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# BRIBE PAYERS INDEX 2009





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# INTRODUCTION

The Zambia Bribe Payers Index (ZBPI) 2009 is a summary of a survey report that is published every other year by Transparency International Zambia with the intention of providing an empirical measurement of bribery incidences in the government departments and parastatal sector in Zambia. It is a build up of what started off as the Local Corruption Perceptions Index in 2004. The ZBPI is therefore an important measure on the levels of corruption as actually experienced by members of the public in their daily lives as they access services offered by public institutions. This tool therefore seeks to gather empirical data from scientifically selected ordinary members of the public on, (a) who actually paid a bribe, (b) how much was paid, and (c) to which institution the bribe was paid.

The ZBPI 2009 is methodologically a much stronger tool which, for the first time, actually provides an aggregate index of the overall level of bribery in Zambia based on the responses of citizens. The survey has revealed that the overall aggregate bribery score in the ZBPI 2009 was 14%. This means that an individual has a 14% chance of encountering a bribery situation in any of the public institutions featured. It has also shown that out of a total sample size of 1220 interviewees, 697 respondents or 57% encountered a situation in which they were asked to pay a bribe by a government or parastatal employee in the previous year. Of all the people asked to pay a bribe, 48% actually paid the bribe which is a rather large number and gives reason for concern.

This report is further enriched by the inclusion of key performance indicators spanning five years and as such gives a bird's eye view of the trend in bribery in Zambia. While some of the indicators are not necessarily comparable because of methodological issues among the various surveys, nonetheless, the really important indicators can still be comparable from the 2007 ZBPI.



One would wonder, of course, how the Zambian civil service has particularly such a capacity to extract bribes from service users. The survey has found that the answer lies with the ability of officers in these institutions to use various methods to compel members of the public to pay up. The two most prominent methods are denial and delay of service. Only in very exceptional circumstances is the service given promptly or extraordinarily faster to people who refuse to give a bribe. On the basis of the findings of the Zambia Governance Baseline survey of 2004, one can deduce that the trend of bribe asking and giving in Zambia is further sustained by:

1. Perceived desirability or necessity of the service to the client and the penalties to be avoided
2. An overly bureaucratic administrative system that proves too costly and complex for clients (e.g., time required, specialized information regarding procedures, etc.) of accessing services
3. The actual setting in which interactions occur (i.e., whether in 'private' or in full public view)
4. The cost to those engaging in such practices (both clients and officials) if discovered, as well as the likelihood of this happening in the first place

Of concern in this year's report is the consistent scoring of the Zambia Police Service as the department most inclined to demand bribes, receive bribes and demand for bribes most frequently. Clearly, both the administrative and the political leadership need to institute measures to reverse this trend in the Police Service.



## 2.0 METHODOLOGICAL APPROACH

### 2.1 Survey Instrument

The survey used a closed ended questionnaire as the main tool for collection of the required data. The questionnaire was designed to collect views from ordinary members of the public (households) on their experiences with bribe giving and demands for bribes from them by government workers (sometimes being referred to as public officials). The questionnaire was largely the same as the one used for the ZBPI 2007. The ZBPI 2009 questionnaire was simply enhanced and some questioned better phrased. TI-Zambia staff, board members and an independent statistical consultant reviewed the questionnaire while TI-Kenya, a sister chapter of TIZ, shared their data collection tools. A team of experienced research assistants was hired from each of the selected districts to collect data. The team underwent training and orientation before going into the field to collect the data. This team had further input into finalizing the questionnaire.

The survey asked respondents for information on their experiences with bribery, whether they had bribed any public official in the past year, position of the official, the amount that was paid to the official, and the name of the government institution where the official came from. The survey also sought to find out people's views, based on their experience, on government's efforts in combating corruption in the country.

The research instrument specifically emphasized on questions relating to the following key performance Indicators:

- (a) Incidence – the number of times officials asked people for bribes
- (b) Prevalence – the number of people that paid bribes





- (c) Frequency – the number of times individuals paid bribes
- (d) Bribe Size – average amount of money spent on bribes by individuals
- (e) Severity – implications and consequences of bribe refusal
- (f) Government Response – whether government is doing enough to combat bribery and corruption in general.

## 2.2 Sampling and Data Collection

A team of 22 research assistants collected data from 18 districts across the country. The selection of the districts was based on having two districts per province with the provincial center automatically selected and a poorer rural district being selected to balance the urban viewpoint. It must be noted that the sampling was done bearing in mind the proportions for each district as illustrated in the national census of 2000 conducted by the Central Statistical Office (CSO). The formula used to arrive at the projected sample size for each district was:

$$\frac{\text{District census figure}}{\text{Sum of census for the 18 districts}} \times 1220 \text{ (targeted sample size)}$$

The process of data collection involved purposive random sampling of households in the targeted districts.



The process of data collection involved purposive random sampling of households in the targeted districts.

**Table 1: Actual Sample Distribution by Province**

| Province      | Urban | Rural | Peri Urban | Total |
|---------------|-------|-------|------------|-------|
| Northern      | 68    | 5     | 14         | 87    |
| Southern      | 57    | 10    | 17         | 84    |
| Eastern       | 117   | 25    | 0          | 142   |
| Central       | 55    | 36    | 0          | 91    |
| Western       | 39    | 26    | 34         | 99    |
| North Western | 67    | 15    | 0          | 82    |
| Luapula       | 31    | 51    | 30         | 112   |
| Copperbelt    | 114   | 30    | 0          | 144   |
| Lusaka        | 334   | 45    | 0          | 379   |
| Total         | 815   | 310   | 95         | 1220  |

The interviews for households were conducted in individuals' homes between 09:00 hours and 18:00 hours daily.

### 2.3 Data Processing and Analysis

Both quantitative and qualitative data were generated in the survey. The Statistical Package for Social Sciences (SPSS) was used for both data entry and analysis of data. Content analysis and idioms were used when analyzing and presenting respondents expressions and experiences on corruption and bribery. Qualitative data was analyzed nominally.





