

ŠIAULIAI UNIVERSITY
FACULTY OF SOCIAL SCIENCES, HUMANITIES AND ARTS
DEPARTMENT OF PUBLIC ADMINISTRATION

Ademola Oluwaseun ADEYEMI

The student of Regional development and governance study programme

**ETHICAL VALUES AS TOOLS FOR EFFECTIVE SERVICE DELIVERY AT THE
LOCAL GOVERNMENT IN RIGA, LATVIA AND VILNIUS, LITHUANIA**

Master's Thesis

Šiauliai, 2016

ŠIAULIAI UNIVERSITY
FACULTY OF SOCIAL SCIENCES, HUMANITIES AND ARTS
DEPARTMENT OF PUBLIC ADMINISTRATION

Ademola Oluwaseun ADEYEMI

**ETHICAL VALUES AS TOOLS FOR EFFECTIVE SERVICE DELIVERY AT THE
LOCAL GOVERNMENT IN RIGA, LATVIA AND VILNIUS, LITHUANIA**

Master's Thesis

Social Sciences, Public administration (N700)

Advisor of Thesis:
Prof. dr. Aiste LAZAUSKIENE

I confirm that presented Master's Thesis to obtain qualification degree in Public Administration is original author's work

(Student's signature)

TABLE OF CONTENT

INTRODUCTION	1
I. THEORETICAL FRAMEWORK OF ETHICAL VALUES FOR EFFECTIVE LOCAL GOVERNMENT	7
1.1. The definition of ethics	7
1.2. Theoretical Approaches to Ethics.....	13
1.2.1. Utilitarian Theory.....	13
1.2.2 Deontological Ethics Theory.....	13
1.2.3 Normative Ethical Theory	14
1.3. The Conception of Ethical Dilemmas	15
1.3.1 The definition of Ethical dilemmas	15
1.3.2 The Classification of Ethical Dilemmas.....	16
1.4. Administrative Discretion	16
1.4.1 Corruption	17
1.4.2 Administrative Secrecy	17
1.4.3 Nepotism	18
1.4.4 Information leaks.....	18
1.4.5 Public Accountability	18
1.4.6 Policy dilemmas	18
1.5. Types of unethical behavior	19
1.5.1 Accepting bribes, kickbacks and/or gifts for the following unethical behavior	19
1.5.2 Need for ethical infrastructure.....	19
1.6 Role of Ethics in Public Administration.....	20
1.6.1 The role of democratic values	20
1.6.2 Ethical behavior and its Evaluation in Public Administration	22
1.6.3 Ways and instruments for prevention of ethical dilemmas in Public Administration.....	24
1.7 Municipalities and Service Delivery	26
1.7.1 Factors to be considered before deciding on service delivery options	31
1.7.2. Improving ethics in public service	31
II. RESEARCH METHODOLOGY	33
2.2 Research methodology	33
2.3 Research strategy.....	33
2.4. Case study selection	34

2.5 Theoretical background of research	34
2.6 Research Approaches	35
2.7 Interview method.....	37
2.8. Ethical Issues Relating to this Research Work.....	38
III. EMPIRICAL DATA AND ANALYSIS OF ETHICAL VALUES FOR EFFECTIVE LOCAL GOVERNMENT	39
3.2 Causes of unethical practices in Riga and Vilnius Municipals	41
IV. DISCUSSION OF FINDINGS.....	45
4.1 Brief description of Vilnius and Riga.....	45
4.2 Discussion of findings.....	45
4.2.1 Economic causes for unethical practices in public service delivery	46
4.2.2 Socio-cultural causes of unethical practices.....	46
4.2.3 Lack of training and development.....	47
4.2.4 Political causes	47
4.2.5 Value system	47
4.2.6 Lack of defined ethical standard	48
4.3 Impact of ethical value public service delivery.....	48
CONCLUSIONS.....	50
RECOMMENDATIONS	51
REFERENCES	52
APPENDIXES.....	58

LIST OF TABLES

Table 1: Service Levels.....	31
Table 2: Sex Distribution of Interviewees.....	38
Table 3: Interview based on Municipal area.....	39
Table 4: working experience of respondents.....	39
Table 5: Department of interviewee.....	40
Table 6: Causes of unethical practices.....	41
Table 7: Impact of ethical value.....	42
Table 8: Municipal effort and Government roles at curbing unethical practices.....	43

ACKNOWLEDGEMENT

I would first like to thank my thesis advisor Prof. Dr. Aiste Lazauskiene of the Faculty of Social Sciences, Humanities and Arts, Department of Public Administration at Siauliai University. Prof. Dr. Lazauskiene was always there whenever I ran into a trouble spot or had a question about my research or writing. She consistently allowed this paper to be my own work, but steered me in the right direction whenever she thought I needed it.

I would also like to acknowledge Lecturer Vita Jukneviene of the Faculty of Social Sciences, Humanities and Arts, Department of Public Administration at Siauliai University who did the proof reading of this thesis, and I am gratefully indebted to her for her very valuable comments on this thesis.

Finally, I must express my very profound gratitude to my parents and to my brothers and sisters for providing me with unfailing support and continuous encouragement throughout my years of study and through the process of researching and writing this thesis. This accomplishment would not have been possible without them.

DEFINITION OF TERMS

Ethics: Work ethics can simply be referred to as a set of principles relating to morals, especially as they apply to human conduct. Ethics is about what is morally correct, honorable and acceptable to the larger majority of the people of an organization, society or group.

Service Delivery: Service delivery is a phrase used to describe the distribution of basic resources citizens depend on like water, electricity, sanitation infrastructure, land, and housing. A service delivery is a set of principles, standards, policies and constraints used to guide the design, development, deployment, operation and retirement of services delivered by a government.

Local Government: this is the closest system of government to the people at the grassroots. It is the government that provides and maintains most of the essentials of people living in the municipals.

Unethical behavior: Nwakpa (2010) sees ethical behavior as a good or expected type of conduct, which is a desired moral type of behavior or legal behavior from a professional. Unethical behavior can simply mean unacceptable behavior. A behavior devoid of good, it is bad act or an illegal act punishable by law. There is absolutely no room for unethical behavior in the professional world. This statement is exceptionally important for publicly traded companies and their accounting practices. From financial officers to accountants to auditors, and so on, there is no greater impact on stakeholders when these persons perform unethically.

ABBREVIATION

UNPP: United Nations Programme on Public Administration

LG: Local Government

OECD: Organisation for Economic Co-operation and Development

LDP: Leadership Development Programme

ABSTRACT

There are a multitude of policies, strategies and programmes directed at the rendering of effective services to the citizens in Latvia and Lithuania. However, this aim is often time not achieved due to the increasing levels of unethical practices in the public sector. Ethical expectations in the public service are daily getting higher. This change in ethical expectation affects all countries with no exception. The emerging global trend in public work is the level of work ethical values that is domiciled within local government organizations. The local government, in a democratic state, is expected to be responsive to the needs of the people. The realization of such an expectation is often dependent on public servant's commitment to maintaining acceptable standards of service delivery.

In lieu of the above, the main aim of this study was to examine ethical values as tools for effective local government administration in Riga and Vilnius. The research questions that ensured fulfillment of the aim include the extent ethical value affect municipal service delivery in Riga, and Vilnius, the relationship between unethical practices and service delivery in the local government sector as well as the extent of involvement of public servants in unethical practices affect the productive capacity of local government.

Qualitative comparative case study analysis was employed as the methodology for the research. Both expert and informant interview were used as data collection tools.

The research found that economic, socio-cultural, lack of training and development; political, value system and lack of defined ethical standards are the main causes of unethical behavior in the public sector. The impacts of unethical practices in service delivery are outlined.

The research concluded on the premise that, public officials in Riga and Vilnius are not well paid which in effect affects their service delivery and most of them indulge in unethical behaviour in the delivery of public service.

KEYWORDS

Unethical behaviour, effective service delivery, Local government,

INTRODUCTION

Background to the study

Globally, ethical expectations in the public service are daily getting higher. This change in ethical expectation affects all countries with no exception. No wonder a philosopher once said that the only permanent thing in life is change, since all is always becoming. Nothing is static in life. Hence, the local government work environment has become susceptible to ethical change, considering the dynamic and complex issues that are faced daily. The emerging global trend in public work is the level of work ethical values that is domiciled within local government organizations. The local government, in a democratic state, is expected to be responsive to the needs of the people. The realization of such an expectation is often dependent on public servant's commitment to maintaining acceptable standards of service delivery. Since the local government is the primary delivery arm of a democratic state, it should provide effective and efficient local government service to the people. The need to provide this high level service can be traced to the recognition of the basic purpose of local government units and departments, which dictates the pace and standard for local government leaders (Gundu, 2010) cross Europe, especially Latvia and Lithuania.

In the face of the emerging world economy, Riga with a population of 735,241 and Vilnius with 542,287 inhabitants (Europa, 2005), are two capital cities involved in a proper framework for good governance, and must practice work ethics and incorporate good values as part of their organizational culture in order to achieve higher performance. High ethical values affect the performance of every organization. This is because the human resource is the most important resource in local governance. The performance of every local government is tied to the performance of every member of staff. Values are the foundation upon which individual ethics and attitudes are built. These components (ethics and values) shape an individual's character, as well as that of their organization (Omisore & Adeleke, 2015).

With reference to local government as an institution of government, the Latvia Local Government Organisation Act was enacted on 19 May 1994; the respective laws were enacted in Lithuania on 7 July 1994. The capital cities of Latvia and Lithuania are managed based on the provisions of the local government outline law of each country. The Latvian Law on Local Governments, however, provides special provisions on independent cities (cities performing the duties of both the first and the second level local government (Lõhmus & Tõnisson, 2006). Therefore, reputation and success of governance depends upon the conduct of public functionaries and what the public perceive about their conducts. It is of fundamental significance that local government leaders

and functionaries act justly and fairly to all, adapting to high ethical standards, not only paying lip service to ethical conduct but also ensuring that these are manifestly and undoubtedly seen to be done (Fatile, 2013).

Local government leaders have an indispensable role to play in exacting ethical principles. In exacting this, ethical behaviour in the local government is not undermined and quality of service delivery is not compromised. In Nigeria, the gradual degeneration of many local government institutions can also be traced to the decrease in commitment or incompetence of local officers to execute their public responsibilities, and those discharge theirs, do so with lots of ethical compromises. The absence of public minded leaders whose energies are not harnessed to organisational purposes affects quality local government service delivery (Dorasamy, 2010).

Ethical values have to be upheld by the leadership of local government, who has to create an organizational culture that directs a local government service institution to achieve its purpose. This requires the leader to have a holistic awareness of the organisation's priorities so that right decisions can be made to avoid inefficiency and maladministration. Local Government must proactively develop a culture that guides decisions and actions for quality service from public service institutions. Trevino and Nelson (2004) posit that organisational systems must be aligned so that the entire organisation is committed to a culture of efficiency and effectiveness.

Local government employees must adopt an approach that can influence others to direct their actions toward the attainment of a clearly understood and well communicated ethical purpose. This shared vision and pursuit of ethical standards therefore, results in ethical behaviour guided by purpose-directed employees at the local government level. The absence of ethical values and discipline affect local government credibility, as evident in many government departments in Europe and Africa (Mollo, 2010).

Furthermore, the absence of ethically-oriented local government is often underpinned by a lack of established ethical behaviour. Unethical behaviour has a negative impact on effective and efficient local service delivery. The environmental context of local government determines, to a large extent, the character and the nature of such local government operations. Therefore, the performance of local government is measured within the socio-political context of the environment in which it operates.

Succinctly put efficiency or otherwise of local government is a function of its ethical environment. A country's local government is efficient at service delivery, because its environment is efficient and corruption-free. The implication of this is that local government can neither be separated

from, nor superior to, the environment in which it finds itself and so its environment continually impacts either positively or negatively on its operations. To divest the local government of this environmental influence and achieve its major goals, there has to be rules, ethics and standards designed and other strategies developed to ensure ethical efficiency and effective local government service delivery (Ajayi & Adeniji, 2009).

This informed the decision taken by most developed economies to instill ethics and values as part of their local government operations. Ethics or work ethics is designed, not only to ensure performance, but also to neutralise environmental influence, partisanship, favouritism and other primordial factors that could inhibit the performance of local government employees. With this, it is saliently discovered that there is a significant correlation between ethics and local government performance. In every organisation, performance is easily attainable where work ethics is strictly adhered to. Unethical practices negatively affect the performance (Adegoroye, 2010). It is imperative that all local government functionaries upon accepting government employment recognize that they have a special duty to be open, fair and impartial in their dealings with society. Personal self-interest should be subordinate to the public good in all circumstances, especially if circumstances arise where the possibility of a conflict of interest may become an ethical dilemma (Yahya, 2006).

Viewing ethics in this light indicates that people are faced with choices requiring them to make decisions enabling them to lead an ethical life within the context of their relationships with others in the discharge of their responsibilities. This suggests that people can be placed in ethical dilemmas. An ethical dilemma arises from a situation that necessitates a choice between competing sets of principles. Thus an ethical dilemma in local government can be described as a circumstance that requires a choice between competing sets of principles in a given, usually undesirable or perplexing situation. Conflicts of interest are possibly the most obvious example that could place public sector leaders in an ethical situation. Other types of ethical dilemmas in which public servants may find themselves include conflict between the values of public administration; adhering to code of conduct; justifications for the local government institutions; obeying personal values and supervisor or governmental directive; personal values and professional ethics versus governmental directive; professional ethics and supervisor or governmental directive; blurred or competing accountabilities; and the dimensions of ethical conduct (Simeon, 2015). All these affect the way a local government employee discharge his duties on a day to day basis.

It is against this background that this study examines ethical values as tools for effective Local Government Administration in Riga, Latvia and Vilnius, Lithuania.

