethical and be illegal in another (Stone, 2011). It is a branch of philosophy that deals with moral behavior. Morality is a complex concept; it can be defined as society’s accepted standards of behavior and always involves basic questions of right and wrong. Examples include stealing, murder, and how to treat other people (Dessler, 2015). Morality can be understood in terms of both means and ends. Means is the process which occurs, while ends refer to the consequences (Cherrington and Cherrington, 1995). Ethics may also be defined as: [...] a systematic inquiry into the beliefs we have had and the judgment we make about what is morally right or wrong or morally good or evil. It is an inquiry that attempts to answer the following question: what kinds of conduct are

morally right or wrong? And what things are good and what things are evil? (Cherrington and Cherrington, 1995).

Business ethics can be defined as principles of conduct within organizations that guide decision making and behavior. Good business ethics is a prerequisite for strategic management: good ethics is just good business (David, F. Ali, A. and Al-Aali, A. 2011). Ethics deals with what is good and bad or right and wrong, or with moral duty and obligations (Stone, R. 2011). Ethical behavior may require higher standards than that established by the law (Stone, R. 2011). Ethical behavior is what is accepted as good and right as opposed to “bad” or wrong in the context of the governing moral value (Abuznaid, S. 2009). Ethics answers the question: What kinds of conduct are morally right or wrong?

Behavior at work should comply with the nine standards of good governance: Rule of law, transparency, equity, accountability, democracy, participation, inclusiveness, efficiency and effectiveness.

Ethics is defined as the code of moral principles that sets standards of good or bad, or right or wrong behavior. Ethics is usually defined by written codes of ethics and conduct. Ethical codes and conduct that guide employees or organizational behavior, including ethical standards, are written, descriptive and official documents (Schawartz, M. 2001). Effective implementation of codes increases employee job satisfaction and organizational commitment, enhances ethical performance, and impacts how employees assess the organization’s ethics (Sims, R. 2000).

Having different definitions of ethics can be confusing. One source of confusion can be solved by the distinction between normative and descriptive ethics. Normative ethics is about intrinsic value, right and wrong, and/or virtues. It is about what actually has overriding importance for determining how we ought to act. Some of the claims concerning normative ethics include for example: it is wrong to kill people just because they disagree with you or make you angry, pain is intrinsically bad, yet we ought not to cause pain without a good reason to do so. Descriptive ethics is about what motivates

pro-social behavior, how people reason about ethics, what people believe to have overriding importance, and how societies regulate behavior such as by punishing people for doing certain actions (<https://ethicalrealism.wordpress.com/2014/.../normative-descriptive-ethic..>).

Our interest in ethical behavior also applies at the level of the organization as a whole. Ethics set standards as to what is good or bad in conduct and decision making (Shea, 1988. and Trevino, 1986). Over time, ethical work climate, or the shared concept of right and wrong behavior in the workplace, develops as part of the organizational climate (Robbins and Judge, 2015). When making decisions, managers need to consider the process and take into account those who will be affected by those decisions. Managers need to think about the rights and duties between the company and its employees, suppliers, customers and neighbors. For managers who are working in foreign cultures, they need to consider the socio-cultural, political and legal influence of what is considered acceptable behavior in that (country) international environment. The method of addressing ethical questions has often been criticized, and the contemporary part is implied. One of the main arguments against this is that moral right or wrong depends on one's own judgment, so what is considered ethical in one culture is regarded as unethical in another. Are ethical standards universal? Although some moral beliefs exist, social and cultural differences between countries are important factors that determine ethical and unethical behavior. For example, say that a manager in a Mexican firm bribes several high ranking government officials in Mexico City to secure a profitable government contract. Although this business practice is unethical (and illegal) in the United Kingdom, it is acceptable in Mexico (Robbins and Coulter, 2009). Ethics in business or what is called corporate ethics is vitally important for businesses. Ethical business can attract customers and the most talented employees, products, as well as promote employee retention, attract investors, and keep company shares high. It creates a healthy business environment, increases efficiency and performance, and enhances long term sustainability for businesses and society.

ETHICAL COMMONALITIES

Our lives are filled with moral issues. Almost everything we do has a moral component. Unfortunately, we don't think about the moral component in our daily decisions and practices and tend to think only about the economic gains and other beneficial transactions that might be of benefit to others. However, regardless of the cultural differences between cultures that determine what is ethical and what is not, there are prominent moral issues that are common between religions such as: stealing, lying, fraud and deceit, bribery, hiding versus divulging information, cheating, violating rules and regulations, organizational abuse, conflict of interest, balancing ethical dilemmas, and reporting unethical behavior (Cherrington and Cherrington,1995).