## 2.4 Calculating the ZBPI 2009 Index

The Aggregate Index introduced for the first time in the 2009 ZBPI has been constructed based upon an unweighted average of three key performance indicators (KPI) namely: incidence, prevalence and frequency of bribery. An initial 16 government institutions have been analysed in relation to the percentage score they have had beginning with the previous ZBPI of 2007. The bi-annual change in the percentage scoring has been tracked to establish an overall movement (either positive or negative). This score has then been aggregated and calculated as an unweighted average of the three KPIs and then calculated as a percentage. The Index has a value range from 0 to 100, where the higher the value, the worse the performance.

The 2009 ZBPI rankings feature 16 government institutions in terms of the seven variables being used for analysis. It should be stressed that several organizations have been excluded due to the minimal number of interactions and consequent scoring which they received by members of the public. Given the combination of regulatory and punitive power/authority associated with the organizations remaining on the list, together with the level of public demand for what they provide, their prominence in the rankings comes as no surprise.





### 3.0 SAMPLE CHARACTERISTICS

The 2009 ZBPI survey used a random sample of 1,220 respondents in all the nine provinces, taking one rural district and one urban district in each province. Of these, 52% were male respondents while 48% were female.

**Table 2: Demographic and Socio-Economic Variables**

|                              | Male<br>count | Female<br>count | Total       | Male %       | Female %     | Total %      |
|------------------------------|---------------|-----------------|-------------|--------------|--------------|--------------|
| <b>Age of respondent</b>     |               |                 |             |              |              |              |
| Below 18                     | 3             | 10              | 13          | 0.5          | 1.7          | 1.1          |
| 18-25                        | 53            | 77              | 130         | 8.3          | 13.2         | 10.7         |
| 26-35                        | 190           | 189             | 379         | 29.8         | 32.4         | 31.1         |
| 36-45                        | 198           | 147             | 345         | 31.1         | 25.2         | 28.3         |
| 46-55                        | 113           | 108             | 221         | 17.7         | 18.5         | 18.1         |
| 56-65                        | 58            | 44              | 102         | 9.1          | 7.5          | 8.4          |
| 66-75                        | 18            | 6               | 24          | 2.8          | 1.0          | 2.0          |
| Over 75                      | 4             | 2               | 6           | 0.6          | 0.3          | 0.5          |
| <b>Total</b>                 | <b>637</b>    | <b>583</b>      | <b>1220</b> | <b>100</b>   | <b>100</b>   | <b>100</b>   |
| <b>Geographical location</b> |               |                 |             |              |              |              |
| Urban                        | 417           | 398             | 815         | 65.5         | 68.3         | 66.8         |
| Rural                        | 168           | 142             | 310         | 26.4         | 24.4         | 25.4         |
| Peri-Urban                   | 52            | 43              | 95          | 8.2          | 7.4          | 7.8          |
| <b>Total</b>                 | <b>637</b>    | <b>583</b>      | <b>1220</b> | <b>100</b>   | <b>100</b>   | <b>100</b>   |
| <b>Educational Level</b>     |               |                 |             |              |              |              |
| None                         | 28            | 29              | 57          | 4.4          | 5.0          | 4.7          |
| Primary                      | 97            | 108             | 205         | 15.2         | 18.5         | 16.8         |
| Basic                        | 93            | 114             | 207         | 14.6         | 19.6         | 17.0         |
| High School                  | 158           | 152             | 310         | 24.8         | 26.1         | 25.4         |
| Tertiary                     | 261           | 180             | 441         | 41.0         | 30.9         | 36.1         |
| <b>Total</b>                 | <b>637</b>    | <b>583</b>      | <b>1220</b> | <b>100.0</b> | <b>100.0</b> | <b>100.0</b> |





### Employment status

|                                  |            |            |             |              |              |              |
|----------------------------------|------------|------------|-------------|--------------|--------------|--------------|
| Formally Employed Government     | 122        | 82         | 204         | 19.2         | 14.1         | 16.7         |
| Formally Employed Non Government | 137        | 100        | 237         | 21.5         | 17.2         | 19.4         |
| Self Employed                    | 236        | 182        | 418         | 37.0         | 31.2         | 34.3         |
| Unemployed                       | 94         | 190        | 284         | 14.8         | 32.6         | 23.3         |
| Retired                          | 48         | 29         | 77          | 7.5          | 5.0          | 6.3          |
| <b>Total</b>                     | <b>637</b> | <b>583</b> | <b>1220</b> | <b>100.0</b> | <b>100.0</b> | <b>100.0</b> |

### Monthly Income

|                     |            |            |             |              |              |              |
|---------------------|------------|------------|-------------|--------------|--------------|--------------|
| Less than 100,000   | 41         | 37         | 78          | 6.4          | 6.3          | 6.4          |
| 101,000-250,000     | 111        | 121        | 232         | 17.4         | 20.8         | 19.0         |
| 251,000-500,000     | 152        | 130        | 282         | 23.9         | 22.3         | 23.1         |
| 501,000-1,000,000   | 124        | 140        | 264         | 19.5         | 24.0         | 21.6         |
| 1,001,000-2,500,000 | 152        | 117        | 269         | 23.9         | 20.1         | 22.0         |
| 2,501,000-5,000,000 | 43         | 31         | 74          | 6.8          | 5.3          | 6.1          |
| Over 5,000,000      | 14         | 7          | 21          | 2.2          | 1.2          | 1.7          |
| <b>Total</b>        | <b>637</b> | <b>583</b> | <b>1220</b> | <b>100.0</b> | <b>100.0</b> | <b>100.0</b> |





The age of respondents (637 males and 583 females) ranged from 18 to over 75 years. With regard to education, 4.7% of the respondents did not have any formal education; 36.1% had attained tertiary education while the rest had attained either primary, basic or high school education. Of the total number, about 36% were formally employed either in the public or private sector; 34.3% were self-employed while 23.3% were unemployed and 6.3% were retired. The monthly income for the respondents ranged from less than K100,000 (6.4%) to over K5 million (1.7%). The income for the majority of respondents (85.7%) ranged between K100,000 and K2.5 million.