Statement of the problem. The local government sector is particularly vulnerable to corruption and unethical practices. On average, 10 to 25% of public procurement spending, including that in the local government sector is lost to corruption in developing countries (Omisore & Adeleke, 2015). Resources that could otherwise be used to buy usable or recruit much-needed local government professionals are wasted as a result of corruption, which reduces the availability of essential facilities and can cause prolonged societal ills. Unethical practices in the local government sector can have a significant impact on the service delivery system and the developmental status of the population. It could occur in form of a waste of public resources, reduces the local government's capacity to provide good quality infrastructure, and poor service delivery; it also leads to an increase in the irrational use of funds when large amounts of public funds are wasted.

It is estimated that wasted expenditure, owing to low and compromised ethical standard, in low-income countries amounts to 25-65% of total expenditures, representing potentially major financial loss; as an image and trust impact as inefficiency and lack of transparency reduce public institutions' credibility, erode the trust of the public and donors, and lower investments in local governance (World Health Organisation, 2006).

Some of the most common ethical issues with which local government employees are confronted revolve around aspects such as administrative discretion, corruption, nepotism, health management secrecy, private information leaks, public accountability and policy issues.

Furthermore, inappropriate practices, lack of discipline and unethical policies in the public local government administration can actively contribute to malpractices which threaten professionalism, ethical behaviours and transparency. The institutional deficiencies in the local government system that gives rise to malpractices include failure to state and enforce basic ethical/integrity principles in the overall service delivery and policies that leave local government servant void of ethical/integrity direction. It is also found in the local government the absence of outline and enforce limits on political and personal influences, allows such influences to penetrate into the public decisions of employees. The absence of clearly stated and enforced policies to promote ethical values delivery allows the whole local government system to be vulnerable to malpractices and corruption; and difficulties to enforce a code of ethics, guiding and enforcing the standards of performance which can lead employees to a lack of accountability and eroded ethical values.

Indeed the implications of the above deficiencies are obvious. A lack of direction for integrity in the overall local government delivery, and the resulting weakened state of professionalism would be reflected in the local government. The position of authors stated above have shown that there is a

dearth of literature on ethical values as tools for effective service delivery, thereby creating a lot of gap in literature on ethics and local government administration in Latvia and Lithuania, hence this work seeks to fill that gap by providing an indepth analysis into the use of ethical values as tools for effective local government service delivery in Riga, Latvia and Vilnius, Lithuania.

Objectives of the study. The main aim of this study is to examine ethical values as tools for effective local government administration in Riga, Latvia and Vilnius, Lithuania.

1. To analyze the theoretical aspects of ethical values.
2. To analyze and compare relationship between unethical practices and municipal service delivery in Riga, Latvia and Vilnius, Lithuania.
3. To examine the impact of involvement of public servants in unethical practices on productive capacity of local government in Riga, Latvia and Vilnius, Lithuania.
4. To give recommendations for identifying problems and solving them.

Research Questions. The following research questions will be answered in this study:

1. To what extent does ethical value affect municipal service delivery in Riga, Latvia and Vilnius, Lithuania?
2. Is there any significant relationship between unethical practices and service delivery in the local government sector in Riga, Latvia and Vilnius, Lithuania?
3. To what extent does the involvement of public servants in unethical practices affect the productive capacity of local government in Riga, Latvia and Vilnius, Lithuania?

Significance of the Thesis. The finding of the study will give the public an overview of the discipline and ethical values vis-à-vis the state of service delivery in the local government administration. It will enable the state government to recognize the need for the upholding of sound ethical values toward effective service delivery in the health sector.

Furthermore, the outcome of this work will enable agency of local government in charge of accountability to appreciate their roles as developmental agents and enable them harness the various ethical codes and standards at their disposal to bring about meaningful and efficient service delivery at the municipals. Finally, it will provide idea on avenues for dealing with erring public servants and ways to curb indiscipline and unethical practices in the local government administration.

This work will be useful to scholars in the field of local government administration in particular and public administration in general, who will find it worthwhile as it could be used as reference materials for future studies. The students of public administration will also benefit from it.

Scope of the Thesis. The scope of this study is on ethical values as tools for effective local government administration in Vilnius, Lithuania. This area was chosen due to the high level of unethical practices within the local government administration and the consequences recorded over the year, which has led to reduced performance. The choice of this area will unravel the level of rot in the local government administration of the council. This area was chosen due to reported high level of unethical practices among local government workers. In gathering the useful data, the researcher will limit himself to the use of questionnaire method.

Organization of the Thesis. The study comprises of the introduction and six other different chapters with each of the chapter discussing different parts of the thesis. The introduction has other headings such as background to the study, statement of the problem, aim, research questions, its significance and the scope of the thesis as well as the organization of the study. Chapter two is the research methodology, with other sub-heads as theoretical background of research, research methods, exploratory areas and sets, and strategy plan of research. Chapter three is the data analysis and results. Chapter contains the findings; four is the conclusion, while chapter five is the recommendations.

I. THEORETICAL FRAMEWORK OF ETHICAL VALUES FOR EFFECTIVE LOCAL GOVERNMENT

This section discusses the various definitions of ethics and its peculiarities. This involves the different definitions and opinions on ethics as proposed by scholars and experts.

1.1. The definition of ethics

According to Omisore (2015), Work ethics can simply be referred to as a set of principles relating to morals, especially as they apply to human conduct. In specific terms, work ethics is about what is morally correct, honourable and acceptable to the larger majority of the people of an organization, society or group. It is also the rules of conduct that have become a set of norms of the society, group or organization. Ethics deal with what is right and wrong as well as moral duty and obligation. Work ethics can be described as a set of values, which include the right attitude, correct behaviour, respect for others and effective communication in the workplace. Essentially, work ethics regulate what an employee would do in different situations in the organization. The habit of following good work ethics is intrinsic, i.e. it comes from within. The work ethics an individual displays come from his/her values. Our values are dependent on our environment, experiences and life-long influences. These influences include our parents, teachers, friends, peers, competitors, etc, anyone or anything that has helped to shape or form our opinion of the world. Workers exhibiting good work ethics are considered eligible for higher positions and more responsibilities. They know that their actions have a direct impact on other people at work. This conscientiousness persuades them to cultivate a responsible outlook to every action they take. These people do not need prodding or constant supervision. They are self-motivated and valuable to their organizations. These workers are highly reliable and are appreciated by their superiors for what they bring to the work place.

Ethics is about behavior and about ways of thinking, especially in situations where our choice can affect the dignity and wellbeing of others. Because ethical behavior implies free choice, it cannot be captured in rule. The standard of reference for what is ethical has to exist “outside human definition” and therefore cannot be open to human negotiation. Although, the terms morality and ethics are often used interchangeably, however, they could be distinguished. By morality, we mean the tradition of laws, rules and practices that exists in every society and that seeks to describe, persuade and require certain forms of behaviour while proscribing others. On the other hand, by ethics we mean the disciplined reflection on morality that constitutes the branch of philosophy that studies moral questions. Thus, reflection on the rightness or wrongness of a particular act, law or rule is an example of doing ethics. Ethics is a discipline dealing with the study of what is good and bad, right and wrong

and with moral duty and obligation. Consequently, Ethical Issues are the set of customary principles and practices embodying some sort of a normative code (of behaviour, values) to adhere to them differently. (Ajayi & Adeniji, 2009).

Ethics being discipline dealing with what is good and bad, right or wrong. Omoregbe (1990) noted that, ethics is concerned with the studies of human behaviour in relationship to others on the basis of rightness and wrongness. Velasquez (2002) also notes that ethics are the principles of conduct governing behaviour of individuals and groups. They relate to accepted standards in terms of personal and social welfare. While Ogundele, Hassah & Okafor (2009) noted that discipline and indiscipline are demission of ethical behaviour. Disciplined behaviour is a sine qua non for individuals, small group, organization and national health and survival. Discipline in a broad sense means orderliness the opposite of confusion. It is a fundamental requirement for every segment of the society. Discipline and indiscipline can directly be linked with ethics.

Ethics or work ethics is designed, not only to ensure performance, but also to neutralize environmental influence, partisanship, favouritism and other primordial factors that could inhibit the performance of public servants. With this, it is saliently discovered that there is correlation between ethics and performance. In every organisation, performance is easily attainable where work ethics is strictly adhered to. Unethical practices negatively affect the performance (Arowolo, 2012). Ethics is essentially normative, that is, it prescribes human behaviour as obligatory, prohibited, or permissible. There is considerable overlap between ethics and law, and ethics and etiquette. Much of the law embodies ethical principles: respect for basic rights to life, property, and the right of citizens to participate in political life. It is usually unethical to break the law. A breach of etiquette can also be unethical if it is done intentionally to offend someone, simply for one's own amusement (Perry, 2000). Moral principles state how human beings ought to treat one another; moral claims cannot be proved or disproved by empirical means alone.

United Nations Programme on Public Administration (1997) insists that character is the focus of study and practice in administrative ethics, and the most critical problem is the scarcity of men and women of good character in positions of leadership- whether public, private, educational, religious, etc. For too long, the management orthodoxy has taken as axiomatic the proposition that good systems will produce good people. However, it is clear that a just society depends more on the moral trustworthiness of its citizens and leaders than upon structures and systems. Costly ethical failures of organisational leaders have caused irreparable damage.

Ethics concerns itself with right and wrong; good and bad; duty and obligation and moral and responsibility. Certain behaviour or actions are generally considered as morally wrong and ought not to be done by anybody in the society (Oluya, 1998, 106). Oluya describes such forms of behaviour as: armed robbery, murder, dishonesty, corruption, etc. Equally, he described some behaviour as morally good: honesty, kindness, respect for life, self-discipline, patriotism, etc. The questions that readily come to one's mind are: why do we consider certain actions as good and others as bad? What do we even mean when we say certain action is bad? Is it appropriate for an individual to consider some actions as bad and some as good judging by himself? Is it true that there is nothing good or bad but thinking makes it so? Or are certain things good or bad irrespective of our thinking? What are the fundamental principles of morality and how do we know them?

These and similar questions are what ethics deals with. What then is Ethics? Ethics, according to (Oluya, 1998) is 'the science of morality which examines the nature of moral values and judgement of human conduct'. He submits further that ethics is normative science that studies the norms of human behaviour. Generally, ethics is a system of moral principles overrules of behaviour that controls, influences or regulates a person's behaviour. Ethics, in essence, does not concern itself with the description of the ways things are but the way things ought to be. It deals with norms or standard of human behaviour. The aim of ethics is not to describe the way people do behave in practice, but state the way people ought to behave. It is the norms of conduct to which human actions ought to conform.

Work ethics can simply be referred to as a set of principles relating to morals, especially as they apply to human conduct. In specific terms, work ethics is about what is morally correct, honorable and acceptable to the larger majority of the people of an organization, society or group. It is also the rules of conduct that have become a set of norms of the society, group or organization. Ethics deal with what is right and wrong as well as moral duty and obligation. Work ethics can be described as a set of values, which include the right attitude, correct behaviour, respect for others and effective communication in the workplace. Essentially, work ethics regulate what an employee would do in different situations in the organization. The habit of following good work ethics is intrinsic, i.e. it comes from within. The work ethics an individual displays come from his/her values. Our values are dependent on our environment, experiences and life-long influences. These influences include our parents, teachers, friends, peers, competitors, etc., anyone or anything that has helped to shape or form our opinion of the world. Workers exhibiting good work ethics are considered eligible for higher positions and more responsibilities. They know that their actions have a direct impact on other people at work. This conscientiousness persuades them to cultivate a responsible outlook to every action they

take. These people do not need prodding or constant supervision. They are self-motivated and valuable to their organizations. These workers are highly reliable and are appreciated by their superiors for what they bring to the work place.

Truly ethics is not all about definition because it does not, set down the code of ethics nor establish how the code of ethics might be prepared. However, Bowen et al. (2007) submitted that ethics is not just about recognizing a whether an objective is good but encompasses a careful thought in making viable choice or identifying if the choice is right or wrong. Within the construction industry context RICS (2000) posited ethics is a way of 'giving ones best to ensure that clients' interests are properly cared for, but in doing so the wider public interest is also recognized and respected! Mansfield (2008) submitted further that a token of a major profession is in its ability to accept the responsibility to act in the public interest which requires an overt commitment by its attachment to subdue personal advancement to this responsibility.

Ethics is defined in the Oxford English Dictionary as the science of moral; moral principles or code. Whereas Morals are 'concerned with goodness or badness of human character or behaviour', or 'with the distinction between right and wrong', or 'concerned with accepted rules and standards of human behaviour' (Allen, 1990, p. 769), Robinson, Dixon, Preece and Moodley (2007) viewed ethics as a philosophical study of what is right or wrong in human conduct and what rules or principles should govern it. Mansfield (2008) considered ethics to be the explicit philosophical reflection on moral beliefs and practices. Prisms Business Media (2006) opined that ethics is a topic of extreme importance to most professionals in the industry but at the same time the least focused upon. The RICS (2000) was of the opinion that many organizations and writers have attempted to define ethics in their own context whether business, organizational, political, personal and professional. This assertion was corroborated by Wasserman (2000) that argued ethic comprises a study of thought, language, reasoning, processes and judgment that informs the choices people make in their daily lives that affect their own well-being and that of others.

Ethics, according to Charles (2015) are moral standards or principles of conduct used to govern the behaviors of an individual or a group of individuals. He noted that ethics are concerned with day-to-day behavior and with questions relating to what is right or wrong or with moral duties at the workplace. Moral principles may be viewed either as the standard of conduct that individuals have constructed for themselves or as the body of obligations and duties that a particular society / organization requires of its members.

For a long time meaning of the sensitive ethical issues was left to subjective interpretation in Lithuania. Only recently the explanation of important terms such as abuse of office, corrupted activities, and conflict of interests appeared in Lithuanian legislation. Researchers relate abuse of office to illegal activity, misuse of official internal or confidential information, misuse of material resources, rules breaking, incompetence and misuse of power. Abuse of office is one of features of administrative corruption (Van Wart and Denhardt, 2001; Caiden, 2001). Definition of this term in Lithuanian legislation is rather near in meaning. In order to address this, issue few principles and duties are emphasized. Abuse of office is more common in everyday activity of civil servants though politicians can also misuse of their position. The best illustration for this is scandals of privileges when money for parliamentary activity was used for the private purposes or official vehicles were used for private needs.

