CODE OF CONDUCT
FOR THE
GHANA CIVIL SERVICE

Issued by
The Office of the Head
Of Civil Service
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PART I – PREFACE

1 (1) The Ghana Vision 2020 envisages a Public Administration System (PAS) which is driven by a market oriented, liberalized economy, operating in an environment of good governance. This expectation of the role of the PAS, calls for a Civil Service which is customer sensitive and responsive to its social obligations.

(2) For these aspirations to be firmly established in the Ghana Civil Service culture/psyche, a Code of Conduct/Work Ethic for Civil Servants should conform to appropriate norms and standards of behavior and attitudes governing normal interactions between the Civil Servant and his employer on hand, and his clients/public on the other.

(3) The standards and norms of behavior prescribed provide a framework for promoting good governance, projecting the good image of the Civil Service, and sustaining its self-esteem in both local and international circles.

(4) For these rules to be pragmatic or realistic, they have been formulated to reflect the human rights of the worker, local and international labour regulations, as well as the culture of the people of Ghana and the working environment of the Ghana Civil Servant.

(5) The Code of Conduct should be viewed primarily as a guide to Civil Servants in their normal relationships and dealings with their principal stakeholders, viz, the Government, Civil Service Organisations, and the general public. Nevertheless, provision has been made for appropriate administrative sanctions to be applied where a Civil Servant’s conduct is found to be inconsistent with the Code.

PART II – GUIDING PRINCIPLES OF CODE

2. The Code of Conduct has been drawn up, incorporating the following guiding principles of public life:-

a) **Selflessness:**
Civil Servants should take decisions solely in terms of the public interest. They should not do so in order to gain financial or other material benefit for themselves, their family or their friends.

b) **Integrity:**
Civil Servants should not place themselves under any financial or other obligation to any individuals or organizations that might influence them in the performance of their official duties, including awarding of contracts etc.

c) **Justice and Fairness:**
In carrying out public business including making public appointments, awarding contracts, or, recommending individuals for rewards and benefits, Civil Servants should make choices based solely on merit.

d) **Accountability:**
Civil Servants shall be responsible to both the Government (employer) and the public (customer) for their decisions and actions, and must submit themselves to whatever scrutiny is appropriate to their office.

e) **Transparency:**
Civil Servants should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict access to information only when the wider public interest clearly demands that the information should not be released.
Leadership:
Civil Servants should strive to excel in all their endeavours; be an example to others and encourage others to follow their footsteps.

PART III – APPLICATION AND DEFINITION OF CONDUCT AND MISCONDUCT

3 (1) In pursuance of Section 92 (3) and(4) (a), of the Civil Service Law, 1993, PNDC Law 327, the Head of Civil Service in consultation with the Civil Service Council/Public Services Commission hereby, issues as part of the Administrative Instructions, the following Code of Conduct.

(2) This Code is applicable to the following personnel:
   a) Civil Servants holding any position, being a Civil Service post;
   b) Civil Servants, either on contract or secondment to approved employment or on leave of absence with/without pay, annual leave, or, on course of training.

4. Conduct in this context, is behavior, attitudes, and character exhibited, for example, by any one within and outside the working environment. The standards of conduct generally required of any member of the Civil Service would be leadership, selflessness, competence, integrity, impartiality, fairness and honesty in matters affecting work and status in society.

5 (1) Misconduct in this Code is as defined in Section 76 of the Civil Service Law 1993 (PNDC 327) viz:

   (i) “Any act done by a Civil Servant without reasonable cause:
   (a) Which amounts to a failure to perform in a proper manner any duty imposed on him; or
   (b) Which contravenes any enactment relating to the Civil Service; or
   (c) Which is otherwise prejudicial to the efficient conduct of the functions of the Civil Service; or
   (d) Which tends to bring the Civil Service into disrepute; constitutes misconduct.”

   (ii) “For the avoidance of doubt, the conviction of a Civil Servants for any offence involving fraud, dishonesty or moral turpitude, tends to bring the Civil Service into disrepute.”