#### 4.0 SURVEY FINDINGS

The Overall Aggregate Index of Bribery for 2009 has been calculated at 14%. This shows that an average individual visiting these institutions would have this much of a chance of encountering a bribery situation. The individual indices for each of the institutions interviewees rated as the ones they interacted with the most, are equally shown in the schedule below.

**Table 3: Aggregate Index**

| Institution                         | Aggregate Index |
|-------------------------------------|-----------------|
| Overall Aggregate Index             | 14              |
| Zambia Police Service               | 66              |
| Department of National Registration | 22              |
| Ministry of Lands                   | 20              |
| Road Traffic Safety Agency          | 15              |
| ZESCO                               | 15              |





|                                           |    |
|-------------------------------------------|----|
| Ministry of Health                        | 14 |
| Passport Office                           | 14 |
| Zambia Revenue Authority                  | 12 |
| Judiciary (Courts)                        | 11 |
| Local Authorities (Councils)              | 8  |
| Ministry of Education                     | 7  |
| Immigration Department                    | 7  |
| Ministry of Finance and National Planning | 3  |
| Ministry of Works and Supply              | 2  |
| ZAMTEL                                    | 2  |

While the actual percentage values for the incidences, frequency or size of bribes may reflect a different scenario compared to what is reflected in the index, the index though is a better measure of the trend over time and the amount of variation from year to year. The ministry of Education has moved up significantly in 2009 in terms of individuals reporting bribery in the institution; however, the overall variation from year to year is much less than other institutions such as the Ministry of Lands.

#### 4.1 Incidence of Bribery

Table 4 shows bribery incidence, defined as the number of times public officials asked people for bribes.



**Table 4: Incidence of Bribery in the Nine Provinces of Zambia**

| Number of times<br>bribe was asked for | Frequency | Percentage of<br>respondents who<br>were asked for bribes |
|----------------------------------------|-----------|-----------------------------------------------------------|
| 0                                      | 523       | 42.9                                                      |
| 1-3                                    | 486       | 39.8                                                      |
| 4-6                                    | 146       | 12.0                                                      |
| 7-10                                   | 37        | 3.0                                                       |
| Over 10                                | 28        | 2.3                                                       |
| Total                                  | 1220      | 100                                                       |

It can be seen that while almost 43% of respondents did not experience any bribery incidence over the past 12 months, the majority (approximately 57%, 697 respondents) did experience it. Of course those who were asked for a bribe the least times (1-3 times) were more (39.8%) and the number progressively decreased as the number of times the bribe was asked for increased.

The respondents named up to 16 public institutions from which the officials who were asking for bribes came. These are listed in Table 5 and are ranked according to the number of people who were asked for bribes.





**Table 5: Institutions Asking for Bribes From the Public**

| Name of Institution                      | Frequency | Percent of respondents from whom bribes were demanded | Rank |
|------------------------------------------|-----------|-------------------------------------------------------|------|
| Zambia Police Service                    | 299       | 25.4                                                  | 1    |
| Ministry of Education                    | 115       | 9.8                                                   | 2    |
| Department of National Registration      | 103       | 8.7                                                   | 3    |
| Ministry of Health                       | 97        | 8.2                                                   | 4    |
| Judiciary (Courts)                       | 95        | 8.1                                                   | 5    |
| Local Authorities (Councils)             | 90        | 7.6                                                   | 6    |
| Road Traffic Safety Agency               | 81        | 6.9                                                   | 7    |
| Passport Office                          | 71        | 6.0                                                   | 8    |
| ZESCO                                    | 53        | 4.5                                                   | 9    |
| Zambia Revenue Authority                 | 47        | 4.0                                                   | 10   |
| Ministry of Agriculture and Cooperatives | 46        | 3.9                                                   | 11   |
| Ministry of Lands                        | 37        | 3.1                                                   | 12   |



|                                           |       |     |    |
|-------------------------------------------|-------|-----|----|
| Immigration Department                    | 33    | 2.8 | 13 |
| Ministry of Finance and National Planning | 7     | 0.6 | 14 |
| Ministry of Works and Supply              | 3     | 0.3 | 15 |
| ZAMTEL                                    | 1     | 0.1 | 16 |
| Total Count                               | 11781 | 100 |    |

1. The count of respondents is less than the total sample size of 1220 because some respondents were not asked for a bribe. Additionally, some institutions had a very low count in numbers of respondents and as such were left out of the list

On top of the list was the Zambia Police Service that was cited by slightly over 25% of the respondents. Considering the top 5 on the list, the Ministry of Education was next with 9.8% followed by the Department of National Registration (8.7%), Ministry of Health (8.2%) and the Judiciary (8.1%).

As can be seen from Table 5, the Zambia Police Service was the biggest culprit on the incidence of bribery. When the respondents were further asked to mention which public institutions demanded bribes more frequently, the Zambia Police Service was again on top of the list (see Table 6).





**Table 6: Institutions Demanding Bribes Most Frequently**

| Name of Institution                    | Frequency | Percent of respondents | Rank |
|----------------------------------------|-----------|------------------------|------|
| Zambia Police Service                  | 351       | 40.1                   | 1    |
| Ministry of Education                  | 66        | 7.5                    | 2    |
| Department of National Registration    | 58        | 6.6                    | 3    |
| Judiciary                              | 54        | 6.2                    | 4    |
| Ministry of Health                     | 52        | 5.9                    | 5    |
| Passport Office                        | 49        | 5.6                    | 6    |
| Road Traffic and Safety Agency         | 48        | 5.5                    | 7    |
| Local Authorities (Councils)           | 42        | 4.8                    | 8    |
| Ministry of Land                       | 32        | 3.7                    | 9    |
| Ministry of Agriculture & Cooperatives | 31        | 3.5                    | 10   |
| Immigration Department                 | 30        | 3.4                    | 11   |
| ZESCO                                  | 26        | 3                      | 12   |
| Zambia Revenue Authority               | 21        | 2.4                    | 13   |



|                                           |      |     |    |
|-------------------------------------------|------|-----|----|
| Ministry of Finance and National Planning | 6    | 0.7 | 14 |
| ZAMTEL                                    | 4    | 0.5 | 15 |
| Other                                     | 4    | 0.5 | 16 |
| Ministry of Works and Supply              | 1    | 0.1 | 17 |
| Total                                     | 8752 | 100 |    |

The count of respondents is less than the total sample size of 1220 because some respondents were not asked for a bribe or chose not to respond to the question.