Conflict of interests arises when a public official has private-capacity interests which could improperly influence the performance of their official duties and responsibilities (OECD, 2004, p. 2). Such conflict may appear in various forms: additional employment, contracts, official decision-making, policy advising, gifts and other forms of benefit, etc. In addition to definition of conflict of interests Lithuanian laws present terms of public and private interests. Definitions of gifts and favours were not presented but their meaning becomes evident after reading legislation on conflict of interest and corruption.

Understanding that conflict of interest can lead to corruption, big attention was paid to its prevention. Lithuanian Law on the Adjustment of Public and Private Interests in the Civil Service (1997, updated 2000, 2009) emphasizes that all decisions should be made solely in the public interests. Such obligations as discharge official duties impartially, honestly and competently; avoid conflict of interest and suspicions about it, refrain from using official position for personal gains; be guided by laws and the principle of equality of all persons; correct use of official information and state or municipalities property were mentioned in Article 3 of the Act.

Besides certain requirements already emphasized in the Law several secondary legislation were issued on possibility for civil servants to have a secondary job; to pursue, rent and use official vehicle for public institutions; on gifts; on possibility for related persons to work in one institution. The Chief Official Ethics Commission set several resolutions and recommendations how to recognize the apparent or possible conflict of interest and deal in such situations. There are more than 300 different definitions of corruption. Lithuanian laws emphasized more traditional perspective towards this problem as only activities of public authorities may be recognized as corrupt. A universal definition

emphasizes that in activity of any person who misuse their official position for private benefit features of corruption can be observed (World Bank, 1997, p.17).

Corruption can take an active and passive form and mainly is associated with bribery. The Lithuanian Penal Code (2000) does not present concrete definition of such terms as bribing, bribery and bribery through mediator as in other legislation but explains it in general as connected with bribe taking, promising, demanding, provoking (Lithuanian Penal Code article, p. 225-229). Civil servants or persons in similar status can be accused for taking bribes; others can be sentenced for bribing or mediating in the process. According to the Penal Code punishment for public authorities (up to prohibition to have a certain job) in case of corrupted activities is more severe than for others. There are many concrete measures (from corruption investigation to anticorruption education) which are implemented trying to fight this public illness. Despite various measures the CPI is lower than 5.0 and it means that corruption is serious societal problems. The anticorruption potential is fractionally growing not only among business people but citizens as well.

Reason for many ethical problems in Lithuanian public life is similar as everywhere else. It is a wish to benefit from the office seeking private interests instead of serving general public interest. The interaction of soviet and newly developed under free market mentality is rather evident in many scandalous cases. Unclear boundary between private and public, soviet legacy when using one's office for private purposes was considered to be normal practice, practice of blat (soviet form of using networks and gaining from one's position) blend with prevailing consumptional values (money, status is on the top of values hierarchy among the society members).

There are five basic assumptions which underpin the understanding of ethics and which are recognized by (RICS, 2000).

- **Professional Ethics is a process.** Ethics are dynamic and cannot be learnt once. It is a way of reviewing behaviour against constantly changing standards. What may be ethical today, or in a particular society may be viewed differently by others or at another time.
- **Human behavior is caused.** There is always a motive for all unethical or ethical human behaviour. For example, for financial gain, power and compassion
- **Actions have consequences.** There is cause and effect consequence. It can also be likened to Newton's Third Law of Physics that every force has an equal and opposite reaction.
- **What is ethical depends on the individual's point of view.** This is influenced by a variety of factors including published codes and statements

- **Good ethical business practice rests on mutual vulnerability.** We are each susceptible to the actions of others, and the way we are treated depends on how we treat others. Respect is not a right, it must be earned. Therefore, the need for professional ethics is based on the vulnerability of others. The client for example must be protected from exploitation in a situation in which they are unable to protect themselves because they lack the relevant knowledge to do so.

1.2.Theoretical Approaches to Ethics

1.2.1. Utilitarian Theory

There are two major ethics theories that attempt to specify and justify moral rules and principles: utilitarianism and deontological ethics. Utilitarianism (also called consequentialism) is a moral theory developed and refined in the modern world in the writings of Jeremy Bentham (1748-1832) and John Stuart Mill (1806-1873).

There are several varieties of utilitarianism. But basically, a utilitarian approach to morality implies that no moral act (e.g., an act of stealing) or rule (e.g., “Keep your promises”) is intrinsically right or wrong. Rather, the rightness or wrongness of an act or rule is solely a matter of the overall nonmoral good (e.g., pleasure, happiness, health, knowledge, or satisfaction of individual desire) produced in the consequences of doing that act or following that rule. In sum, according to utilitarianism, morality is a matter of the nonmoral good produced that results from moral actions and rules, and moral duty is instrumental, not intrinsic. Morality is a means to some other end; it is in no way an end in itself.

Suffice it to say that the majority of moral philosophers and theologians have found it defective. One main problem is that utilitarianism, if adopted, justifies as morally appropriate things that are clearly immoral. For example, utilitarianism can be used to justify punishing an innocent man or enslaving a small group of people if such acts produce a maximization of consequences. But these acts are clearly immoral regardless of how fruitful they might be for the greatest number.

For this and other reasons, many thinkers have advocated a second type of moral theory, deontological ethics. Deontological ethics is in keeping with Scripture, natural moral law, and intuitions from common sense. The word “deontological” comes from the Greek word *deon* which means “binding duty.”

1.2.2 Deontological Ethics Theory

Deontological ethics has at least three important features. First, duty should be done for duty’s sake. The rightness or wrongness of an act or rule is, at least in part, a matter of the intrinsic moral

features of that kind of act or rule. For example, acts of lying, promise breaking, or murder are intrinsically wrong and we have a duty not to do these things.

This does not mean that consequences of acts are not relevant for assessing those acts. For example, a doctor may have a duty to benefit a patient, and he or she may need to know what medical consequences would result from various treatments in order to determine what would and would not benefit the patient. But consequences are not what make the act right, as is the case with utilitarianism. Rather, at best, consequences help us determine which action is more in keeping with what is already our duty. Consequences help us find what our duty is; they are not what make something our duty.

Second, humans should be treated as objects of intrinsic moral value; that is, as ends in themselves and never as a mere means to some other end (say, overall happiness or welfare). As we will see in Part Two, this notion is very difficult to justify if one abandons the theological doctrine of man being made in the image of God. Nevertheless, justified or unjustified, deontological ethics imply that humans are ends in themselves with intrinsic value.

Third, a moral principle is a categorical imperative that is *universalizable*; that is, it must be applicable for everyone who is in the same moral situation. Moral statements do not say, “If you want to maximize pleasure vs. pain in this instance, then do such and such.” Rather, moral statements are imperatives or commands that hold for all examples of the type of act in consideration, such as truth telling. Moral statements say, “keep your promises,” “do not murder,” and so forth.

1.2.3 Normative Ethical Theory

Firstly, normative or applied ethics, attempts to justify and explain positions on specific moral challenges, a process that involves the application of some moral principle or standard (Barry, 1982). Normative ethical theory poses the question, what I ought to do? (MacIntyre, 1985; Swanton, 2003). The study of ethics, is concerned about what is right, fair, just or good; about what we ought to do, not just about what is the case or what is the most acceptable or expedient’ (Preston, 1996, p. 16). Morality refers to the actual conduct of human beings, whereas ethics (often referred to as moral philosophy) relates to the study of the moral conduct itself. As such, morality may be described as experiences of real problems, dilemmas and conflicts that need to be resolved, at times by individuals, groups or organisations. (Badaracco, 2002; Ruggiero, 2004). The circumstances in which there are choices relating to moral conduct are influenced by human values (LaFollett, 2000). Values, sometimes referred to as one’s principles, are those to which individuals attribute worth and become a guide or reference point for action that has moral significance (Singer, 1993). Values define who we

are, and they influence the choices we make in life (Hood, 2003). As such, values influence human behaviour, both in private and public matters (Chatman & Cha, 2003). The personal value system of an individual develops in the context of the specific culture, society and family environment in which he or she develops.

According to Badaracco (2002) ethical dilemmas involve making choices between nonoverriding, conflicting moral requirements; for example, loyalty and honesty. Sinnott-Armstrong (1988) proposed that ethical dilemmas are composed of four key elements; no clear resolution is evident, the agent is required to do each of two or more actions, the agent can do each of the actions but not both and neither of the conflicting requirements is overridden. Rost (1995) noted that most people do not use ethical frameworks to judge morality. Rather, they draw on life experiences, personal values and perhaps religious convictions. This is illustrated by Beu, Buckley and Harvey (2003), who stated that while there may be basic moral norms, the dynamic business environment brings with it challenges which cannot be readily answered by moral rules. Ethical decision-making, therefore, is not straightforward and individuals may examine and behave differently when confronted by similar ethical dilemmas.

1.3. The Conception of Ethical Dilemmas

This segment discusses extensively on the definition of ethical dilemma based on the position of so many authors and exposition of opinions. It is segmented into definition of ethical dilemma and classification of ethical dilemmas.

1.3.1 The definition of Ethical dilemmas

In the work of Menyah (2010), ethical dilemma is established from a situation that necessitates a choice between competing sets of principles. Thus an ethical dilemma can be described as a circumstance that requires a choice between competing sets of principles in a given, usually undesirable or perplexing, situation. Conflicts of interest are possibly the most obvious example that could place public sector leaders in an ethical dilemma. Other types of ethical dilemmas in which public servants may find themselves include conflict between: the values of public administration; justifications for the institutions; aspects of the code of conduct; personal values and supervisor or governmental directive; professional ethics and supervisor or governmental directive; personal values and professional ethics versus governmental directive; blurred or competing accountabilities; and the dimensions of ethical conduct (Cranston, Ehrich & Kimber 2002, Edwards 2001).

Every organization has a strong interest in the ethical standards of its workers. If people had no ethics, for example, they would see nothing “wrong” in cheating, stealing, and committing murder as a means of achieving their goals. Obviously, a society or organization without ethics would be a chaotic and dangerous place in which to function (Preston & Samford 2002).

For this reason, governments, organized religion, educators, corporate and professional bodies have long attempted to create and promote certain ethical standards among all members of the society. Governments have gone as far as passing laws requiring or prohibiting certain types of behavior, organized religion attempt to define “right and wrong” through sermons and religious teachings, professional and corporate bodies try to set out codes of professional practice and behavior. But ironically, our world and time are characterized by unprecedented upturn of old feelings and notions. Our world is faced with profound moral crisis that what was treasured in the past as truths are now regarded as myths or outright conservatism or relativism. When truths are challenged and rationalized in many ways, ethical values become a more risky subject to deal with.

1.3.2 The Classification of Ethical Dilemmas

There are many ethical dilemma instances faced by public officers in the discharge of its duties. Some of the most common ethical dilemmas with which public servants are confronted, revolve around aspects such as administrative discretion, corruption, nepotism, administrative secrecy, information leaks, public accountability, policy dilemmas, etc. The potential areas for conflict are not necessary ethical dilemmas in themselves. It is what the public servant does when he is confronted by activities pertaining to these phenomena that could prove to be the ethical dilemma. This discussion can be done under each of the above stated instances as espoused by Menyah (2010).

1.4. Administrative Discretion

Public officials are not merely executors of public policy. They make decisions pertaining to the lives of people, for example, about taxes, survival and the dismissal of people. In doing so, they exercise discretion. The question is then how decisions are to be made to avoid ethical dilemmas. In other words, the promotion of general welfare depends to a large extent on the use or abuse of administrative discretion. It is true that within the rules and regulations laid down by legislation and within the prescribed procedures, there is ample opportunity for the public official to use his discretion. When faced with alternatives the choice of the public official poses an ethical problem: the choice may be acceptable to only a small section of society. The problem is that the selection of one

path of action from among several alternatives is often made on the basis of personal preference, political or other affiliations, or even personal aggrandizement, thereby disregarding known facts and thus the possibility of rational decision making. It could well be that all the prescribed rules, regulations and procedures are adhered to but that the discretionary choice may be viewed as unethical or even corrupt (Preston & Samford cited in Menyah, 2010).

1.4.1 Corruption

The majority of officials upholds the high standards required by public office and are devoted to promoting the general welfare. The ethical standards of public officials are, however, directly related to society as a whole. If the public accepts that in order to secure an expeditious response from a public official some pecuniary or other incentive is necessary, and the official accepts the incentive, then the standards of ethical conduct of officials and the public are in fact in harmony from the point of view of the public.

The corruption of public officials by private interests is usually very subtle, for example, favors by the public to the official under obligation and he gradually substitutes his public loyalties to those doing him favors. The ethical dilemma that faces the public servant with regard to corrupt practices as result of private interests primarily concerns his reaction to the situation. If a corrupt practice or an attempt to corruption is discovered, it is quite possible that the official's personal loyalties or party political affiliations may be in conflict with his official duties. Should he sacrifice the public interest or try to end the corrupt practice by direct personal confrontation, or should he blow the whistle on the practitioner of corrupt practice?

1.4.2 Administrative Secrecy

An area which lends itself to the creation of situations and actions which could prove to become major ethical dilemmas is the secret conduct of public business. This is especially so because secrecy can provide an opportunity to cover up unethical conduct. Secrecy is an ally of corruption and corruption is always practiced in secrecy. It is generally accepted that in a democracy the people have a right to know what the government intends to do and it would be in the interest of the public for the administration of public affairs to be conducted openly.