(2) Types of misconduct set-forth in the following paragraphs shall not be taken to affect the generality of this sub-paragraph.
PART IV – CONSTITUTIONAL/CIVIL RESPONSIBILITIES

6 (1) Civil Servants shall serve the duly constituted Government and State, in accordance with the principles set out in this Code and recognizing:

a) The accountability of Civil Servants to the President and Parliament through Ministers of State, as well as to the Public.

b) The duty of all Civil Servants to discharge public functions reasonably and according to law;

c) The duty to comply with the law, including international law, and treaty obligations, and to uphold the administration of justice.

d) Ethical standards governing particular professions represented in the Civil Service.

e) The need to observe the Ghana Civil Service Work Ethic.

(2) A Civil Servant shall conduct himself at all times either at work or off-duty so as to deserve the respect of his employer, colleagues and members of the community. He shall be honest, faithful and just, and shall not act in a manner derogatory to the honour or dignity of the Service.

7. Civil Servants shall fully support and implement effectively Government policies/programmes aimed to protect vulnerable groups in the society, like women, the disabled, children etc. from undue discriminatory practices that may tend to hinder their socio-economic advancement.

8. (1) Civil Servants should conduct themselves in accordance with the standards of integrity, impartiality and honesty in their dealings with Ministers, Parliament and the Public. They should make honest and impartial information relevant to a decision, available to Ministers. They should not deceive or knowingly mislead Ministers, Parliament or the Public.

(2) A Civil Servant must conduct himself in such a way as will deserve and retain the confidence and trust of his Minister and be able to establish the same relationship with those whom he may be required to serve in some future administration.
(3) Civil Servants as agents of Government or Ministers, shall limit themselves to the effective dissemination and implementation of Government policies only and not project themselves by indicating their specific contribution to policy development.

9. Civil Servants shall always remain faithful to the policies of the Government and should seek to implement Government policies impartially, transparently and painlessly at all times.

10. Civil Servants shall seek to actively promote and facilitate the processes of decentralizing governmental functions to local and non-government levels, consistent with economic growth and development and the rule of law; and for the well-being of the society, as a whole.

11. Civil Servants shall seek to play a lead-role with dedication and commitment, in facilitating the development of grassroots participation in socio-economic advancement of the society and by sensitizing the people in accepting popular participation as a societal value.

12. (1) The Constitution of Ghana confers rights on all citizens of Ghana, including Civil Servants to join any political party or association of their choice. However, by virtue of the traditional role of the Civil Service to serve the Government of the day loyally, and to maintain the confidence of any future Administration, a Civil Servant may not:

   a) Accept any office paid or unpaid, permanent or temporary, in any political party or organization;

   b) declare himself openly as a registered member of a political party or association;

   c) indicate publicly his support for any party, candidate or policy;

   d) make speeches or join in demonstrations in favour of any political person, party, or, propaganda

   e) engage in activities which are likely to involve him in political controversy.

(2) Notwithstanding, a Civil Servant is entitled to his views in political matters, and, if so qualified, may vote at elections.

PART V – INFORMATION/DISCLOSURE OF CLASSIFIED MATERIAL

13 (1) A Civil Servant shall not without the express permission of the Head of Civil Service, act as the editor of any newspaper, or take part directly or indirectly in the management thereof, nor publish in any manner anything which may reasonably be regarded as of political nature or relating to the administration of the country.
(2) This provision does not affect any Civil Servant who is required as part of his official duties to edit any paper or subscribe articles thereto.

(3) He may, however, publish in his own name matters relating to subjects of general interest.

14 (1) Where a Civil Servant who is invited to give a public lecture which relates to the work of the Department in which he works, or, any other official business, the Chief Director of the Ministry concerned shall be consulted about any policy or political implications and his prior approval obtained; and in the case of the Chief Director or Head of a Ministry, this should be sought from the Sector Minister.

(2) A Civil Servant in making any public statement must ensure that it is accurate, and not misleading, and not one that is likely to cause public resentment or outrage.

(3) Similarly, a Civil Servant should not engage in loose talk and unguarded statements.

15 (1) Civil Servants should avoid writing or circulating anonymous or vexatious letter or statements with malicious intent.

(2) A Civil Servant would be deemed acting contrary to the tenets of the Code of Conduct if the authorship of such anonymous articles or publications in which he discusses any political subject should be established against him.