Interestingly, the top 5 were again the same ones that are listed in Table 3, with the Zambia Police Service being cited by about 40% of the respondents. The only slight difference among the top 5 institutions was that the Judiciary this time took up the 4th position while the Ministry of Health took the 5th position.

When asked the position of the officers who were demanding the bribes, 54.2% of the respondents cited junior staff as the culprits; 29.6% of the respondents cited staff in supervisory positions, while 16.2% cited senior managers. Evidently, more bribery took place at lower levels than at senior levels.

#### **4.2 Prevalence and Frequency of Bribery**

Of the total number of people interviewed, 586 indicated that they





actually paid bribes while 634 said they did not pay bribes, representing 48% and 52%, respectively. Of those who paid bribes, 40% said they paid between 1-3 times, 6% said they paid between 4-6 times and about 2% said they paid more than 7 times over the past 12 months (see Table 7). Of particular interest is the fact that most of the people who were asked for bribes actually paid up.

**Table 7: Number of Times Bribe was Paid by Respondent**

| Number | Frequency | Percent |
|--------|-----------|---------|
| 0      | 634       | 52.0    |
| 1-3    | 488       | 40.0    |
| 4-6    | 72        | 5.9     |
| 7-10   | 21        | 1.7     |
| 11+    | 5         | .4      |
| Total  | 1220      | 100.0   |

It is clear from the data that bribery was a major problem during the period under review. It was interesting to note that some respondents claimed they paid bribes to officers in some institutions more than 40 times!

### **4.3 Bribe Size and Cost**

Table 8 shows that the bribe size asked for by most public officials ranged between K21,000 and K500,000.



**Table 8: Amount of Bribes Asked From the Public**

| Amount of bribe asked for in Kwacha | Frequency | Percent of respondents |
|-------------------------------------|-----------|------------------------|
| Less than 20,000                    | 53        | 7                      |
| 21,000-50,000                       | 161       | 21.4                   |
| 51,000-100,000                      | 203       | 27                     |
| 101,000- 500,000                    | 241       | 32                     |
| 501,000-1,000,000                   | 55        | 7.3                    |
| 1,001,000-2,000,000                 | 24        | 3.2                    |
| Over 2,000,000                      | 16        | 2.1                    |
| Total                               | 753       | 100                    |
|                                     |           |                        |

It can be seen from the results that within this wide range of bribes, 32% of respondents said that they were asked for between K101,000 and K500,000, followed by 27% who claimed that between K51,000 and K 100,000 was asked from them, and then 21.4% who said that between K21,000 and K50,000 was demanded from them. Table 8 further shows that as the size of bribe became bigger, fewer people indicated that such bribes were demanded from them. Similarly, bribes of less than K20,000 were not common. From these data, it can be deduced that most officers demanded between K51,000 and K500,000 (this range accounted for almost 60% of the respondents who were affected). The logic of such amounts may be explained by the fact that the majority of public officers who demanded for bribes during the period under review were junior staff. It is public knowledge that such staff would normally not demand for very big bribes. Of course it is also common knowledge that the bigger the case being dealt with, the bigger would be the bribe demanded for.

When we take a look at Table 9, we note that the top 5 public





institutions whose officers were demanding the largest bribes from the public were the Zambia Police Service (32.5%), the Judiciary (10.5%), Zambia Revenue Authority (6.8%), Ministry of Education (6.7%) and the Department of National Registration (6.3%). Also notable (although not among the top 5) was the Passport Office where 6.1% of the respondents indicated that this institution also demanded for the largest bribes.

**Table 9: Institutions Demanding the Largest Bribes**

| Name of Institution                 | Frequency | Percent of Respondents | Rank |
|-------------------------------------|-----------|------------------------|------|
| Zambia Police Service               | 312       | 32.5                   | 1    |
| Judiciary                           | 101       | 10.5                   | 2    |
| Zambia Revenue Authority            | 65        | 6.8                    | 3    |
| Ministry of Education               | 64        | 6.7                    | 4    |
| Department of National Registration | 61        | 6.3                    | 5    |
| Passport Office                     | 59        | 6.1                    | 6    |
| Road Transport and Safety Agency    | 52        | 5.4                    | 7    |
| Ministry of Lands                   | 44        | 4.6                    | 8    |
| Ministry of Health                  | 44        | 4.6                    | 9    |
| Local Authorities (Councils)        | 41        | 4.3                    | 10   |



|                                           |     |     |    |
|-------------------------------------------|-----|-----|----|
| Immigration Department                    | 40  | 4.2 | 11 |
| ZESCO                                     | 30  | 3.1 | 12 |
| Ministry of Agriculture and Cooperatives  | 27  | 2.8 | 13 |
| Ministry of Finance and National Planning | 9   | 0.9 | 14 |
| Ministry of Works and Supply              | 3   | 0.3 | 16 |
| ZAMTEL                                    | 2   | 0.2 | 17 |
| Patents and Copyright Registration Office | 1   | 0.1 | 18 |
| Other                                     | 6   | 0.6 | 15 |
| Total                                     | 961 | 100 |    |

A critical look at these institutions tells us that there is a very high level of interaction between the general public and the institutions in question. Depending on the particular case the officers are dealing with, (e.g. criminal case, urgency of the case, etc), it can be speculated that the officers may demand for big bribes, as earlier mentioned. The consequence of these big demands by the public officers was that relative to the monthly incomes for many respondents, bribery was highly costly on their part. From the data presented in Table 2 (demographic and socio-economic variables), it can be seen that the majority of respondents earned a monthly income of between K101, 000 and K2.5 million. Further, analysis of the data in Table 8 shows that





most bribe demands ranged between K101,000 and K500,000. The implication of this is that depending on the level of income, bribery could cost an individual anything from about 4% to 100% of the monthly income. Table 10 summarizes the actual scenario of individuals' income and the bribe size demanded.