1.4.3 Nepotism

The practice of nepotism (the appointment of relations and/ or friends to public positions, thereby ignoring the merit principle), may lead to the downgrading of the quality of the public service. This disrupts the esprit de corps and trust and resulting in corrupt administration, owing to the ability of a select few to impair control measures on account of their personal relationship with the policy-maker, and by reason of their not being easily dismissed or replaced by others. In other words, those who are appointed with the view that they will conform to the standards and views of their appointing authority could prove to be problematic. The preferential treatment of one individual over another, without taking into account the relative merit of the respective individuals, represents nothing but victimization of an individual or individuals.

1.4.4 Information leaks

Official information is often of such a sensitive nature (for example, pending tax increases, rezoning land, retrenchment of staff) that disclosure of the information can lead to chaos, corrupt practices or, for some individuals, improper monetary gains. Leaking official information at a date prior to the public announcement thereof is a violation of procedural prescriptions and can be an ethical dilemma.

1.4.5 Public Accountability

Since public officials are the implementers of public policies, they ought to be accountable for their official actions to their superiors, the courts and the public. It is nevertheless, possible for them to hide behind prescribed procedures, the cloak of professionalism and even political office-bearers.

1.4.6 Policy dilemmas

Policy makers are often confronted by conflicting responsibilities. They have specific loyalties to their superiors, but also to society. They have freedom to act on behalf and in the interest of others, but they must also answer to others - their superiors and society – for their actions. The official's obligation to respect the political process may conflict with his view on how the objects of policy making are treated. In other words, the dilemma of the public official is the clash between his view of the public interest and the requirements of law.

1.5. Types of unethical behavior

Conflicts of interest are often the motivating force generating unethical behavior. Three types are frequently encountered in public institutions that tolerate corrupt behavior, namely when a public servant has vested personal interests in contracting a particular company; practices nepotism when hiring personnel; receives post-employment benefits from a contracted company.

Public institutions often limit their concern about unethical practices to these three forms of corrupt behavior, by establishing policies and procedures that attempt to prevent these types of conflict of interest. Unfortunately, other forms of corrupt practices exist that are sometimes ignored by public institutions, and which become part of the unofficial institutional culture. The following list represents the types of unethical behavior that are at the heart of corruption in the management of local government.

1.5.1 Accepting bribes, kickbacks and/or gifts for the following unethical behavior

- Allowing pseudo-trials of medicines funded by pharmaceutical companies that are really for marketing purposes (unethical promotion)
- Speeding up the process of drug registration
- Biased certification and licensing procedures
- Suppression of drug quality inspection findings
- Collusion in bid rigging during procurement by providing vendors with confidential and privileged information related to the bidding process
- Gratuitous payment made to a person for referral of business
- Selection of a specific medicine for the essential medicines list
- Providing procurement contracts
- Not holding accountable suppliers who fail to deliver.

1.5.2 Need for ethical infrastructure

For a framework of moral values and ethical principles to have a significant and sustainable impact on the professional conduct of public servants an “ethics infrastructure” is required.

The basic components of this are:

- A framework of moral values and ethical principles
- A code of conduct
- A program for the socialization of an ethical framework and code of conduct
- Established anti-corruption legislation

- Established administrative procedures
- Mechanisms for whistle-blowing (ombudsman)
- Sanctions on reprehensible acts
- Mechanisms for collaboration between existing anti-corruption agencies
- Management, coordination and evaluation of an ethical infrastructure (Al-Fayez, 2007, p.16).

The first three components on the list are based on the values approach and the remaining six on the disciplinary approach. To be effective in addressing the problem of corruption, an ethical infrastructure must integrate both approaches in a coherent and balanced system.

1.6 Role of Ethics in Public Administration

1.6.1 The role of democratic values

Ethics and leadership have often been thought of as mutually-reinforcing concepts. Leadership can loosely be defined as actions which influence and direct the performance of others towards the achievement of organizational and/or collective goals. Ethics, for the most part, can be defined as an internal set of moral codes and reasoning based upon societal and prescriptive norms. Thus, ethical appropriateness in regard to leader behavior is oftentimes evaluated in terms of abstract and highly idealistic concepts regarding individual's prescriptive beliefs of how leaders ought to behave. As such, within the public-sector where leaders are called upon to uphold differing and even contradictory levels of ethical responsibility it has increasingly become expected that leaders meet many of the prototypical and idealized expectations of those in which they represent.

In an era where high profile lapses by public-sector leaders in ethical and moral judgment are frequently exposed, citizens have come to expect increasingly higher standards of ethical conduct as a broad range of activities are now viewed as immoral (Bowman, 1990). Increasing awareness and changing societal values have been linked to the public's interest in ethics management (Maesschalck, 2004/5). Accordingly, citizens have become more assertive and demanding toward leaders in the public-sector showing less tolerance for leaders' mistakes, shortcomings, and structural challenges. As such public leaders are generally expected to meticulously conform to standards higher than those aligned with personal morality (Lewis, 1991). Thus public leaders can often find this expectation to maintain collectively high and even idealistic levels of ethical responsibility to be quite overwhelming. In his commentary entitled *Public administration in a global mode*, Gawthrop (2005) states that "as international government systems become more commonplace, the responsibility for promoting the

ethical moral values of democracy rests most directly on the public managers and policymakers of democratic systems” (p. 241).

The common method in attempting to deal with the ethical responsibility of public officials has been the promulgation of codes, policies, and other guidance standards. Accordingly, there has been a proliferation of scholars and practitioners attempting to address the issue of ethics within public administration through ethical recommendations, suggestions, and various guidance principles. Goss (1996) states that within the last two decades or so there has been an outpouring of written works on the subject of ethics, particularly the ethics of those in government service. Numerous writers have identified ethical problems in government, called for moral reform and the enactment of ethics laws and codes, posited what are or should be the components of a bureaucratic and/or democratic ethos for public administration, identified one or more ideals or elements of such a moral guide, hypothesized about a grand theory of administrative ethics and the duties of bureaucrats, explored subject specific dilemmas in government policies, urged the teaching of ethics within the schools of public administration and public affairs, and suggested ethical guidance for practitioners of public management.

Yet given this recent focus on ethics in the public service, the subject of administrative ethics has often been explored independent of the broader subject of leadership. In general, the ethics of leadership and leaders’ degree of moral development are increasingly becoming essential elements of private-sector and mainstream leadership research (e.g. Bass & Steidlmeier, 1999; Howell, 1988). However, as Van Wart (2003) notes, “administrative leadership research has experienced neither the volume nor the integration of the mainstream (p. 215)...literature about administrative leadership is dispersed in topics such as reform, ethics, and management, and an explicit focus on the detailed dynamics of leadership is largely lacking” (p. 224). Further, in addressing the fragmentation of the administrative leadership literature, Wan Wart (2003) adds that part of the weakness in the literature resides in its nonintegrated character...The serious debate about the best style to use is cut into many parts and is rarely as explicitly or holistically discussed as in the mainstream...The ethics-values literature, for all of its normative robustness, generally offers few concrete recommendations...beyond general admonitions to be responsive, trustworthy, honest, courageous, and prudent. (pp. 223-224).

1.6.2 Ethical behavior and its Evaluation in Public Administration

Ethics and public service values are important elements in comprising the “body and soul” of public administration (Menzel, 2003). Accordingly, several scholars and practitioners have sought to identify and understand the ethical responsibility of the public administrator Berman & West 1997; Bohte & Meier, 2000; Bowman 1990; Bruce 1996; Burke and Black (1990; Menzel 1995, 1996, 2005; Zajac & Comfort 1997; Zajac & Al-Kazemi 2000), and have also attempted to offer applied ethical guidance and structured theoretical frameworks for use within the sector (Cody & Lynn, 1992; Cooper, 1990; Denhardt, 1988; Rohr, 1978). From ethical principles to recommendations, scholars and practitioners have attempted to classify what are, or should be, the foundations of administrative ethics, the appropriate ethical behaviors of public leaders, and the ethical role of the public administrator. Yet, very often the subject of administrative ethics and the ethical qualities considered fundamental to the public administrator’s role are explored independent of values which are also associated with leadership.

Rohr (1978) argues that regime values are the normative foundations of administrative ethics. He later defines regime values as the values of the political entity “brought into being by the ratification of the Constitution that created the American republic” (p. 59). Frederickson (1983) however calls for a renewal of civic virtue in defining a central value of public administration, and Cooper (1991) similarly argues that public administration should seek its ethical identity in the ethical tradition of citizenship. Accordingly, Stivers (2001) sets forth the major ingredients of a citizenship ethic in public administration as authoritative judgment, the public interest, citizenship as education, and community.

Further in addressing the moral and ethical obligations of public administrators, Moore (1976) states that public-sector obligations arise from three different realms which includes: (1) respecting the processes that legitimate the actions of public officials, (2) serving the public interest, and (3) treating colleagues and subordinates with respect, honesty, and fairness. Hart (1984) argues that public administration is a “moral endeavor” that requires special moral obligations and unique moral character. While Stewart (1985) similarly notes that “the role of a public administrator carries a kind of moral weight not found in private sector counterpart roles”.

Bailey (1965) suggests that the ethical dilemmas facing public administrators requires specific attitudes that must be aligned with unique moral qualities, and Waldo (1980) identifies more than a dozen sources of obligations relevant to the conduct of the public administrator’s role. Cooper (1987) further presents twenty specific virtues that directly relate to three broad “realms of obligation” for

public servants, and Denhardt (1991) identifies the “moral foundations” of a public administrator’s role as honor, benevolence, and justice; while Cohen & Eimicke (1995) reduce Carol Lewis’ (1991) twenty-one rules of thumb for the ethical behavior of a public administrator to five simple principles: (1) obey the law, (2) serve the public interest, (3) avoid doing harm, (4) take individual responsibility for the process and its consequences, and (5) treat incompetence as an abuse of office.

Warwick (1981), in identifying some of the common ethical dilemmas faced by public officials in the exercise of discretion, offers five ethical principles of guidance: (1) the exercise of discretion should serve the public interest, (2) public officials should push back bounds on rationality so that deliberation may take place, (3) public officials should provide truthfulness in the discharge of official responsibilities, (4) public officials should demonstrate procedural respect, and (5) public officials should exercise restraints on the means chosen to accomplish organizational ends. Warwick (1981) further specifies the four sources of ethical decision making by public-sector leaders as public interest, constituency interests, personal interest, and bureaucratic interest. Similarly Cooper (1990) identifies the sources as individual attributes, organizational structure, organizational culture, and societal expectations organizational structure, organizational culture, and societal expectations.

Dobel (1990) stated that “public officials need a complex array of moral resources to exercise discretion.” And that, adequate discretion by public officials “should be seen as an iterative process among three mutually supporting realms of judgment” (p. 354). Thus he argues that regime accountability, personal responsibility, and prudence are the keys to ethical decision making for individuals in the public-sector (Dobel, 1990). Further in addressing even the possibility of administrative ethics, Thompson (1985) claims that administrative ethics is possible if the field can overcome “the burdensome commitment to neutrality and the aversion to assigning individual responsibility for collective actions” (p. 555). However O’Kelly & Dubnick (2005) unconvinced of this position argue that [The world of a public administrator] is a world of multiple, diverse, and often conflicting expectations (Dubnick & Romzek 1993)...Effectively operating under such conditions renders the possibility of administrative ethics, in the sense posited by Thompson...incomplete and inappropriate, if not impossible. (pp. 395-396)

In general, leaders in the public-sector are expected to maintain a level of morality and integrity which serves the interests of society while at the same time demonstrates personal responsibility, diplomacy, and truthfulness. Thus given these views, many people might say that the ethical role of the public administrator can be summed up as follows: serve the public interest while being fair, honest, lawful, trustworthy, and doing the least amount harm. However, it is impossible to

fully understand the ethical responsibility associated with the public administrator's role, and the means needed to maintain an ethical public-sector environment when explored independent of the broader subject of leadership. Leadership is fraught with ethical challenges, and potentially even more so within the public-sector where leaders are held accountable to a wide variety of citizenry and stakeholders. Although not a comprehensive overview, the next section will explore various aspects transactional and transformational theories of leadership and their relationship to ethics and morality.

1.6.3 Ways and instruments for prevention of ethical dilemmas in Public Administration

Politicians, civil servants, public officials, media, political parties, non-governmental organizations, business and public in general can be listed as stakeholders addressing ethical issues. Do they all have similar vision of the way government has to function?

Ethical issues often relate to subjective judgment and this fact explains why sometimes so difficult to have common vision on such sensitive but important issues. Generally, trust in public institutions (with few exceptions) is rather low in Lithuania and people are rather disappointed in their authorities. During the first years of independent state trust towards Parliament, Cabinet and other institutions was rather high (about 70 percent on average) as everybody believed in future of democratic state. Later on process of privatization, from which old nomenclatural and new emerging wealthy class gained, various scandals, cases of improper and illegal conduct, appearing gap of income was kind of cold shower after which public become more critical, skeptical, disappointed in the way society is governed. Decline in public institutions from time span may be explained by more complicated problems which had to be solved (Hardin, 2000).

Comparatively high trust in media was challenge by the Paksogate scandal where media was acting more like business enterprise than a democratic watchdog (this scandal only for a short period of time divided society into two opposite camps). Though activities of journalists are regulated by Code of Ethics often the mentioned principles are ignored while gathering, transforming or announcing some data.

Despite the Paksogate, the institute of President and he personally were and are on top of most trustworthy public institutions and persons. The former President Valdas Adamkus was considered a real moral leader who always reacted to various ethical issues. In his annual reports the President often emphasized lack of moral leadership from politicians or officials' side, warned about danger of autocratic rule, etc. Powers of president institution decided society's internal businesses is rather

limited, so he used own personal example. The sitting President Dalia Grybauskaitė is also one of the most trusted public authorities in the country.