16 (1) A Civil Servant, unless specially authorized, shall not communicate either directly or indirectly to the press, or to any person such information obtained by virtue of his office, the disclosure of which may damage the security or other interests of his Organisation or the State.

(2) A Civil Servant shall not seek to frustrate the policies, decisions, or actions, of Government by the unauthorized, improper, or premature disclosure of any information to which he has had access as a Civil Servant.

(3) A Civil Servant shall not without authority, disclose to a private person, or public official, for his own personal advantage, information which has been communicated in confidence to him or has come to his knowledge as a Civil Servant.

PART VI – CUSTOMER ORIENTATION

17. A Civil Servant shall be courteous and prepared to help a customer/visitor who seeks for his services. If he is not in a position to assist, the officer may refer the visitor to another officer to deal with the client. In all circumstances, a Civil Servant must not snub a customer but shall be accommodating to him.

18. In all their dealings with clients, Civil Servants should not use their authority or office for personal gain but always seek to enhance the image and uphold the self-esteem of the Civil Service and Ghana by:
a) Maintaining an unimpeachable standard of integrity consistent with the provisions of the Code of Conduct for the Ghana Civil Service;
b) Complying both with the letter and spirit of any contractual obligations;
c) Being approachable, discreet and polite in all interactions with the client.
d) Inhibiting arrogant conduct and self-centredness;
e) Avoiding the use of intemperate language;

PART VII – EFFICIENT, EFFECTIVE AND PROPER USE OF PUBLIC FUNDS/PROPERTY

19. Civil Servants should ensure the proper, effective and efficient use of public money within their control.

20. Civil Servants should avoid waste in the use of human, financial and material resources as well as time.

21. A Civil Servant shall use the property and assets of his Organisation for official purposes only, and shall exercise reasonable care when using such property and assets.

22.(1) A Civil Servant shall not employ for private purposes, the services of Government employees at times during which the services of the latter are at the disposal of Government.

(2) These provisions do not apply when arrangements have been authorized by a Head of Department whereby services, which may involve the use of Government property, may be rendered by Government employees within official working hours for the benefit of members of the public, including Government officers, in return for a charge to be paid into the Consolidated Fund.

PART VIII – GIFTS, BRIBES, CONFLICT OF INTEREST

23. (1) A Civil Servant shall not put himself, family or friends in a position where his or their interest conflicts with the functions of his office.

24. (1) A Civil Servant is prohibited from receiving valuable gifts (other than the ordinary gifts of personal friends) whether in the shape of money, goods, hospitality or other personal benefits, if he has reason to believe that the gifts received are intended to influence his judgement or action on a case he is dealing with or will handle in the future. It is equally reprehensible for a Civil Servant to give a gift to influence the judgement or action of another person in his favour.

(2) In circumstances where a Civil Servant is presented with a gift of any character, he should exercise his own judgement as to whether he should decline the offer, otherwise he should consult with his superior officer.

(3) At any rate, the value of a gift will be determined by the circumstances of the transaction between the giver and the recipient.
25. A Civil Servant shall not demand, receive or give any bribe, nor be an agent for any person who intends to influence a Civil Servant with a bribe.

26 (1) An officer may not in his personal or official capacity, receive any payment from government funds on behalf of, or, as agent for any member of the public.

(2) All moneys paid to an officer must either be due to him personally, or, paid to him in his official capacity, in which case, they must be properly brought to account.

(3) Failure to comply with this provision will render both the paying and receiving officers liable and held responsible for any loss of Government money which may occur.

PART IX – PERSONAL BEHAVIOUR

27 (1) A Civil Servant must show courtesy and decency in his communication about any person or matter that is under consideration or forms the subject of comment or response.

(2) A Civil Servant shall refrain from the use of insulting or intimidating words against Authority, a fellow Civil Servant, or, customer, or, from showing disrespect to any of them.

28. Any Civil Servant who libels or slanders another may be investigated departmentally and the appropriate disciplinary action may be taken against him. Such disciplinary action will be without prejudice to any action that the aggrieved person may decide to take.

29. Where a Civil Servant is permitted to engage in any other job, or finds himself a job, he should ensure that he fulfils all his tax obligations.