**Table 10: Income Vs Bribe Size**

|                      |                       | Bribe Paid        |                   |                     |                |       |
|----------------------|-----------------------|-------------------|-------------------|---------------------|----------------|-------|
|                      |                       | Less than 100,000 | 101,000 - 500,000 | 501,000 - 1,000,000 | Over 1,000,000 | Total |
| Monthly Income (ZMK) | Less than 250,000     | 120               | 47                | 3                   | 1              | 172   |
|                      | 251,000 - 500,000     | 91                | 75                | 12                  | 2              | 180   |
|                      | 501,000 - 1,000,000   | 100               | 50                | 17                  | 5              | 172   |
|                      | 1,001,000 - 2,500,000 | 82                | 49                | 15                  | 14             | 160   |
|                      | Over 2,500,000        | 24                | 20                | 8                   | 17             | 69    |
|                      | Total                 | 417               | 241               | 55                  | 40             | 753   |

#### 4.4 Severity

This indicator gives a measure of consequences or frequency of denial of a public service if a bribe is not paid. Table 11 shows such consequences for refusing to give a bribe in the past 12 months.



**Table 11: Consequences for Refusing to Pay a Bribe**

| Consequence                          | Frequency | Percent of respondents |
|--------------------------------------|-----------|------------------------|
| Service was Denied                   | 194       | 44.4                   |
| Service was Delayed                  | 182       | 41.6                   |
| Service Given Promptly               | 35        | 8                      |
| Service Given Extraordinarily Faster | 24        | 5.5                    |
| Other                                | 2         | 0.5                    |
| Total                                | 437       | 100                    |

Clearly, refusing to pay a bribe had major consequences: Either a service was completely denied (44.4% of respondents who refused to pay the bribe indicated that they were denied a service) or it was unnecessarily delayed (41.6% of respondents indicated that the service was delayed). Thus 86% of the respondents reported that the consequences for refusing to pay bribes were heavy on them. Only a total of 13.5% of the respondents reported that the service was promptly given (or even given extra-ordinarily faster) when they refused to pay the bribe. From these results, it may be concluded that the majority of members of the general public are still prone to corruption and they do not know the steps to take when they find themselves in such situations. Or it may simply be that they do not care. Because of this, public officers have taken advantage and can make demands as they wish. In situations where a service was given extra-ordinarily faster, it could be because the officers were able to detect that the person asking for a service knew his/her rights and privileges clearly.

The above analysis is supported by data presented in Table 12 where it is clearly shown only a total of 5% of the respondents dared to report





corruption cases to either the Anti-Corruption Commission (ACC) or another law enforcement agency or an NGO. The rest (95%) simply paid or refused to pay, negotiated the bribe, complained to others or simply kept quiet.

**Table 12: Action Taken by Respondents When Bribe Was Demanded**

| Action taken                               | Frequency | Percent of respondents |
|--------------------------------------------|-----------|------------------------|
| Paid bribe                                 | 267       | 38.3                   |
| Negotiated the bribe amount                | 131       | 18.8                   |
| Refused to pay bribe                       | 101       | 14.5                   |
| Kept quiet                                 | 88        | 12.6                   |
| Complained to others                       | 68        | 9.8                    |
| Reported to another law enforcement agency | 19        | 2.7                    |
| Reported to Anti-Corruption Commission     | 10        | 1.4                    |
| Paid bribe in kind                         | 7         | 1                      |
| Reported to an NGO                         | 6         | 0.9                    |
| Total                                      | 697       | 100                    |

But when asked whether they found it necessary to pay a bribe or not, only 20.7% of the respondents answered in the affirmative while 79.4% said it was not necessary. This statistic is further confirmation of the analysis arising from the data presented in Table 11.



## 4.5 Perception of General Public on Why Public Officials Demand Bribes

**Table 13 presents data on why respondents thought public officials demanded bribes.**

**Table 13: Reasons Why Public Officials Demand Bribes**

| Reasons for demanding bribes          | Frequency | Percent of respondents |
|---------------------------------------|-----------|------------------------|
| Supplement Low Incomes                | 420       | 34.5                   |
| Greed                                 | 300       | 24.6                   |
| Financial pressures                   | 131       | 10.8                   |
| Tolerable practice in Zambia          | 114       | 9.4                    |
| Not Afraid of Superiors or Punishment | 70        | 5.7                    |
| Follow What Superiors Do              | 54        | 4.4                    |
| Don't Know                            | 129       | 10.6                   |
| Total                                 | 1218      | 100                    |

As can be seen from Table 13, relatively more respondents (34.5%) said that the public officials were merely supplementing low incomes, while 24.6% of the respondents said it was merely greed on the part of the public officials. Almost 11% of the respondents indicated that the public officials were faced with financial pressures, while 5.7% of the respondents said the officials were not afraid of their superiors, or simply followed what the superiors were doing (4.4% of respondents).





Related to the above, the respondents were asked what they thought were the key factors contributing to bribery in Zambia. Almost 27% cited poverty as a key factor. Other key factors cited were: low salaries (25.2%), attitude of Zambians (16.1%), lack of seriousness (13.3%) and unemployment (11.2%) (see Appendix 5).

Respondents were also asked to assess the change in the attitude of public officials as well as members of the general public towards bribery. Table 14 shows the responses.

**Table 14: Change in the Attitude of Public Officials and Members of the Public Towards Bribery**

| Change in Attitude | Public Officers |            | Members of Public |            |
|--------------------|-----------------|------------|-------------------|------------|
|                    | Frequency       | Percent    | Frequency         | Percent    |
| Improved           | 121             | 10.9       | 160               | 15.1       |
| Remained the same  | 403             | 36.4       | 563               | 53.0       |
| Deteriorated       | 582             | 52.6       | 339               | 31.9       |
| <b>Total</b>       | <b>1106</b>     | <b>100</b> | <b>1062</b>       | <b>100</b> |

With regard to public officers, 52.6% of the respondents said that the officers' attitude had deteriorated while only about 11% said it had improved. The rest (36.4%) said the attitude had remained the same. With regard to members of the general public, almost 32% of the respondents said that the attitude had deteriorated while only 15.1% said it had improved; 53% said the public's attitude had remained the same.