Such public institutions as the Special Investigation Service, the Chief Official Ethics Commission with the help of MPs initiated several legislation to fight corruption and regulate conflict of interest. New ideas and initiatives came from or were supported by some NGO. To mention just 'Transparency International' who initiated the Draft Code of Conduct for Local Government and the Free Market Institute who constantly emphasize the need to reduce red-tape, improve public procurement, etc. The attempt to create Code of Ethics for Civil Servants by group of experts from various public bodies in 2002 under the guidance of Ministry of Interior was vain (right now the new group is drafting the Code). Meanwhile some public institutions (Labour Inspection, Internal Revenue Inspectorate, Customs, etc.) and business companies created codes of ethics. Understanding responsibility for society some business enterprises sighted honesty pacts or implemented principle of accountability.

Thought government can be understood as one stakeholder the requirements for them differ. General constitutional principle of serving the people, respect for an individual person and the state, justice, transparency, decency; exemplariness, selflessness, impartiality, responsibility are common guidelines for politicians and civil servants. Some duties, obligations, incompatibilities are written to give priority to public interest and ensure fair and just administration. President, MPs, members of Cabinet, Ombudsmen, COEO, etc. before taking the office gives an official oath.

'Seimas' Statute list several principles, duties and emphasize incompatibilities (art.2, 6, 18). Law Approval, Entry into Force and Implementation of the Code of Conduct for State Politicians (2006) requires that MPs, Cabinet members, local politicians would follow principles: respect for an individual person and the state; justice; honesty; transparency and publicity; decency; exemplariness; selflessness; impartiality; responsibility (art. 4). Besides constitutional requirements Cabinet members have to obey several principles emphasized in the Law on Government (art. 14). The Law on Local Government set certain principles and duties for local politicians (art. 4, 23). Everyday activity of civil servants is regulated by the Law on Civil Service and the Law on Public Administration. The first Act besides principles of public service stress the key ethical principles (they are elaborated in the Rules of Conduct for Civil Servants), list 12 duties and certain incompatibilities (art. 15, 17).

Principles of public administration are named in the Law on Public Administration (art.3). The question does these values, reflected in legislation as principles important for conduct, are implemented is not easy one. As an example we can mention principle of political neutrality so

important in everyday activity of civil servants. Representative civil servants' survey conducted in 2007 showed that each second of civil servants were demotivated by red-tape and lack of leadership skills, each third by constantly changing legislation, each fourth by political pressure (Palidaukaite, 2008).

1.7 Municipalities and Service Delivery

Services contribute to over 80 percent of gross domestic product (GDP) in developed countries, and 50 percent in developing countries (Sayeda, Rajendran & Lokachari, 2010). The service industry is both a major employer and an important source of income in developed economies (Piercy & Rich, 2009). Kotler (2003:97) defines a service as "any act or performance that one party can offer to another that is essentially intangible and does not result in the ownership of anything". Palmer (2011) echoes this, indicating that a service is a product offering in the form of a performance, deed or act that provides want-satisfaction. According to Stevensson (2004), the interaction between the service provider and the customer produces, distributes and consumes services. Theron, Bothma and Du Toit (2003) concur, stating that services, in contrast to products, involve deeds, processes and performances. Owing to the nature and characteristics of services, the concept of service quality is complex and difficult to measure, which has an impact on service quality delivery (Woodruffe, 1995).

According to Agba, Akwara, and Idu, (2013), government exists primarily to provide services that will make life worth living. Accordingly, local governments as third tier government are created to bring government closer to the people at the grassroots and for transformation of lives at the rural level. One of the ways of bringing government closer to the people at the grassroots is through the delivery of service in a satisfactory, timely, effective and adequate manner. They argue that the constitutional mandate of local governments in terms of "function performance" has not been translated into reality. Thus, the paper concludes and recommends that local governments must attempt to overcome the challenges that have circumvented their performance. It is only by this can they be positioned to render cutting services in a timely, effective, adequate, prompt and satisfactory manner to justify their continuous existence and huge financial allocations to them (Agba, Akwara, Idu, 2013).

Various researchers have identified four generic key characteristics that distinguish a service from a product in the marketing context, namely intangibility, inseparability, heterogeneity and perishability (Du Plessis, Rousseau & Blem, 1995; Theron et al., 2003; Woodruffe 1995). Intangibility refers to something that cannot be seen, touched or evaluated before receipt thereof. The five senses perceive only the results of a service and not the service itself. Service levels are often uncertain and

the benefits frequently unknown (Theron et al., 2003). The inseparability characteristic of services refers to the fact that, generally, the production and consumption of a service occurs concurrently (Kotler, 2003). Fisk, Brown and Bitner (1993) indicate that a customer receiving a service is directly involved in the service delivery process and may therefore influence that process. According to Kotler (2003), the heterogeneity characteristic of services reflects how the quality of services varies, depending on when and where they are provided and by whom. Perishability, the fourth service characteristic highlighted, alludes to the fact that services exist in real time, which means that they cannot be stored (Palmer, 2011). These characteristics create various challenges for service marketers and require a unique marketing approach (Boshoff & Du Plessis, 2009).

By providing basic services effectively, leveraging municipal spending to create local jobs, and facilitating local economic development (LED), rural municipalities can play a very important role in alleviating the worst forms of poverty and facilitating development in rural areas. However, it needs to be emphasized that municipalities are not solely responsible for addressing the enormous challenges of rural poverty and rural development. Indeed, the sustainability of rural municipalities themselves is dependent on overall government policy on rural areas, and the development of rural economies.

Although quality management is a very wide field of research, problems of public service quality management are not finally solved in scientific literature. Furthermore, many scientists interpret essence and substance of quality management in a different way. All it shows is that quality management methodological provisions are not fully formed. Empirical researches in individual fields of public administration service quality assessment are missing.

Lithuanian municipalities are affected by the economic recession of the country, political changes and especially public administration reform, also by changes in the fields of health care, education, social care. Most of the mentioned conditions are changing very intensively and essentially. So, staff of municipal institutions must change their activity constantly and adapt systematically to the changing environment. Strategic plans of municipalities and objectives for the carrying out of public services presented there should be the basis for formulating strategic requirements for staff.

Looking at quality in the context of public services, satisfaction of the individual with the received service is important. Quality is achieved when there are certain provided requirements which public institutions must comply with. Quality satisfying standards can be only minimal assurance of the quality. According to Gronroos (1990) service perceived by a consumer is estimated according to two main quality parameters: technical (result) and functional (process). Technical - what is supplied

to consumer, functional—how it is supplied. Measure of quality is the result of the service supply process: that which remains to the consumer when supply of service is ended and when interaction between consumer and supplier is ended. Quality usually is perceived subjectively, that's why this process is complicated, as there are no measurements which would help to determine the level of quality. Quality is good when it meets the expectations of consumer. If expectations are unrealistic, from the view of consumer, quality of the service will be bad, even if, by objective evaluation, it is good.

It is widely acknowledged that the local government sphere is critical to the country's developmental processes and delivery of services to communities. constitution mandates local authorities to ensure the provision of services to local communities in a sustainable manner. These momentous political and institutional reforms were carried out not only at national and provincial levels, but also at local level. Politically, municipalities have undergone a democratic transformation process that saw previously divided local authorities transformed into single and united municipalities. This included the introduction of policies and legislative reforms that encouraged municipalities to promote democratic participation by citizens in the way they are governed.

Also many municipalities face problems of severe lack of funds to carry out their constitutional mandates to improve the quantity and quality of basic services to citizens. These are amounts that will be required for municipalities to increase access to services and therefore deal successfully with the massive backlogs (Plummer, 2000) Initially, state financial resources had been dwindling due to reduced fiscal transfers from national government. This also had a debilitating effect on local government. At local government level, the lack of institutional and administrative capacity has meant that many municipalities are unable to deliver basic services such as electricity, water and sanitation, and refuse collection effectively, which in turn prompts many communities to refuse to pay for these services. This is in addition to the general lack of affordability among poor households. These factors have served to reduce the flows of funds to municipalities for service delivery, thus rendering their task of dealing with the backlogs in basic social services extremely difficult.

The municipalities are thus understood by the national state as the most appropriate level of governance to carry out the objectives of service delivery and local economic development. This is justified for three reasons:

1. The national state *argues* that municipalities are better positioned to know what people need, as municipalities are *allegedly* institutionally closer to communities.

2. Because the national state *argues* that municipalities institutionally closer to communities, decision making can allegedly be more participatory through the council system.
3. The national state, in light of the above, *argues* that policies can be applied more effectively at the municipal level than at the national level.

However, as was mentioned earlier, a strong case can be made that the interests and imperatives of government officials at the national, provincial and municipal levels of the state are diametrically opposed to those of the poor and the working class. The interests of capitalists and elites in government are taken by the state, at all levels, to be the interests of all. A few officials in the state may have genuinely emancipatory or egalitarian aspirations with regards to the popular classes. However, well intentioned, these aspirations are never articulated in meaningful, coherent and sustained ways because of the authoritarian and hierarchical organisation of the state. Moreover, state actions that might seem to serve the interests of the popular classes, no matter how well intentioned, are always stymied by the ruling-class bias of the state. That is, the interests of the ruling classes will always trump those of the popular classes *because* the state exists solely to protect ruling class interests.

Given the inherent class bias in the state, there cannot be a genuine unitary ‘national interest’ that is cultivated by the ruling class through the state that is ever fully accepted by the popular classes. This is reflected in policies which are created by elites who do not live in poverty or misery, are not oppressed, and have little understanding or appreciation of the day-to-day struggles poor communities face. The hierarchical structure of the state also means that policy-making cannot be democratic, and that ordinary people cannot properly participate in its structures. The implication is that the state can never give the masses what they really want.

Specifically, the claims of the democratic nature of local government should be interrogated. Most municipal officials are in fact unelected. The municipal manager, for example, remains in power regardless of the party of the incumbent mayor. All of the senior members of the municipal management are in fact part of the ruling class and have used their positions for personal gain or to push forward the agenda of their own class (for example through so called ‘tenderpreneurship’). Thus, the very structure of local government means that it cannot be democratic, nor can it be participatory (Nathan, 2013).

The effective delivery of municipal services is crucial to creating cities that work. In developing and developed countries alike, households and businesses depend on the provision of basic municipal services, including water supply, sanitation, solid waste management, district heating, and roads. These services support the economic development of municipalities. Poor levels of service,

interruptions, low coverage levels, and other problems can undermine quality of life in municipalities and erode trust in local government. Many municipalities and cities throughout the world struggle with how to provide affordable services in a financially sustainable way, to all citizens.

The Managing Municipal Service Delivery assessment is divided into four categories that cover the basic issues of service delivery that USAID Missions should consider.

- **Technical Aspects** — This section reviews several fundamental technical aspects of municipal service delivery. They include Coverage and Service Levels (how many people are served [% of population] and in what areas of the city, by type of service), Performance (is the service reliable, serving actual demands, of sufficient quality, and appropriately operated and maintained), and Capital Investment Planning (how well does the municipality and the MSP plan for future investments).
- **Financial Aspects** — Financial aspects involve Service Pricing, including the recovery of costs through tariffs, and affordability, sources of revenue (including tariff payments, bonds, and the like), Payment Collection, and Indebtedness (debt servicing).
- **Legal and Regulatory Framework and Institutional Issues** — This section reviews the Legal and Regulatory Framework for Service Provision—how the municipality provides services, what oversight and regulation of the service provision exists, and how much autonomy the service provider has to establish tariff and staffing patterns. In addition, Institutional Issues, which affect the MSP’s day-to-day operations, are reviewed, as are Human Resources and Capacity issues.
- **Community Participation and Customer Relations** — This section reviews the extent to which community members are involved in the provision of municipal services, in the form of participation by the community in the initial identification of infrastructure projects, project development, and operations. It also examines the use of willingness to pay and demand assessments, as well as social and cultural issues and community education (USAID, 2015).

1.7.1 Factors to be considered before deciding on service delivery options

Service levels. The most important factor to consider is the level [or standard] at which the service is provided. The choice of the level of a particular service is influenced by affordability as well as community needs. When municipalities make decisions about the level of services they should seriously consider the long-term viability of providing a service at that level. If a municipality provides a service at a higher level the costs to provide the service increases and so does the price that the municipality will have to charge its customers. Since municipalities rely heavily on income received from users, if the costs are too high and people are unable to pay, the municipality will lose money and as will not be able to continue to provide the service. The following table lists the different service levels for the most important services:

Table 1: Service Levels

Service Type	Level 1 Basic	Level 2 Intermediate	Level 3 Full
Water	Communal standpipes	Yard taps, yard tanks	In house water
Sanitation	(Sewagecollection/disposal	VIP Latrine Septic tanks	Full water borne
Electricity	5-8 Amp or non-grid electricity	20 Amps	60 Amps
Roads	Graded	Gravel	Paved/tarred & kerbs
Stormwater drainage	Earth lined open channel	Open channel lined	Piped systems
Solid Waste disposal	Communal (Residents)	Communal (Contractors)	Kerbside

Source: Municipal Service Delivery, 2016

1.7.2. Improving ethics in public service

Answers to the question ‘how to guarantee ethical public service can be found in Estonian and Lithuanian surveys. Methods proposed by Estonian respondents also indicate their attitudes to ethics

culture in organizations, situations in the public sector and society in general. The solutions proposed for Estonian public service would be ethical leadership and an improvement of political and administrative culture. Such proposed methods indicate a weakness in the external conditions of ethics infrastructure (OECD, 1998). The redrafting of existing laws was estimated as a better possibility for improvement than establishing independent ethics commissions for counseling.

II. RESEARCH METHODOLOGY

This chapter describes the research methodology and strategy that is used in order to attain the research objectives. Section 2.2 gives the description of the methodology, and the proceeding section expounds on the research strategy, a comparative case study analysis is used. Finally, the research materials employed in the research are outlined.

2.2 Research methodology

The qualitative research method is used which is a type of scientific research that examines and make note of small cues in order to decide how to behave, as well as to make sense of the context and build larger knowledge claims about the culture Tracy (2013). Qualitative research method will enable me to gain insight into the issues of unethical behaviour in Riga and Vilnius.