30. A Civil Servant shall not engage in verbal assault or be involved in scuffle or physical assault except in self-defence, on any Government premises, or in any public place to the embarrassment of the Civil Service.

31 (1) A Civil Servant, whether as examiner, invigilator/supervisor or candidate shall not indulge in any form of examination malpractice.

(2) A Civil Servant shall not leak public examination questions to any candidates.

(3) All examination malpractices shall constitute misconduct.

32 (1) A Civil Servant should avoid smoking, or using narcotic drugs or drinking alcoholic beverage, during official working hours, and should not be found drunk to the embarrassment of his fellow Civil Servants and the Civil Service.

(2) Habitual drunkenness or addiction to drugs shall be viewed as damaging the interest and image of the Civil Service.

33 (1) A Civil Servant shall not exploit his/her relationship with another officer/person to gain advantage of him/her, sexually, or confer undue favours on him/her, for sexual and other purposes.
(2) A Civil Servant shall refrain from engaging in sexual affairs in Government offices, or in any criminal sexual acts or malpractices anywhere.

(3) Sexual harassment by a Civil Servant of his/her opposite sex may take such forms as for instance, exerting subtle pressure, or threatening punitive action, or giving favours to cause the opposite sex to yield to ones sexual desires.

34. Civil Servants should not, during working hours, engage in behavior or conduct that disrupts or interferes with work of other officers by such means as: congregating on verandas, or outside their offices and engaging in gossip.

35. A Civil Servant shall not engage in unofficial commercial activities on office premises nor shall he encourage peddlers to sell to him, during working hours.

36. A Civil Servant shall not maliciously/destructively criticize the work or conduct of another civil Servant.

37. Civil Servants should continue to maintain the ethic/culture of confidentiality even after they have left office. In other words, they should not release confidential information they have come by during their tenure of office to unauthorized people, when they are out of office. To do so, they might render themselves liable under the State Secrets Act, 1962, Act 101.

38. All public demonstrations by Civil Servants should be decorous and peaceful.

39. Except with the prior sanction of a Minister or the Head of Civil Service, no official may sell or hire his own or another official’s private property to Government, nor may he purchase any private property for Government nor furnish supplies on payment without permission.

40. A Civil Servant may not give any loan whatsoever to another at interest nor shall he act as agent for a money lender nor take part in collecting debt on behalf of money lenders.

41(1) Pecuniary embarrassment from whatever cause will be regarded as a circumstance which necessarily has the effect of impairing the efficiency of a Civil Servant. Such embarrassment, if occasioned by imprudence or other reprehensible cause or, by recklessly standing as security for another person will be deemed to affect the respectability of the Service and the trustworthiness of the individual.

(2) A Civil Servant should avoid subscribing to a transaction of any value such as giving his name on a promissory note, or bond or like document, whether as a principal or surety or endorsing any instrument whether for his own purposes or another which is likely to result in financial embarrassment.

42(1) A Civil Servant found to be bankrupt, or entering into arrangement with his creditors under any existing legislation on Bankruptcy, would be considered an embarrassment to the Civil Service.
Any Civil Servant, on being indicted for debt or against whom bankruptcy proceedings are taken, must immediately inform his Head of Department of the fact.

The collection of contributions in cash or in kind from members of staff or the public to defray the cost of presentations to any other officer (or officers) without the consent of the staff in general, must not be encouraged. However, should donations be found necessary, the issue must be discussed at a Staff Durbar and the prior support of the staff obtained.

PART X – MISCELLANEOUS

Civil Servants should refrain from making false declarations or endorsing forged documents. At any rate, a Civil Servant should ascertain the authenticity of any document before endorsing it.

Civil Servants shall dress appropriately at all times, in conformity with culturally and internationally accepted standards and norms of dressing. An attire must not appear too gaudy or shabby so as to draw unfavourable comments from colleagues or the public.

Any act by a Civil Servant which is calculated to bring the Civil Service into disrepute must be avoided.

A Civil Servant will be expected to expose any act of misconduct, the commission of which he knows or ought to have known to be a misconduct.