The implication of the above findings is that both the public officials



and ordinary members of the general public have a lot to do to positively change the mindsets and deal with corruption in a more serious manner. In fact from what has been presented in this report, there is enough empirical evidence that members of the general public themselves contribute greatly to sustenance of bribery.

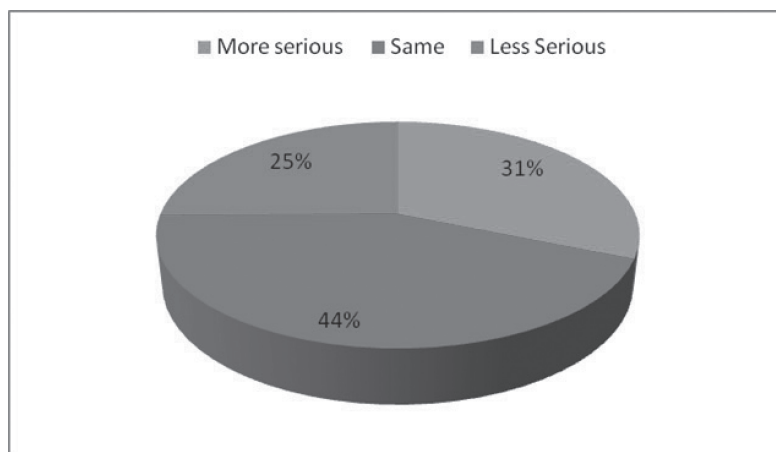
#### **4.6 Government Response to Fighting corruption**

Respondents were asked what they thought about the commitment of the current government of President Rupiah Banda to fighting corruption compared to second Republican President Frederick Chiluba and then to late President Levy Mwanawasa. Figures 1 and 2 show the responses given by the respondents.





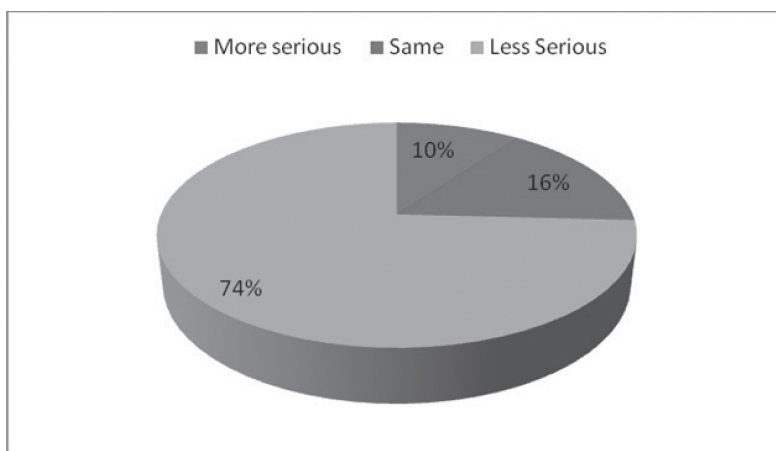
**Figure 1: Commitment of Rupiah Banda to Fighting Corruption Compared to Frederick Chiluba**



Compared to Frederick Chiluba, 44% of the respondents indicated that Rupiah Banda was more serious while 25% said he was less serious; 31% said they were just the same. Compared to Levy Mwanawasa, however, 74% of the respondents said that Rupiah Banda was less serious while only 16% said he was more serious; 10% indicated that the two were the same.



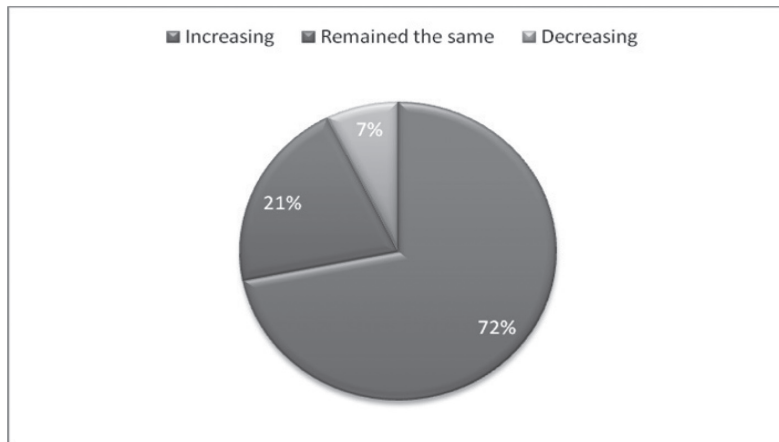
**Figure 2: Commitment of Rupiah Banda to Fighting Corruption Compared to Levy Mwanawasa**



It is clear from these statistics that the current government of President Banda is not rated highly, particularly compared to the immediate past President, late Levy Mwanawasa (see also figure 3 below). As can be seen from Figure 3, 72% of the respondents indicated that bribery had increased while only 7% indicated that bribery had decreased. About 21% of the respondents said it had remained the same.



**Figure 3: Rating of Bribery in Public Offices**





Assessment of the effectiveness of the current government on bribery also did not show much positive trends, as shown in Table 15.

**Table 15: Assessment of Current Government on Bribery**

| Effectiveness of Government       | Frequency   | Percent of respondents rating the effectiveness |
|-----------------------------------|-------------|-------------------------------------------------|
| Very Effective                    | 61          | 5.0                                             |
| Somewhat effective                | 266         | 21.8                                            |
| Neither Effective nor Ineffective | 165         | 13.5                                            |
| Somewhat Ineffective              | 276         | 22.6                                            |
| Very Ineffective                  | 452         | 37.0                                            |
| <b>Total</b>                      | <b>1220</b> | <b>100</b>                                      |

While only 5% of the respondents positively said the current government was effective on fighting bribery, 37% said the government was very ineffective. It is clear from all the findings presented that much more needs to be done to deal with bribery in the country.