SAMPLE CHARACTERISTICS

Demographic Profile of Respondents

The questionnaire was designed to seek information about respondents' gender, age, education, occupation and years of experience. Analysis showed that 70.3 % of respondents were male, 55.6% aging less than 35 years, 64.6% had a bachelor degree, 31.1%were engineers while 43.4 % held managerial positions of which 16.9%were department heads and 26.4% were general managers. As for the years of experience, 56.2% had more than 6 years of experience, and within that group 16.6% had been in their jobs for more than 15 years(see table 1.)

Table 1
Demographic Profile

Gender	Percent (%)
Male	70.3
Female	29.7
Age	
Less than 35 years	55.6

35-45	30.7
45 and above	13.7
Education	
Less than high school	5.7
High school (tawjihi)	5.7
Two year Diploma	16.0
Bachelor degree	64.6
Graduate and postgraduate	8.0
Work Position	
General manager	26.4
Department head	17.0
Accountant	8.5
Engineer	31.1
Secretary	5.2
Employee	11.8

FINDINGS

There are ethical questions regarding how honest, frank and open an employee should be. For example, what does telling the “truth” mean? What constitutes a deviation from the truth? Is the telling of a White ‘lie in order not to cause hurt or embarrassment “dishonest” or does it reveal concern for the vulnerability of the other party and their welfare? (Lewick, RJ, and Stark, N.1996).

The question about the source of ethical and unethical behavior reflects the broader “nature/nurture” debate in psychology. Most studies find that behavior results from both nature and nurture. So when it comes to ethical conduct, the answer is not either/or, but and (Trevino, L and Nelson, K.2011). Ethics would be easy to manage if simply a matter of detecting and dismissing

evil people. But that is not the nature of organizational life(Collins, 2009).The way top managers, team leaders and supervisors act; what they request; and what they reward or punish have strong impacts ,as do the expectations of peers and group norms (Mayer, D.et al, 2013).Sometime people unintentionally behave unethically. They often assume that anything that is legal is considered ethical. But that is not the case. By the same token, just because an action is not strictly illegal doesn't make it ethical (Trevino, L and Nelson, K.2003).

When asked to name the reasons for unethical behavior, 57.1 % of respondents indicated work pressure as a main reason. This was followed by not taking decisive action against those who committed unethical act in the past 34.9%), absence of code of conduct manuals 29.2%, following the boss's directives 28.8%, meeting schedule pressures 23.6% and helping to sustain the18.4%. These findings corroborate with the finding of a survey conducted by the Society of Human Resource Management and Ethics Resources Center in which 245 respondents said that they were pressured to compromise ethical standards either periodically, fairly often, or all the time (Collins, 2009).From the findings it is evident that work pressure is a major reason behind employees unethical behavior (see table 2). Pressure can be either from the boss or customers. Work pressure can be a result of poor work-life balance. A second major reason for behaving unethically is that no decisive action has been taken against previous unethical behavior by others. It is unfortunate that these violations take place despite the fact that Palestinian institutions have gone through intensive building and development work and employees have gone through intensive management training inside and outside of Palestine. Another major reason behind misconduct is not being exposed to the already existing code of ethics and code of conduct manuals in some organizations which already been enforced and implemented by General Personnel Office. A code of ethics describes broad ethical aspirations. A code of conduct describes acceptable behaviors for specific situations that are likely to occur. It provides substance to the code of ethics. Both codes of ethics and codes of conduct provide legal obligations for institutions/companies to behave ethically (Collins, 2009).

Table 2**Reasons for Misconduct**

Reasons For Misconduct At Work	Yes %	No%
Work pressure	57.1	42.9
Not taking decisive action against those who behaved unethically in the past	34.9	65.1
Code of ethics and code of conduct manuals not being fully enforced	29.2	70.8
Following the boss 's directives	28.8	71.2
Meet deadline	23.6	76.4
Helping the organization to survive	18.4	81.6
Wanting to be a team player	17.0	83.0
Meet organization financial objectives	14.2	85.8
Seduced by clients	12.7	87.3
Other than that	6.6	93.4

Extent of Unethical Behavior at Work

The real test of ethics occurs when individuals encounter a situation that challenges their personal values and standards (Schermerhorn, J and Bachrach, 2015). When respondents were asked to cite an unethical behavior they have committed at work at least once, the following results were found (see table 3).