2.3 Research strategy

The research strategies chosen for this study is the comparative case study analysis. In view of this research work, the aim is to adopt single research methodology which Alan and Emma (2011) have reported that consists of either qualitative or quantitative in nature, and that each can be explored in a particular research work accordingly. The study will adopt qualitative technique. This is the research technique that is used to collect data through interviews and it generates words, rather than numbers, as data for analysis (Saunders et al, 2009).

The interviews involved will be systematically carried out in the light of both qualitative research method in such a way that it will be perfectly suitable for this study so as to ensure adequate access to information on the ethical issues in service delivery in Lithuania and Latvia. Nonetheless, this research approach will help in generating insights and understand opinions from municipal employees' perception, policy maker and behaviours principle of the phenomenon through the comparison of the ethical and moral performances of municipal officials (Pat, and Melanie, 2010).

2.4. Case study selection

Riga and Vilnius were selected for this research due to the historical similarities from the soviet era to their present involvement in the European Union. The experience of the soviet imperial regime characterized by autocratic and rigid rules was culminated in concentration of all public services in Moscow. This means that the code of conduct or ethics were the discretion of Moscow. After the independence of Latvia and Lithuania as a result of the collapse of the Soviet Union, both countries have joined the European Union which heels to democratic values and rule of law. As members of the Baltic countries, Lithuania and Latvia maintains close ties which may lead to having certain practices in common. Their young democracy and steadily development of the public service is one of the key motivations for the comparison.

Research material. The issue of effects of unethical practices in public service delivery in Riga and Vilnius is the main research object that has been studied in this research to realize the objectives. A research object is defined by Verschuuren and Doorewaard (2005) as the phenomenon that will be studied by the researcher and about which statements will be made as a result of a research project. This section describes which sources of information were used starting with the internet, followed by the literature, then the documents and ends with a description of the interviews.

Internet. The internet has been frequently used in the explorative phase of this research especially during the selection process of regions. The first information of the cities and has been retrieved from the websites of the respective countries. Furthermore, the websites of the two selected cities have been used as one of the main exploration sources for the analysis of the contextualization of this research.

Literature. Basically two branches of literature have been used. Scientific articles and empirical studies of unethical practices in the public service delivery in general.

Documents. Besides the main objects of research, other policy plans and documents have been studied as well. Policy plans and documents which were indicated by respondents which play a tangible role in ensuring ethical behavior were studied.

2.5 Theoretical background of research

This work focuses on providing an overview of the researcher's research method on ethical values as tools for effective local government administration in Riga and Vilnius. It proceeds to describe the selected research approach. Furthermore, issues surrounding the chosen research methodology of epistemological bootstrapping to provide robust foothold on the approach case

study investigation and thereby remove the often levelled criticism of case study being ‘‘little more than common sense story telling’’.

To achieve the objectives of this study the adopted methodology must be justified. This segment gives details of the selected topic and explains how the research question was propounded in conformity with the objectives. The segment also contains other discussions such as the population of the study, sample size, sampling technique, and research instrument, procedure for data collection.

Limitations of the study are also made explicit together with the need to pay attention to key ethical issues within the research process. The segment concludes with a summary of the author’s contribution to the existing body of knowledge in the research area.

2.6 Research Approaches

Since this research work contains a series of research questions and sub-questions the collection of data will as such be explored through semi- structured in-depth interview. Equally, the study also required the researcher to analyse, generalise and juxtapose the measuring of the finding fact; therefore, inductive approach will be in better position for this study, (Saunders et al, 2009). This has been reiterated by Remenyi, et al, (1998) that, to really capture a phenomenon, the approach through inductive means that goes with qualitative method is quite good to adopt in exploration. Even to Saunders et al (2009) inductive and deductive research approach can be explored in particular study and this work has been set forth as such.

As for the setting of this research work being a case study based one, it will consider the use of case study that involves the semi-structured collection of data from a sizeable population and this will help to investigate particular phenomenon within its real- life context. This can be achieved through the use of questionnaires for the collection of data. The advantage of case study is also to fully clarify the unknown situation, especially, where the researcher has little control over the events. Similarly, it has reported that it has being recommended to implement questions to be answered from the ‘how and why’ style in this type of situation (Yin, 2009).

Qualitative Method. Ahuja (2006) maintained that qualitative researchers have the ultimate choice of picking the kind of people to be included in their study. He also maintained that they employ sampling non-probability sampling such as snowball, accidental or purposive. It often involves using observation and / or diary methods. Richards (2005) defined the method ‘as a spectrum of interpretive techniques that seek to describe, decode, translate and otherwise come to terms with the meaning, not the frequency of certain more or less naturally occurring phenomenon in the social world’. Ahuja

(2006: 40) also defined it as one that presents non – quantitative type of analysis. On the one hand, he also believed that it also describes reality as experienced by the groups, communities, individuals, etc. while Straus et al (1966) on the other hand, defined it as ‘any kind of research that produces findings not arrived at by any statistical or any other form of quantification’. He sees it as an exploratory tool concerned with providing understanding. While this means that each result obtained with its use is different and peculiar to each researcher that uses it, it is also the same reason why its critics could not comprehend the reason why same research in the same field with the same topic using same tools but different researchers should yield different results just as a result of slight difference in their circumstances and possibly, levels of their experience. However, the main benefit of this type of technique is that it provides an opportunity to gain more insight into the reason for certain kinds of behavior being analyzed which is very important to provide solutions to problems.

Its demerits include the fact that this technique does not:

- a. Identify and consider small differences in research works;
- b. Provide samples that are representative of the targeted population of the research.

2.7 Interview method

This method was used to extract responses to questions provided, but which are vital to the research. Personal structured and unstructured interviews were conducted with the senior officials of the municipals in the area of ethics and service delivery in public service.

Secondary Sources of Information. Saunders et al (2003) noted that there are several different data collection methods that can be used in public research, but the choice more often than not varies according to the nature and scope of the research, chosen topic, the research paradigm, the type of data, the amount of control the researcher is prepared to exert in gathering data and the assumptions he or she is prepared to make in analyzing data collected.

When considering the public service studies, secondary data analysis is of increasing interest to researchers. Secondary data as referred to initially possibility of the directly collected of data from the sources which already entail either quantitative or qualitative data that has answer some research questions through the used either descriptive and explanatory research methods (Allan and Emma 2007).

This study relies heavily on the documentary secondary data because it will play a prominent role by providing the main sources to address the objective through the analyses of the quantitative or qualitative data, and also help to triangulate findings based on written document and primary data collection (Mark et al, 2009)

The use of secondary data is to solve design problem of the research through critical depiction of different information that will explore general clue of the finding. This includes both the raw data and published materials, which comprise written documents that include: minutes of meeting, diaries, reports of shareholders and also contain journal, books, magazines articles, web sources and newspapers, (Mark et al, 2009)

The secondary data also includes non- written materials such as voice, picture, drawings, television and film. Its main advantages is create heavily saving of sources, remain quality sound and reliable, it save time and money, similarly it useful to help triangulation to discovered fact through interviews and questionnaires. It also used to justify the report of primary data because of the usual constraints in time and lack of accurate figure and fact of information due to the privacy policies of many firms and banks (Fisher, 2010). The theoretical approach of secondary data was explored in order to blends inputs from different disciplines relevant to understand and deal with the subject matter of this study.

2.8. Ethical Issues Relating to this Research Work

- i. Since the nature of this particular research topic is about public service and ethics that relies heavily on the people for access that will enable us create sufficient scope to answer fully research question in order to achieve the motive of objective that guides our research work, this make it inevitably to adopt and governed by the range of ethical design method;
- ii. Nowadays, the concern of people for accessibility and ethicality of the research practice are referred to as the critical aspects that determine the success of the research projects, (Oliver, 2009)

Limitations faced by this Research Work. The methodological approaches propose to get an accurate data that is capable of providing information. However, getting a clear instinct of people opinions is not ease to discover. This method does not represent the selected sampling of the target population (Golfshani, 2003).

The bulk of the data gathered were secondary reports from the existing literature so as to establish understanding of the different strategies employed.

Similarly, it can also encounter a limitation of the challenges of getting across to the municipal officials in order to extract any useful information for the research work. This has been classified as a confidential documentation, that it very difficult to access. Also the use other materials such as journals, media and films can only be accessible through subscription, permission from operators. Even the limit time to this work also contributed to constraints.

TABLE 2: Sex Distribution of Interviewees

Sex	Frequency
Male	7
Female	3
Total	10

Source: Field survey, April, 2016

According to table 1, the male interviewees used for the study accounted for 7 while the female interviewees were 3. This shows that majority of the respondents interviewed are male.

III. EMPIRICAL DATA AND ANALYSIS OF ETHICAL VALUES FOR EFFECTIVE LOCAL GOVERNMENT

This chapter focuses on the analysis of data collected from the field using the interview. The data is presented using frequency distribution tables. At the end of the analysis, relevant inferences were made from the analysis. This interview was carried out between 18th and 22th April, 2016, in Riga and Vilnius.

Table 3 Interview based on Municipal area

Area	Frequency
Riga	5
Latvia	5
Total	10

TABLE 4: Working Experience of the Interviewees

Variable (yrs)	Frequency
1-5 years	3
6-10 years	2

11 – 15 years	4
16 – 20	1
21 and above	0
Total	10

Source: Field survey, April, 2016

According to table 2 the experience of the informant and experts shows that most of them are experienced. 2 of them had between 6-10 years of experience, 4 of them had between 11-15 years of experience, 1 of them had 16-20 years of experience and 3 of them had 1-5 years of experience. This implies that majority of the interviewees are experts and versed in their job with regards to ethical issues and service delivery.

Table 5: Department of Interviewees

Variable	Number
Community Development	2
Health	3
Education	1
Public Utilities	2
Administration	2
Total	10

Source: Field survey, April, 2016

Experts were selected from different departments of the municipals in Riga and Vilnius. The departments include health, education, public utilities and administration. The variation of the selection is shown in table 3 above.

3.2 Causes of unethical practices in Riga and Vilnius Municipals

All possible causes of unethical behaviour listed by interviewees were captured, coded, and summarized as shown below. The interviewees' perceptions of the causes of unethical behaviour in Riga and Vilnius were content analyzed. The categorization shows a list of possible causes of unethical behaviour which can hinder service delivery at the municipals. Most of these causes are based on possible motivations and inducement for public officers in the discharge of their duties, and they are different based on individual to individual.

Table 6. Causes of unethical practices

Category	Statement
Economic cause	The study found out that most of the unethical practices are caused by economic related issues. The trend in Riga is similar to the one in Vilnius, as all experts interviewed indicated an overwhelming opinion on this matter.
Socio-Cultural causes	The interviewees are of the unanimous view that one' cultural background influences the way one thinks and behaves, irrespective of set standard of any local government. According to them, people of Europe perceive ethical issues more differently compare to those from other background. This goes a long way in determining the way an employee carry out his duty.
Lack of training and development	When there is lack of motivation on the part of municipal officials, there is no willingness to work. The level of commitment will be reduced and poor service delivery will be the order of the day. Training and development is another major factor that induces the behaviour of municipal officials. When officials are trained well, it leads to improvement in their performance.
Political causes	Furthermore, the prevailing political circumstances can also be a big cause of unethical behaviour which affects service delivery at the municipals. This is also related to those in

	authority and the steps taken by them. They relate to actions and in-action on the part of those who are in authority.
Leadership-based causes	Weak leadership is one of the causes of unethical behaviour. It also includes corrupt leadership, undisciplined leadership, and lack of accountability by leaders.
Value system	Value system is another factor that determines the level of ethical behaviour. These include attitude of municipal officials to gross unfaithfulness, dishonesty and laziness, lack of commitment to organization and nation and lack of trust.
Lack of defined ethical standard	Majority of the interviewees from Vilnius are of the view that there is need for every local government to have a defined ethical standard so as to guide the activities of the employees of local government. However, experts from Riga believed that their local government has an ethical standard expected of all employees, and whoever fails do so deliberately. They both recommend that ethical standards of local government should be reviewed on regular basis.

Table 7. IMPACT OF ETHICAL VALUE

Category	Statement
Effect of ethical problem on municipal service delivery on productivity	Majority of the interviewees believed that ethical problem affect productivity and service delivery.
Effect of unethical practices on service delivery as a result of decision taken during ethical dilemma	The specific effects of ethical problems as opined by interviewees include poor service delivery, delay of service rendering and unethical behaviours. Unethical practice poses challenge to service delivery. They also

	noted that unethical practices reduce the quality of service delivery.
Ethical dilemma has been experienced in the course of doing their job	R1,R2,R4,V1,V2,V3,V4 (2016). Noted that ethical dilemma has been experienced in the course of doing their jobs. It was also noted that there has been damage to service as a result of decision taken during ethical dilemma.
Bribery and corruption as common unethical practices	The common unethical practices as noted by the interviewees include bribery and corruption. They explained further that bribery and corruption could be as small as a compromise in the line of duty. This, they described as the commonest form of unethical practices in Nigeria.
Unethical practice is a major hindrance to effective service delivery	Finally, interviewees opined that unethical practice is a major hindrance to effective service delivery in Riga and Vilnius.

Table 8. MUNICIPAL EFFORTS & GOVERNMENT ROLES AT CURBING UNETHICAL PRACTICES

Category	Statement
Local government has taken several steps to abate the problems of low ethical value in the municipals	Officials from Vilnius opined that government has taken several steps to forestall and abate the problems of low ethical value in the municipals. These include induction for new employees of the municipal, upholding of high moral standard, which is known to all employees, performance evaluation, ethics and accountability in service delivery. Interviewees from Riga have somehow different opinion. They noted that employees of their

	<p>local government are constantly trained and retrained with punitive, measure for offenders. This way, government is dealing with ethical issues.</p>
<p>Local government has partnered with major non-governmental organizations to increase awareness about the proper conduct of public officials</p>	<p>The interviewees opined that government has partnered with major non-governmental organizations to increase awareness about the proper conduct of public officials, and what the public should expect when services are rendered to them. One can therefore infer that there is a significant relationship between unethical practices and service delivery in local government administration in Riga, Latvia and Vilnius, Lithuania.</p>

IV. DISCUSSION OF FINDINGS

4.1 Brief description of Vilnius and Riga municipality

Latvia is a small open economy with a population of around 2 million that has made significant progress in catching-up to the income levels of the more advanced economies over the past twenty years (OECD, 2015). Riga, the capital city of the Republic of Latvia is located in the central part of Latvia on the south coast of the Gulf of Riga, on both riversides of Daugava. The city is the geographic center of the Baltic region countries. As of 2014, there were 701997 people living in the City (Riga City Council City Development Department, 2015).