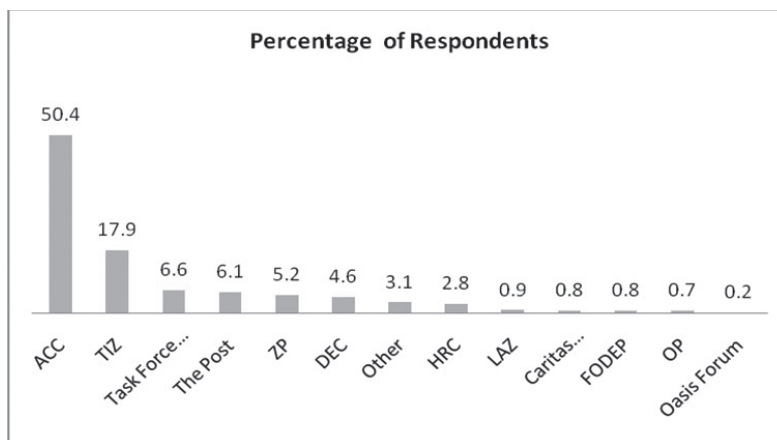




#### 4.7 Awareness of Organizations Fighting Corruption in Zambia

The respondents were asked what organizations they knew that were fighting corruption in the country. Figure 4 shows the responses.

**Figure 4: Awareness of Organizations Fighting Corruption in Zambia**



Just slightly above 50% of the respondents mentioned the ACC while 17.9% mentioned Transparency International Zambia. Other organizations mentioned included the Task Force (although it is no longer operational), The Post, Zambia Police Service, Drug Enforcement Commission, etc. It may be deduced from the above results that although people generally know what corruption is, many of them do not know (or simply ignore) the steps that they must take should they find themselves in such a situation. This calls for more sensitization, particularly about the actions individual members of the Public need to take against corruption.



## 5.0 COMPARISON BETWEEN PAST ZBPIs (2005-2009)

The incidences of corruption (% of respondents who were asked for bribes) in 2009 increased (57.1%) by 1.8% from (55.3%) 2007.

**Table 16: Comparison of Some ZBPI Indicators (2005-2009)**

|                                                                                                                    | 2009 | 2007 | 2005 |
|--------------------------------------------------------------------------------------------------------------------|------|------|------|
| Incidence (% of respondents who were asked for bribes)                                                             | 57.1 | 55.3 | -    |
| Prevalence (% of respondents who actually paid bribes)                                                             | 64.4 | 11.1 | 20.0 |
| Severity (% of respondents who were denied service or service was unnecessarily delayed for refusal to pay bribes) | 86.0 | 88.4 | 78.4 |

Prevalence rate (percentage of respondents who actually paid bribes) rose by a huge margin of 53.3% in 2009 from 2007 and 41.4% margin from 2005.





The percentage of correspondents who were denied services or had services unnecessarily delayed for refusal to pay bribes marginally reduced by 2.4% in 2009 from 2007 (88.4%) and by 10.5% from 2005 figures (78.4%).

As regards to top 10 public institutions whose officers asked for bribes from the general public, the Zambia Police Service retained the top slot as compared to 2007. The Zambia Police Service was followed by the Ministry of Education which had worsened as it moved up four slots to take the 2nd slot from 6th in 2007. The Department of National Registration made the biggest jump (to worse) from 10th position in 2007 to 3rd position in 2009, signalling worsening levels of corruption in that department. The Ministry of Health and The Judiciary completed the top 5 list as 4th and 5th respectively with judiciary making an improvement of one rank lower from 2007 while Ministry of Health worsened by three slots in 2009 as compared to 2007 (see Appendix 1).

One notable department is the Ministry of Lands which was ranked 7th among the top 10 public institutions whose officers asked for bribes from the general public in 2007, but exited the top 10 list in 2009. We applaud the mitigating efforts being done by the Ministry to change this scenario. In its place sadly, ZESCO has moved in and taken the 9th slot. Other concerns are for Road Transport & Safety Agency (RTSA), Passport Office, and Zambia Revenue Authority which since 2007 continue appearing in the top 10 list of public institutions whose officers asked for bribes from the general public.

As regard to the top 10 public institutions whose officers demanded largest bribes from the public for the past 5 years, again the Zambia Police Service has remained at the top of the list showing how consistently the Zambia Police Service has been perceived to be very



corrupt. The Judiciary has maintained its second position since 2007. In third place is The Zambia Revenue Authority (ZRA) which was ranked at 4th position in 2007 and in 2005. The Department of National Registration leaped to 5th from 10th in 2007 (see Appendix 2).

As regards to the top 10 public institutions whose officers demanded bribes from the public most frequently, the Zambia Police Service has continuously been topping the list having being at the top also in 2007 and 2005, indicating no positive changes being made in curbing corruption. The Judiciary which has been ranked 2nd in 2009 as compared to 10th in 2007 and 2005, indicates huge and steep deterioration levels of corruption with regards to frequency of solicitation. The Ministry of Education has dropped a notch in 2009 to rank 4th as compared to 2007 3rd position. The Department of National Registration and the Passport Office are at 4th and 5th positions, respectively. The Department of National Registration worsened in corruption terms by moving up 3 notches while the Passport Office maintained its position also showing no positive change in the fight against corruption (see Appendix 3).

Notable change has been in Local Authorities which dropped 5 notches to 10th position in 2009 from 5th in 2007 and 2nd in 2005; there appears to be consistence in making positive strides in the frequency of solicitation of bribes by the officer in his department and we applaud the change in perception.

As regard the action taken by respondents when a bribe was demanded, the figures show that there has been a huge reduction over five years in people taking any action or reporting any action (see Appendix 4). In 2005, 15% of the respondents said they reported the cases to the Anti-Corruption Commission while in 2007 only half of the 2005 figure reported, and in 2009 that number fell further to as low a percentage





as 5%. On the contrary and sadly, more and more people have been opting to simply pay a bribe.

With regards to respondent's knowledge on top five ranked organizations fighting corruption, the Anti-Corruption Commission since 2005 remains as the most known institution fighting corruption. Transparency International Zambia is the second known organ to be fighting corruption and has maintained that position since 2005.