A Civil Servant who believes that he is being required to act in a manner which is illegal, improper, unethical or in breach of the constitution, and which may involve possible maladministration, or which is otherwise inconsistent with the Civil Service Code of Conduct, or raises a fundamental issue of conscience, he shall report the matter in writing, in line with the procedure specified in this Code.

Any act of misconduct by a Civil Servant not expressly mentioned in this Code or in any regulations operating within the Civil Service shall be reported to the Head of Civil Service, who may, after consultation with the Civil Service Council, issue instructions as to how it should be dealt with, and the case shall be dealt with accordingly.

PART XI – WORK ETHIC IN THE GHANA CIVIL SERVICE

In the knowledge that the ends sought by the Civil Service of Ghana are the development of the country and well-being of its citizens; and that these ends can be achieved through the diligence, perseverance and dedication of a disciplined corps of Civil Servants who are instrumental in carrying out government policies, each person in the Civil Service of Ghana accepts personal responsibility for developing and exhibiting a strong work ethic and affirms his or her commitment to combating negative work habits in the Civil Service of Ghana.
To this end any person working in the Civil Service of Ghana is committed to:

1. Reporting for duty punctually and in good time before work begins, he or she will not engage in, nor encourage the practice of:
   i) Habitual lateness to work and meetings;
   ii) Irregular attendance;
   iii) Taking more than the average number of sick days/casual leave; and
   iv) Using weather, poor transportation and domestic problems as excuses for lateness and irregular attendance.

2. Devoting, during working hours, his or her full time and attention to the business of his or her organization, he or she will not engage in, nor encourage the practice of:
   i) Sleeping on the job during scheduled working hours;
   ii) Being at work but doing no work;
   iii) Being deliberately and unduly slow in carrying out an activity or assignment (go-slow; work-to-rule);
   iv) Using or exaggerating sickness to avoid duty or work;
   v) Letting time pass without doing anything useful or constructive;
   vi) Trading, selling or transacting private financial business on the premises of organizations;
   vii) Engaging in long private conversation with colleagues;
   viii) Receiving and entertaining social visits;
   ix) Bringing babies and children to office;
   x) Performing unofficial duties or activities during office hours;
   xi) Reading newspapers and working lotto numbers;
   xii) Drunkenness on the job and/or being under the influence of narcotic drugs;
   xiii) Eating in office during official working hours; and
   xiv) Keeping the radio loud as to disturb concentration.

3. Guarding against absenting himself or herself from work without permission or reasonable excuse, he or she will not engage in, nor encourage the practice of:
   i) Persistently leaving work early;
   ii) Not returning promptly to work after meal breaks and approved leave;
   iii) Vacating post and failing to inform competent authority when leaving station; and
   iv) Non-opening of service counters in time and leaving counters unmanned.

4. Following and obeying lawful, legitimate or reasonable definite instructions, and complying with laid-down procedures relating to one’s work, he or she will not engage in, nor encourage the practice of:
   i) Sabotaging efforts of colleagues, organizations and Government as employer;
Talking about the stress level of daily work, and using this as an excuse for not working;

Engaging in the unproductive comparison of better conditions elsewhere and using this as an excuse for not working.

Taking pride and joy in doing more than is required by duty, he or she will not engage in, nor encourage the practice of:

- Setting personal limits beyond which one’s commitment will not extend;
- Not wanting to do overtime;
- Intentionally providing poor quality service and not striving for excellence in the service of fellow-men.

Responding to legitimate requests and demands of members of the public with urgency, promptness and timeliness, he or she will not engage in, nor encourage the practice of:

- Demanding or accepting gifts of any kind before rendering service;
- Disregard for deadliness, action steps and target dates;
- Using delay tactics and red-tapeism as an excuse for non-responsiveness;
- Being unfriendly, rude and discourteous to members of the public;
- Not returning phone calls promptly.

Seeing a task through and having a sense or pride in accomplishing assignments every time, he or she will not engage in nor encourage the practice of:

- Putting off to tomorrow what can be done today and now;
- Conducting business and delivering services poorly and ineffectively;
- Always hoping for miracles and “manna” to fall from Heaven.