After re-gaining its independence in 1991, Latvia joined the WTO in 1999, the European Union (EU) in 2004 and most recently the euro area in January 2014. Coupled with the collapse of the Soviet Union, Latvia began to rebuild her public services based on Western models. Accession to the EU has required that public service entities in Latvia function according to administrative capacity criteria set by the EU. Nevertheless, besides the formal functioning mechanisms, laws and procedures, there are ethical issues to be explored.

Vilnius municipality. Vilnius is the capital of Lithuania and its largest city, with a population of 542,664 as of 2015. Vilnius is located in the southeast part of Lithuania lies 312 km (194 mi) from the Baltic Sea and Klaipėda, the chief Lithuanian seaport and is the second largest city in the Baltic States. The current area of Vilnius is 402 square kilometers (155 sq. mi). Buildings occupy 29.1% of the city; green spaces occupy 68.8%; and waters occupy 2.1% Vilnius is the seat of the main government institutions of Lithuania as well as of the Vilnius District Municipality. In 2009, Vilnius was the European Capital of Culture, together with the Austrian city of Linz which shows the attractiveness of the city. The state of the public sector of Lithuania is similar to that of the Latvia due to the common historical account of the imperial administration from the Soviet era. However, both states have different public administration traditions. Lithuania follows the French model with emphasis on fulfilment of state functions, while Latvia leans more to the Swedish model with emphasis on provision of public services.

4.2 Discussion of findings

The finding indicates that there is a significant relationship between unethical practices and service delivery in local government administration in Riga, Latvia and Vilnius, Lithuania. This finding is in tandem with the Ogundele, Hassan and Okafor (2009) where it was reported that the path

to real service delivery and national development rests in the restoration of moral values in municipalities which will provide foundation for moral health. In addition, Omisore (2015) also reported that work ethics influence performance and service delivery in organizations. It was observed that simple rules and regulations that could enhance good ethics and efficiency in the public service delivery are generally ignored in addition to the absence of coordinated and harmonized roles, responsibilities and activities among institutions responsible for public service ethics.

Municipals in Riga and Vilnius have low level of unethical practices and ethical dilemma as observed by the respondents. This enhances service delivery in the two municipalities observed. It was also observed that working conditions are responsible for unethical standards and practices in some instances recorded in the past. But with improved working conditions, ethics improved over time.

4.2.1 Economic causes for unethical practices in public service delivery

Public servants engage in unethical practices in their daily work through engaging in bribery and corruption, where officers ask for motivation before a legitimate service is rendered to citizens. The reason for such engagement may stem from the fact that, public servants in Lithuania and Latvia are not enumerated as compared to their western European counterparts. This basically lingers in their mind, which makes them to lose their ethical standard thereby engaging in Bribery and corruption which eventually affect effective public service delivery to the citizens.

The results indicate that the economic causes for unethical practices in public service delivery are similar in Latvia and Vilnius. The respondents in both cities agreed to the fact that economic causes of unethical behavior in public services affect effective public service delivery.

4.2.2 Socio-cultural causes of unethical practices

The soviet imperialism and autocratic nature of the public service had a strong impact on the norms and beliefs of public service officers. Historical backgrounds and the geographical locations are similar, as far as socio-cultural causes of unethical practices in the public service are concerned. From the findings, the biggest challenge facing the development of ethical standards in public service was found to be the historical involvement of Latvia and Lithuania in the soviet public administration where everything was centralized in Moscow. The culture of getting things done by the Soviet government which were inculcated in the people have had a strong impact on adopting democratic values in effective service delivery as most respondents indicated since their accession into the European Union.

This confirms the theory of cultural relativism, where each person's culture by which the action of the person is measured. Hence there is always the argument of cultural differences as being positive or negative unethical behavior of public officers. It is therefore, important that public officials are enlightened in such a multi-cultural situation to instigate a common behavior in all public services. The Household individual finds himself formulate the principles governing good and bad behavior. This is best learnt from childhood and socio-cultural environment one finds oneself, hence the saying ethics begin at home and it's culturally shaped.

4.2.3 Lack of training and development

When public official are not given opportunity to attend training and develop themselves in effective public service delivery, it affects their sense of ethical behavior in such act. The accession of Latvia and Lithuania to EU where public administrators must follow the principle of good governance in the public administration which is one of the rights enshrined in the treaty of the function of the EU (Right to good Administration).

4.2.4 Political causes

Political causes of unethical practice are one of the major challenges in affect effective service delivery in public service, because they are the agents that formulate policies to guide the public service officials in the delivery of services. The conduct of the ruling government goes the long way in affecting the public service delivery when policies concerning ethical behavior are not in place that is when principle, checks as well as punishment are not instituted to check public officials in delivery of public services.

The respondent affirms to this notion in general and indicated that good measures put in the place by the European Commission serves as monitory tools which compel political leaders to adhere the right of citizens for good administration policy. Leadership-based causes have a common link with political causes of unethical behavior, because weak leadership will result in ineffective checks on public officials, hence poor service delivery.

4.2.5 Value system

Codes of ethics reinforce the idea that public office-holders must adhere to higher standards of conduct than others in society. They increase the legitimacy of public administration by extolling democratic values and public service as public trust. A well written and well implemented code of ethics/code of conduct is a useful tool that clarifies the values and standards of official behavior. In

most cases, the code restates and elaborates the values and principles already embodied in legislation. Latvia and Lithuania were found to have a low civil service ethos or no shared values. The respondents from both Riga and Vilnius answers indicated a concern about securing core public service values in a decentralized and open civil service system, where people can move freely between the private and public sectors. And that “a great turnover of staff in the civil service, especially at central level impedes the development of a coherent set of values for the civil service.”

4.2.6 Lack of defined ethical standard

When there are no ethical standards to guide the activities of public officials in the discharge of their duties, there is the great tendency that the effectiveness of the system will be affected. However, the formulation of ethical standards to guide public officials is very important to ensure that public service is delivered according to the set standard. Response from the respondents Indicated that there are defined ethical standard set up to guide the activities of public service system. An Expert respondent from the Vilnius Public service department indicated that there are more than 20 codes of ethics in Vilnius. Also in Riga, most public institutions at the state level have codes of ethics guides the discharge of duties of public officials. Over 100 institutions in Riga have code or declaration of ethics and several other state institutions have prepared the role of ethical behavior in their internal regulations.

4.3 Impact of ethical value public service delivery

Generally, the absence of ethical values or code of ethics I the public service system, could impact negatively on effective service delivery. This may affect the effectiveness and efficiency in of the public officials which may in the long round affect productivity. It was clear from the responses given by the respondents that ethical problems in public service system could lead to deal in rendering services and possess a huge challenge to effective service delivery. Quality of service delivery is thereby reduced. This phenomenon occurs as a result of decision taken during ethical dilemma as most of the respondent agreed that, they have experienced this kind of dilemma in their work.

The local government has been taking several measures to improve low ethical values in Riga and Vilnius Municipalities as reported by the respondents. Also, attempt is being made to partner NGOs and other interest group to stimulate good ethical values in the daily work of public officials. Expert response from Riga affirms the fact that there should be training of public officials with low ethical values, which most public institutions are currently embarking on. This is an indicative of the fact the there is a strong linkage between ethical values and service delivery, since people expect good services from their taxes paid to the government. It bestows on public officials then to have:

- Respect for the citizens and the state
- Fairness
- Interestedness
- Impartiality
- Moral propriety
- Responsibility
- Transparency
- Exemplariness

Ethical conduct and ethics are not necessarily the main variables influencing service delivery. However, some ethical concepts are likely to impact significantly on service delivery, especially when augmented by other aspects that may lead to a cumulative effect. For example, undesirable ethical conduct in addition to other inadequacies such as lack of resources and infrastructure could become significant elements towards poor service delivery. Furthermore, notwithstanding its probable contribution to poor service delivery, the actions of public institutions and the conduct of public service managers should conform to specific ethical norms – even if it is merely seen as an aspect inherent to the leadership and mentor role that the public sector should play as an extension of the ethical and moral code exerted by the government of the day. Current and future demands on government departments will guide the type of ethical behaviour and professional competencies required.

The public service manager should be sensitive to these needs and should respect and comply with essential management principles such as accepting diversity, upholding ethics and values, balancing work and personal needs, being flexible and able to adapt, and eschewing corruption. From the above, it can be established that, there should be multitude of policies, strategies and programmes directed at the rendering effective public services to the citizens either by enhancing the ethics in public corporations or punishing perpetrators (officials with low ethical values) to deter others.

CONCLUSIONS

Given the nature of the local government in European society in terms of geographical factors, Takaya (1989) observed that the indirect politicization of the public service has the unintended effect of exposing career bureaucrats (and other public servants) to tremendous pressures, a good deal of which usually result in such negative outputs and unethical behavior such as, ethical dilemma, sectionalism, nepotism, or even outright disloyalty at times. In the face of widespread unaccountability (which bureaucratic rules ought to address), pervasive unethical conduct and corrupt practices, the entrenchment of sound ethical practices must underscore development initiative/efforts, if municipalities must get it right, especially in the 21st century (Ibietan and Joshua, 2013).

However, the interviews conducted, prove that the extent of unethical value in both Riga and Vilnius is on a higher side, which is really affecting efficient delivery of efficient municipal services at the local government at both Riga and Vilnius, because all of the officials interviewed attest to the fact that, unethical behavior is really rampant and this occurs because:

The Municipal officials are not being paid well, which make them engage in bribery and corruption activities to enable them meet their living cost.

The politicians get so much involved in the activities of the municipalities in these cities, thereby affecting their ability to provide effective and efficient service to inhabitant. Also, due to their interference, in some case the right caliber of officials is not assigned to the right position which affects effective delivery of services.

Lack of enforcement of ethical codes in the activities of the municipality too is a major challenge to the delivery of effective and efficient delivery of services.

It was also realized that the value system of both cities has been seriously affected due to the Russian imperialism hence affecting their attitude towards efficient delivery of duties, hence affecting effective delivery of services at the local government level.

It can therefore be concluded that due unethical behavior is higher in the two cities, which has affected effective delivery of services, but the implementation of ethical tools in local government system through education could improve municipal service delivery greatly.

RECOMMENDATIONS

The Municipalities have to put in place measures to prevent undue interference in appointments, postings and promotions of officials to ensure that the right caliber of people is assigned to the appropriate position.

The municipalities must be autonomy that is devoid of any political interference to enable them discharge their agenda. This can be done by electing the head of the Municipality by the inhabitant instead of being appointed by a government.

The municipalities must educate its staff on the ethic codes of the municipality and the sanction thereof applied to the letter to desist people from engaging in unethical activities. This can be done through the naming and shaming of people who engage in such unethical activities and also rewards those who exhibit ethical standards in the office.

The Municipalities must reduce payment of municipal service by cash, by putting in system that will enable the inhabitants to pay service rendered by the through credit or debit cards.

The Riga and Vilnius Municipalities must engage in moral campaign to inform the public of the essence of living an ethical life and the consequence thereof, if you live a contrary life.

The Government Riga and Vilnius municipal must reduce much of the human contact activities in the provision of municipal services, which leads to unethical activities and put in systems that will allow inhabitants to access municipal services through non-human system.

Ethic is a socio-cultural issue and the Riga and Vilnius Municipality must inculcate in its educational curriculum at an early age, so that the children can learn it. Because, of the change in someone's attitude or character in a society it is more prudent to start at an early age.