The Task Force has moved to 3rd place in 2009 from 4th place in 2007. The Zambia Police is placed at 5th as of 2009 as compared to 3rd in 2005. The Zambia Police did not appear in the top 5 list in 2007.





## 6.0. CONCLUSION

The report has revealed that corruption in public institutions is rife and keeps increasing and more people are having less confidence that anything tangible is being done in reducing the levels of corruption. The fact that less and less people are reporting cases to the institutions mandated to fight corruption may mean loss of faith that much can be done about it.

The report has revealed that corruption in public institutions is rife and keeps increasing and more people are having less confidence that anything tangible is being done in reducing the levels of corruption.

The ZBPI shows decreasing public confidence in the current government's commitment to fighting corruption but on the contrary, they feel the fight against corruption by government is not serious and worsening.

The Zambia Police Service continues to perform badly on the ZBPI of corruption as it is perceived to be the most corrupt government institution and has been perceived so for the last five years. Other ministries such the Ministry of Education and the Department of National Registration have not been performing too well. Institutions such as ZRA and the Judiciary seem to be making little or no change on the ZBPI.

There is also a growing resolve by the public to pay their way out to get services done for them and this is slowly becoming an acceptable norm among a section of people. This is directly linked with the increasing prevalence of respondents paying bribes.





On the positive side, the Ministry of Lands and local authorities have made notable improvement on the ZBPI and we applaud them and urge them to do more. We sincerely congratulate public institutions that have shown positive movements towards fighting corruption in their institutions while urging those that have not done so well and those that keep worsening to seriously put in place measures to curb corruption. We also hope that with the new anti corruption framework, there shall be corresponding new vigour and initiative in financing anti corruption activities and fighting corruption in general; that instruments such as the Auditor General's reports effectively be used to fight corruption by prosecuting officers engaged in corrupt activities.

## APPENDIX

### Appendix 1

**Table A1: Top 10 Public Institutions whose officers asked for Bribes**

| 2009                          | 2007                  | 2005 |
|-------------------------------|-----------------------|------|
| Zambia Police Service         | Zambia Police Service | -    |
| Ministry of Education         | Local Authorities     | -    |
| Dept of National Registration | Passport Office       | -    |
| Ministry of Health            | Judiciary (Courts)    | -    |
| Judiciary                     | RTSA                  | -    |
| Local Authorities             | Ministry of Education | -    |
| RTSA                          | Ministry of Health    | -    |
| Passport Office               | Ministry of Lands     | -    |



|       |                               |   |
|-------|-------------------------------|---|
| ZESCO | ZRA                           | - |
| ZRA   | Dept of National Registration | - |

## Appendix 2

**Table A2: Top 10 Public Institutions Whose Officers Demanded Largest Bribes**

| 2009                                | 2007                                  | 2005                               |
|-------------------------------------|---------------------------------------|------------------------------------|
| Zambia Police                       | Zambia Police                         | Zambia Police Service              |
| Judiciary                           | Judiciary                             | Local Authorities                  |
| ZRA                                 | Ministry of Lands                     | ZRA                                |
| Ministry of Education               | Passport Office                       | Immigration Department             |
| Department of National Registration | ZRA                                   | Ministry of Education              |
| Passport Office                     | Road Transport & Safety Agency (RTSA) | Ministry of Health                 |
| RTSA                                | Ministry of Education                 | Government Procurement Units       |
| Ministry of Lands                   | Local Authorities                     | Bursaries Committee                |
| Ministry of Health                  | Immigration Departments               | Judiciary                          |
| Local Authorities                   | Department of National Registration   | Road Traffic Commission (now RTSA) |





### Appendix 3

**Table A3: Top 10 Public Institutions Whose Officers Demanded Bribes Most Frequently**

| 2009                                  | 2007                                  | 2005                               |
|---------------------------------------|---------------------------------------|------------------------------------|
| Zambia Police Service                 | Zambia Police Service                 | Zambia Police Service              |
| Judiciary                             | Road Transport & Safety Agency (RTSA) | Local Authorities                  |
| Zambia Revenue Authority              | Ministry of Education                 | Road Traffic Commission (now RTSA) |
| Ministry of Education                 | Zambia Revenue Authority              | Traffic Police                     |
| Department of National Registration   | Local Authorities                     | Ministry of Health (Hospitals)     |
| Passport Office                       | Passport Office                       | Government Procurement Units       |
| Road Transport & Safety Agency (RTSA) | Ministry of Lands                     | Zambia Revenue Authority           |
| Ministry of Lands                     | Department of National Registration   | Immigration Department             |
| Ministry of Health                    | Ministry of Health                    | Ministry of Education (Teachers)   |
| Local Authorities                     | Judiciary                             | Judiciary (Courts)                 |



## Appendix 4

**Table A4: Action Taken by Respondents When Bribe Was Demanded**

| Action                                                                                 | 2009 | 2007 | 2005 |
|----------------------------------------------------------------------------------------|------|------|------|
| Reported to either ACC or another organization (% of respondents)                      | 5.0  | 7.2  | 14.9 |
| Never reported, but simply paid bribe, negotiated, kept quiet, etc. (% of respondents) | 95.0 | 92.9 | 85.1 |



## Appendix 5

**Table A5: Key Factors Contributing to Bribery**

| Factors                  | Frequency | Percent |
|--------------------------|-----------|---------|
| poverty                  | 593       | 26.6    |
| low salaries             | 562       | 25.2    |
| attitude of Zambians     | 359       | 16.1    |
| lack of seriousness      | 297       | 13.3    |
| unemployment             | 250       | 11.2    |
| anti corruption measures | 76        | 3.4     |
| media attention          | 39        | 1.8     |
| effective NGOs           | 35        | 1.6     |
| improved public attitude | 15        | 0.7     |
| Total                    | 2226      | 100.0   |









**TRANSPARENCY  
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#### **TI-Z VISION**

'A Zambia anchored on citizens and institutions of integrity.'

#### **MISSION STATEMENT**

A leading anti-corruption crusader contributing to the development of a Zambian society based on a culture of transparency and accountability through the promotion of good governance and zero tolerance to corruption.

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