Table 3**Examples of Unethical Behavior at Work**

Examples of Unethical Behavior at Work	Yes%	No%
Lying to clients	32.5	67.5

Absence from work giving falsified reasons,i.e. pretending being sick, stopped by police	37.8	62.2
Mistreatment of clients	16.0	84.0
Time stealer /exploiting time for personal work	15.6	84.4
Exploit organization resources for personal gain	11.8	88.2
Preparing unrealistic and misleading management report	11.3	88.7
Preparing unrealistic and misleading financial report	10.4	89.6
Not keeping work secrecy	10.4	89.6
Sabotaging organization equipment and infrastructure	5.2	94.8
Stealing from fellow workers	4.2	95.8
Stealing organization resources	4.2	95.8
Stealing from your boss	3.8	96.2
Sexual harassment	2.4	97.6
Other reasons	7.5	92.5

The findings show that the majority of Palestinian employees are ethical. Yet, 70.3% reported lying to the public and to their bosses by being absent from work pretending being sick or being stopped by police. Both types of misconduct can be classified as lying, although Islam and other religions forbid lying. Abuznaid (2012) in his paper on Islamic marketing mix added promise as another P of marketing mix by urging marketers to keep their promise in dealing with clients .However, Provis argues that withholding information that does not involve distortion, deception or conscious misstatement might be acceptable (Lewick, RJ, and Stark,N.1996).However, deliberately trying to deceive the other party to gain an advantage makes the employee behavior unethical.

Looking at the findings, we conclude that the most common types of misconduct employees observed was lying, and this could be a result of abuse or intimidation (from supervisors or others?) In this case, it is also evident that employees placed their own interests over organizational interests by tending to personal needs/ feeling entitled to a day off. The findings however, coincide with a study done by the Ethics Resource Center in which more than 3,000 employees were surveyed about ethical issues at work. Of the respondents, 52% observed at least one type of misconduct in the work place. Only 55% of these were reported to management; 48% of the misconduct violated the law. www.ethics.org/erc-publications/books.asp, accessed 12/18/08. These findings also corroborate with the findings of a study conducted by Shellenbarger, on the extent of unethical behavior at work (Shellenbarger, 2005).

CONCLUSIONS, IMPLICATIONS and RECOMMENDATIONS

Unethical behavior can be very costly. Misconduct can take place at work because employees arrive at organizations with a wide variety of backgrounds. The current research explores some examples of unethical behavior at work and investigates the motives behind such behavior. The findings indicate that the majority of Palestinian organizations have codes of ethics and conduct in effect. Palestinian employees face many challenges. Like all other employees of the public sector, they experience ethical lapses and dilemmas in their work, and experience successes as well as failures. Although human beings are primarily honest and caring, they lie and can be cruel sometimes. They care for their own welfare, but they also care about the welfare of others and society at large.

Based on the findings, it is apparent that the majority of respondents cited work pressure as a primary reason for misconduct. This element should be alarming because work pressure can lead to other kinds of misconduct. When employees were asked to give one incident of misconduct committed at work, 70.3% reported lying to members of the public and to their bosses. Within this group, 37.8% said they had taken absence from work by giving falsified reasons (i.e. pretending being sick, being arrested by police delayed at check points etc.)

. Other types of misconduct revealed included writing fraudulent management reports 11.3%, writing fraudulent financial reports 10.4%, and stealing from their bosses and fellow workers 8%. From the findings, this researcher concludes that Palestinian employees are ethical to some extent, with the exception of lying to clients and to their bosses where employees placed personal interest over organizational interest. Such unethical behavior could be a result of work pressure; 57.1% of respondents (reported) it to be a major reason for misconduct at work. The researcher thinks that though they confessed to the misconduct, they justified it, or cited work pressure as an excuse.

The findings of this research are of extreme importance for Palestinian government and employees of the public sector. Unethical practices by employees in the public sector have a negative impact on Palestinian government and Palestinian cause because:

1. It undermines the credibility of Palestinian government.
2. It can lead to low work morale .
3. It decrease efficiency and effectiveness at work.
4. It tarnishes the reputation of the Palestinian National Authority.

The findings provide a better understanding of ethics in government institutions. It is apparent that there is a need to improve employee conduct in public organizations. Public servants should be supported in observing the highest standards of integrity and ethics in a changing and unstable political environment. Ethical standards for public servants should be clear and well publicized, and adequate accountability mechanisms should be in place. Public service conditions as well as management policies , procedures and practices should promote ethical conduct in organizations. The Palestinian government and general personnel office need to make sure that codes of conduct and ethics are on PA web-sites and are fully implemented. Palestinian officials need to make codes of ethics and codes of conduct more effective by using them as assessment tools. Bosses need to make sure that employees annually assess how well members of the organization live up to the standards of ethics

and conduct as outlined in codes documents. Based on the above findings we recommend that:

1. Ethical training is needed as a way to instill ethical behavior in organizations. Ethics training on the job opens and enhances dialogue between employees around contentious ethical issues, promotes ethics and prevents misconduct.
2. Universities and colleges of business in Palestine should include and focus on ethic in their academic curricula.
3. A follow up research employing a larger and more diversified sample is recommended.

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