REFERENCES

1. Adegoroye, G. (2010). *Reflections on ethical dilemmas, ethical dilemmas in the public service*. Ottawa: CAPAM
2. Ajayi, K. and Adeniji, A. (2009). Pursuing discipline and ethical issues in tertiary institutions in Nigeria. *An International Multi-Disciplinary Journal*, 3 (1), 284-300
3. Akhakpe, I. (2001). Bureaucratic Corruption in Nigeria. In Olojede I.A and Fajonyomi, S.O. (eds). *Ethics and Public Accountability in Nigeria*. Lagos. A-Triad Associates Educational Publishers and Printers.
4. AL-Fayez, Nayef; Jordan Framework For Good Governance in the Pharmaceutical Sector (2007) <http://apps.who.int/medicinedocs/documents/s17057e/s17057e.pdf>
5. Ananda-Das, G. (1995). Economic Management and Ethics: The Vedantic Answer. *Indian Journal of Public Administration*. XLI(3), July-September.
6. Anello, E (2006). *Ethical infrastructure for good governance in the public pharmaceutical sector*. Geneva: WHO Press
7. Asobie, A. (2001). Ethics and University Administration in Olojede I.A and Fajonyomi S.O. (eds). *Ethics and Public Accountability in Nigeria*. Lagos: A-Triad Associates Educational Publishers and Printers.
8. Asok, M. (1995). Ethics in Governance: The Indian Perspective in *Indian Journal of Public Administration*. XLI(3), July-September.
9. Ayanda, D.O. (2012). Corruption Definition, Theories and Concepts. *Arabian Journal of Business and Management Review (OMAN Chapter)* 2 (4): 37-45.
10. Ayida, A. (1987). *Reflection on Nigerian Development*. Ibadan: Heinemann Educational Book (Nig.) Ltd.
11. Badaracco, J & Webb, A (1995). 'Business ethics: A view from the trenches', *California Management Review*, vol. 37, pp. 8-30.
12. Barrows, D. (2003). Trends in Public Administration in *Contemporary Administrative Systems*. Vancouver, BC: The Commonwealth Learning
13. Beetseh, K and Kohol, B. (2013). Challenges of Ethics and Accountability in Nigeria Civil Service: Implication for Counseling, *IOSR Journal of Humanities and Social Science*. 9(2): 18-23
14. Birkinshaw, P. (1993). Ethics in Public Life in U.K. *The Indian Journal of Public Administration*. XLI(3), July-September.
15. Bowman, J.S. (2000). Towards a professional ethos: from regulatory to reflective codes. *International Review of Administrative Sciences*, 66, 673-687.
16. Briggs B.R (2007). Problems of recruitment in civil service: Case of the Nigerian civil service. *African Journal of Business Management*, 1(6),142 - 153.
17. Chapman R. (1993), Ethics in Public Service. In *Ethics in Public Service* (Ed. Chapman R.). Edinburgh: Edinburgh University Press, 155-171

18. Commonwealth Association for Public Administration and Management (CAPAM) (2010). *Ethical dilemmas in the public service*. Ottawa: CAPAM
19. Cranston, N, Ehrich, L & Kimber, M (2002). Ethics, ethical dilemmas and good government, *The Public Interest*, December, pp. 22-25.
20. Davulis, G. 2007. Local Taxes in Lithuania in the Context of Integration into the European Union, *Social Research*, 1(9): 65–72.
21. Davulis, G. 2008. *Local taxes in countries of the European Union, International Marketing and Business in the CEE Markes*. 1st International Scientific Conference-Katowice-Conference proceeding [electronic version]
22. Dawson, A.J. (1994). Professional Codes of Practice and Ethical Conduct. *Journal of Applied Philosophy*, 11, 2, 145-153.
23. Edwards. G. (2001). ‘Ethics in practice’, *Canberra Bulletin of Public Administration*, vol. 102, December, pp. 11-17.
24. Freakley, M & Burgh, G. (2000). *Engaging with ethics: Ethical inquiry for teachers*, Social Science Press, Australia.
25. Gailis M. (1997). *Varas Tehnologija*. Jumava.
26. Guenter, H., Stefanie T., and Cia, S. (2007). *A Leadership Approach to Achieving Change in the Public Sector: The Case of Madagascar*. World Bank Institute. Washington, D.C.
27. Gundu, G. (2010). Reflections on public service dilemmas: Nigeria’s experiences, in *ethical dilemmas in the public service*. Ottawa: CAPAM
28. Hart D.K. (2001). A Dream of What We Could be: the Founding Values, the Oath, and Homo Vvirtutis. In *Handbook of Administrative Ethics*. (Ed. T.Cooper). New York: Marcel Dekker, 207-226.
29. Kobia, M. (2010). Reflections on ethical dilemmas in the implementation of a new performance appraisal system (Pas) in the public service, the Kenyan Case, in *Ethical dilemmas in the public service*. Ottawa: CAPAM
30. Koranteng, R. (2010). Issues of ethics and professional values, in *ethical dilemmas in the public service*. Ottawa: CAPAM
31. Krupavicius A., (2007). Politikos ir valstybes tarnybos saveika. *Valstybes tarnyba Lietuvoje: praeitis ir dabartis*. (Sud. Masiulis K., Krupavicius A.). Vilnius: Akritis, 305-341.
32. Law on Disciplinary Liability of Civil Servants. Latvia. 11 May, 2006. <http://www.likumi.lv/doc.php?id=136110&mode=DOC>

33. Law on Prevention Corruption. Latvia. 21 December 1995. <http://www.ttc.lv/?id=59>
34. Law on Prevention of Conflict of Interest in Activities of Public Officials. Latvia. 25 April 2002. <http://www.ttc.lv/?id=59>
35. *Lõhmus, M. & Tõnisson, I. (2006). Capital City Management in Estonia, Latvia and Lithuania After Restoring Their Independence. Halduskultuur,7, 50-77*
36. Loskutovs A. (Ethics, Integrity and Accountability in Public Sector: Practise and Lessons Learned in Latvia. <http://unpan1.un.org/intradoc/groups/public/documents/UN/UNPAN025124.PDF>
37. Malan F, & Smit, B. (2001). *Ethics and Leadership*. Landsdown: Juta
38. Masiulis K. (2007). Valstybes tarnybos vaidmuo ir funkcijos. *Valstybes tarnyba Lietuvoje: praeitis ir dabartis*. (Sud. Masiulis K., Krupavicius A.). Vilnius: Akritis, 117-144.
39. Menyah, D. (2010). Ethics, ethical dilemmas and the public service, in *ethical dilemmas in the public service*. Ottawa: CAPAM
40. Minkevicius A., Ivanauskiene A. (2007). Valstybes tarnybos reforma. *Valstybes tarnyba Lietuvoje: praeitis ir dabartis*. (Sud. Masiulis K., Krupavicius A.) Vilnius: Akritis, 58-96.
41. Mishra, R. K. (2007). Enhancing the Quality of Public Administration Education: the Case of India cited in Excellence and Leadership in the Public Sector: The role of education and training, paper prepared for the Seventh Global Forum on Reinventing Government (26-29 June 2007) Vienna, Austria
42. Mollo, S. (2010). Reflections on ethical dilemmas: a South African perspective, in *ethical dilemmas in the public service*. Ottawa: CAPAM
43. Mothusi, B. (2010). Clash between religious values and regulations governing the conduct of public organizations, in *Ethical dilemmas in the public service*. Ottawa: CAPAM
44. Newton K., Norris P. (2000). *Confidence in public institutions: faith, culture, or performance? Disaffected Democracies* (Pharr S.J., Putnam R.D.). Princeton, New Jersey: Princeton University press.
45. OECD (1998). *Principles for Managing Ethics in the Public Service*, PUMA Policy Brief No. 4.
46. OECD (2013). *Public Service Training Systems in OECD Countries*. SIGMA Papers: No.16
47. Ogundele, O. J., Hassan, A.R. and Okafor, E. E. (2009). Strategies for restoration of moral health in Nigeria organizations: A path to national development. *J Soc Sci*, 18(2): 103-111

48. Ogunji, J. A. (2014). The African higher education condition and the unethical practices nexus. *Universal Journal of Education and General Studies*, 3(2), 013-017
49. Omisore, B. O. & Oyende A. A (2015). Work Ethics, Values, Attitudes and Performance in the Nigerian Public Service: Issues, Challenges and the Way Forward. *Journal of Public Administration and Governance*, 5(1)
50. Oyewobi, L. O., Ganiyu, B. O., Oke, A. A. Ola-Awo, A. W. & Shittu, A. A. (2010). Determinants of unethical performance in Nigerian construction industry. *Journal of Sustainable Development*, 4(4), 175-182
51. Palidauskaite J. (2005), Codes of Ethics in Transitional Democracies: a Comparative Perspective. *Public Integrity*. vol.8. no.1, 35-48.
52. Palidauskaite, J, Pevkur, A., Reinholde, I. (2007). A Comparative Approach towards Public Service Ethics in Estonia, Latvia and Lithuania. Paper presented at EGPA annual conference in Madrid
53. Palidauskaite, J. (2006), *Value profile of Lithuanian Public Service*. Paper presented in EGPA conference, Milan.
54. Perry, D.L. (2000) *Ethics in Public Service*. Markkula Centre for Applied Ethics. Workshop conducted for Leadership Santa Clara.
55. Plant J.F. (1998), Using Codes of Ethics in Teaching Public Administration. In *Teaching Ethics and Values in Public Administration Programs. Innovations, Strategies, and Issues*.(Ed. J.Bowman, D.Menzel). Albany: State university of New York Press, 161-177.
56. Plant J.F. (2001), Codes of Ethics. In *Handbook of Administrative Ethics*. (Ed. T.Cooper). New York: Marcel Dekker, 309-333.
57. Preston, N & Samford. C with C. Connors (2002). Encouraging ethics and challenging corruption, The Federation Press, Sydney.
58. Revised Law on the Compatibility of Public and Private Interests in the Public Service. Lithuania. 14 February 2000.
59. Robbins, S.P. (1988). *Management- Concepts and Applications*. New Jersey, Prentice- Hall International, Englewood Cliffs.
60. Rohr, J.A. (1978). *Ethics for Bureaucrats*. New York: Dekker.
61. Saarniit, L. (2005), A Public Service Code of Ethics Applied in a Transitional Settings. The Case of Estonia. *Public Integrity*, vol 8, no 1, 49-63.

62. Salminen A., Moilanen T. Comparative Study On The Public-Service Ethics Of The EU Member States. Summary. (2006), Human Resource Working Group. http://www.vm.fi/vm/en/04_publications_and_documents/01_publications/08_other_publications/Comparative_Study_On_The_Public_Service_Ethics_Of_The_Eu_Member_States.pdf;jsessionid=ccdbcmpjeabl
63. Samier, E. (2005), Toward A Weberian Public Administration: The Infinite Web History, Values, And Authority In Administrative Mentalities. *Halduskultuur*. Tallinna Tehnikaülikool, Humanitaar- Ja Sotsiaalteaduste Instituut, Pp 60-93.
64. Seimas Ombudsmen Of The Republic Of Lithuania. Annual Report Of 2005. P.5. <http://www.lrski.lt/files/206.pdf> (last accessed 19.04.2007.)
65. Simeon U. C. (2015). Ethics, values and the impact on productivity. Centre for advocacy against corrupt practices
66. Ssonko, D. K. W. (2010). Ethics, accountability, transparency, integrity and professionalism in the public service: The case of Uganda. Capacity Building Workshop for Public Sector Human Resource Managers in Africa on “Strengthening Human Resource Capacities for the Achievement of the Millennium Development Goals and Africa’s Development” Cotonou, Republic of Benin – 12 to 16 April 2010
67. The Seimas Ombudsmen Office of The Republic of Lithuania. <http://www.lrski.lt/index.php?l=en> (Last Accessed 18.04.2016.)
68. Thompson, D.F. (2007). The Possibility of Administrative Ethics in Classics of Administration. Shafritz, J.M. & Hyde, A.C. (eds). *Classics of Public Administration*. Boston:Thomson & Wadsworth.
69. Tracy, S. J. (2013): *Qualitative Research Methods; Collecting Evidence, Crafting Analysis, Communicating Impact*. John Wiley & Sons, Ltd., Publication, UK.
70. Treviño, L. (2007). *The Key Role of HR in Organizational Ethics*. Ethics Resource Center. [<http://www.ethics.org/erc-publications/staff-articles.asp?aid=1084>]
71. Vaidelyte E., Zvaliauskas G. (2007), Valstybes tarnyba ir visuomene. *Valstybes tarnyba Lietuvoje: praeitis ir dabartis*. (Sud. Masiulis K., Krupavicius A.) Vilnius: Akritis, 279-304.
72. Valsts civildienesta p_rvaldes (2004). Gada publiskais p_rskats. www.vcp.gov.lv (last accessed 18.04.2016)
73. Whitton, H. (2001). Implementing effective ethics standards in government and the civil service. Transparency International, February

74. Yahya, K. A. (2006). Strategies of enhancing ethics and accountability in the Nigerian public service as viewed by accountants. *Ilorin Journal of Business and Social Sciences*, 11(1 & 2)
75. Zvolinski, M., Denis G. Arnold, Robert Audi, (2015). Recent work in ethical theory and its implications for business ethics. *The society for business ethics*

APPENDIXES

Dear Sir/Ma,

I am a post graduate student of Siauliai University. I am working on Ethical values as tools for effective service delivery at the local government in Riga, Latvia and Vilnius, Lithuania

This interview is meant to obtain data that will help in achieving the research objectives.

I kindly implore you to assist in answering the questions as truthful as possible. All information given will remain anonymous and shall be treated with utmost confidentiality.

Thank you for your cooperation.

Ademola Oluwaseun Adeyemi

SOCIO- ECONOMIC CHARACTERISTICS OF INTERVIEWEE(S)

1. Municipal area.....
2. Sex of respondent (a) male (b) female
3. Age: (a) 18yrs-25yrs (b) above 25yrs (c) 40yrs – above
4. Job Experience _____
5. What is the major occupation of the respondent? _____
6. How long have you been working in the municipal? (a) 1-5yrs (b) 5-above (c) 10-15yrs (d) others (specify)

SECTION A CAUSES OF ETHICAL PROBLEMS

In your opinions, what are the causes of ethical problems in your municipal?

SECTION B IMPACT OF ETHICAL VALUE

1. Does ethical problem affect productivity?
2. If yes, what are the specific effects of ethical problem on municipal service delivery? If no, move to No 3
3. Have you had any ethical dilemma in the course of doing your job?
4. Was there any damage to service as a result of decision taken during that dilemma?
5. Does unethical practice exist in the municipal council?
6. To what extent do you think this exists?
7. Does the existence of unethical practices reduce the quality of service delivery?
8. Can unethical practices include bribery and corruption?
9. What is the common cause of unethical practice in the public service?
10. Do you think municipal employees ask for inducement in the discharge of their duties?
11. Is the structure of the municipal service a contribution to the low ethical value?
12. What type of service do you render to the municipal dwellers?

IMPACTS ON SERVICE DELIVERY

13. Are there cases of ethical compromise in the municipal area?
14. Was there any damage to service delivery facilities due to ethical compromise?
15. Was there any disruption in access to municipal services due to the ethical issue?
16. Which of the municipal service is mostly affected during ethical related problem?

MUNICIPAL EFFORTS & GOVERNMENT ROLES

17. What measures have you taken individually or collectively to abate the problems of low ethical value in your area?
18. Has there been any NGO/ government intervention to mitigate the effects of ethical compromise
19. If yes, what form has it taken?
20. To what extent can an individual take ethical related decision when faced with a dilemma?
21. Do you think there is need to uphold a higher moral standard in the municipal service?