Undertaking tasks in ways that contribute effectively to achieving the goals of his or her organization, he or she will not engage in, nor encourage the practice of:

- Being lackadaisical and displaying an “I don’t care” attitude, with no sense of urgency;
- Refusing to rise to the occasion;
- Gaining the reputation of one who cannot be “counted on” by the organization;
- Intentionally neglecting to do one’s duty;
- Turning one’s self into a passenger when the call is for “all hands on deck”.

This undertaking is made in the conviction that employment in the Civil Service of Ghana places the Civil Servant under a moral obligation to work conscientiously to earn his or her living and to look upon his or her work as a contribution to making the economy of Ghana strong and healthy.
PART XII - REPORTING PROCEDURE

53 (1) The reporting procedure to be followed in lodging complaints or reports in respect of breaches of the code of conduct/work ethic is set forth in the ensuing paragraphs.

(2) Where there is a breach of this Code of Conduct a Civil Servant may report or complain to a superior officer or the appropriate authority.

54 (1) Reports under this Code may be lodged in the following ascending order:

   a) Immediate Supervisor (of officer complained of);
   b) Head of Department/Chief Director;
   c) The Head of Civil Service;
   d) The Civil Service Council;
   e) The President/Vice-President

(2) Where the officer to whom the report should be made, is himself involved in the breach of the Code, the matter should be reported to the next superior officer.

(3) In all cases, the reports should be copied to the Minister with responsibility for the Department, in which the officer being complained about belongs, as well as to the Chairman of the Disciplinary Committee of the Department.

(4) The Officer or Authority to whom the report is made shall indicate the action being taken within a period of two weeks from the receipt of the report, failing which the complainant may take up the complaint with the next superior authority.

55 (1) Disciplinary procedures set out in the following paragraphs may be initiated against a staff member who fails to comply with the standards of conduct in this Code.

(2) Where a case is proven, the Civil Servant may be subjected to appropriate disciplinary or corrective measure.

(3) Disciplinary procedure for all offences shall be in accordance with the provisions of the Civil Service Regulations/Administrative Instructions.

56. (1) Heads of Department shall cause a warning in writing to be issued to any officer whose work or conduct is determined to be unsatisfactory. In every case where an officer has been so warned the fact should be so recorded by the Head of the Department concerned.

(2) An officer should not be allowed to accumulate a long record of warnings and censures for acts of misconduct before disciplinary action is taken against him.

(5) Notwithstanding this procedure, any matter which may be considered to be a breach of human rights or a case of fraud may be reported to the Office of the Commissioner of Human Rights and Administrative Justice and the Serious Fraud Office respectively, where it is not feasible or practicable to invoke the procedure in this Code.
(3) In cases where the misconduct is comparatively minor, action may nevertheless be taken as soon as it is clear that the officer is not likely to respond to departmental corrections and when sufficient evidence is available to warrant proceedings under the Code.

(4) The conduct of any Civil Servant which contravenes any paragraph of this Code shall be investigated for purposes of discipline.

57 (1) A Disciplinary Committee shall be constituted to investigate acts of misconduct under this Code and recommend appropriate disciplinary or corrective measures.

(2) A Disciplinary Committee shall be constituted in the following manner:
   a) A senior officer nominated by the Disciplinary Authority as Chairman.
   b) The Personnel Officer or an officer acting in that capacity shall act as the investigating officer.

(3) Any Civil Servant appearing before a Disciplinary Committee shall be given every opportunity to defend himself and have a right of appeal not more than two weeks after the decision.

(4) The Committee’s findings and recommendations shall be forwarded to the appropriate Disciplinary Authority.

58 (1) For the purposes of this Code, penalty is classified as either, major or minor as defined in paragraphs 59 and 60 respectively.

(2) Disciplinary awards may involve the imposition of major or minor penalties, depending on the gravity of the offence/misconduct.

59. Major penalties shall in general consist of the following disciplinary awards:
   a) Reduction in rank
   b) Removal from the Civil Service
   c) Dismissal

60. Minor penalties shall in general consist of the following disciplinary awards:
   a) Warning or reprimand
   b) Suspension of increment
   c) Withholding or deferment of increment
   d) Suspension from duty with loss of pay
   e) Reduction in salary
   f) Surcharge

Made this 1st Day of November 1999

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DR. ROBERT DODOO
HEAD OF THE GHANA CIVIL SERVICE