

ZAMBIA BRIBE PAYERS INDEX 2014

"DOCUMENTATION CORRUPTION IN THE PUBLIC SECTOR AS EXPERIENCED BY THE ZAMBIA"



BREAK THE CORRUPTION CHAIN



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EXECUTIVE SUMMARY

The purpose of the Zambia Bribe Payers Index (ZBPI) Survey is a tool for measurement of corruption. The Survey seeks to provide an empirical evidence-base of bribery incidences in public institutions in Zambia, and indication of progress every two years, thereof. The 2014 Zambia Bribe Payers Index (ZBPI) survey was conducted jointly by Transparency International Zambia (TIZ) and the AntiCorruption Commission (ACC).

Bribery experiences were solicited from 1,939 respondents covering two districts in each of the ten provinces in the country. In addition, respondents' bribery experiences were observed with respect to twenty-two (22) public institutions.

The overall aggregate bribery index for 2014 calculated from twenty-two (22) public service institutions is 8.5%. However, when compared to the sixteen (16) institutions covered in 2012, the overall aggregate bribery index in 2014 is 11.9% and in 2012 it was 9.8%. In terms of progress, this is indicative of a decline in percent of 2.1 when compared to 2012. This means that an average public service seeker in 2014 had a 2.1 change in percent increment from 2012 in the possibility of paying a bribe, to any of the 16 public service institutions.

At an institutional level, the Zambia Police performed comparatively well in 2012 than in 2014. In 2012, there was a 48.3% chance of paying a bribe to the Zambia Police. This has increased to 78.3% in 2014. The Local Authorities (Councils), Ministry of Education, and Ministry of Agriculture and Livestock also do not show much improvement in bribery incidence. The Road Traffic and Safety Agency (RTSA), on the other hand has shown a slight deterioration in incidence of bribery (-0.3%). Improved bribery situation occurred in Ministry of Lands, Zambia Electricity Supply Company (ZESCO), Health Services and the National Registration Office.

The 2014 Zambia Bribe Payers Index Survey shows that bribe demand, increased by 6.7% in 2014 when compared to 2012. On the other hand, incidences of bribe offer decreased by 4.7%. Notable is that, bribe demand is most prevalent among supervisory and junior staff categories of public service employees.

In 2014 the prevalence of bribery has considerably worsened. Whereas in 2012, 44.6% respondents paid a bribe, in 2014 this increased to 57.1%, with avoiding delays, fear of service denial and the belief that it is a normal trend being the most common reason for paying a bribe when demanded.

Bribe pay frequency has increased by 12.5%, from 44.6% in 2012 to 57.1% in 2014. However, the bribe size has insignificantly decreased. In 2012, 27.3% paid a bribe size of over Kwacha 500 (Kwacha 500, 000 then), in 2014 only 27.2% paid the equivalent amount. The institutions that demanded the largest bribe amounts in 2014 are the Zambia Police – Traffic, Zambia Police – excluding Traffic, RTSA, and Local Authorities. In 2012, the institutions were Zambia Police, RTSA, Health services, and the judiciary.

With respect to severity of bribery, a significant worsening in the situation is observed. In 2012, only 37.9% of those that refused to pay a bribe were denied service, in 2014 49.9% were denied.

The 2014 Zambia Bribe Payers Index (ZBPI) Survey undoubtedly shows that the magnitude, incidence and severity of experience corruption by the public when seeking a public service is still undesirable, and that it has worsen in most instances.

Most notable in this respect is that bribe demand is most prevalent in urban areas than in rural areas; individuals in rural areas experience bribe demands, more outside their districts of residence; individuals in rural areas pay bribes more because of fear of denial of service than those in urban areas; the intensity of paying a bribe among females is slightly more common than among males; among females paying a bribe for fear of service denial is more prevalent, than among males; and that individuals offer bribes, pay bribes or feeling compelled to pay a bribe irrespective of whether they know what corruption is or where to report cases of corruption.

Inevitably as an evidence-base of bribery in the country, the 2014 ZBPI Survey observations necessitates that concerted efforts be undertaken to reduce the evidenced vulnerabilities of rural dwellers, and females. In addition, there is need for in-depth behavioural research into reasons why individuals who know what corruption is and where to report corrupt practices still behave the contrary.

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Acronyms

ACC	Anti-Corruption Commission
BPI	Bribe Payers Index
DEC	Drug Enforcement Commission
HRC	Human Rights Commission
JCA	Judicial Complaints Authority
KPI	Key Performance Indicators
LAZ	Law Association of Zambia
MDA	Ministry, Department and Agency
MoH	Ministry of Health
MoL	Ministry of Lands
NACP	National Anti-Corruption Policy
NAPSA	National Pension Scheme Authority
OAG	Office of the Auditor General
OP	Office of the President
PACRA	Patents and Companies Registration Agency
PPCA	Police Public Complaints Authority
PPS	Proportionate to Population Size
PSPF	Public Service Pensions Fund
PSU	Primary Sampling Units
RDA	Road Development Agency
RTSA	Road Traffic and Safety Agency
SEAs	Standard Enumeration Areas
TI	Transparency International
TIZ	Transparency International Zambia
UNZA	University of Zambia
ZAMTEL	Zambia Telecommunications Company Limited
ZBPI	Zambia Bribe Payers Index
ZESCO	Zambia Electricity Supply Company
ZP	Zambia Police
ZRA	Zambia Revenue Authority

1.0 Introduction

1.1 The Zambia Bribe Payers Index

The Bribe Payers Index is a measurement of corruption tool developed by Transparency International (TI). Measurement of corruption is a measure of the magnitude of corruption. It is significant in that it facilitates production of empirical evidence that can guide precisely where to expend anti-corruption resources and how to measure the degree of anti-corruption intervention success.

Further, measurement of corruption helps establish priority areas for anti-corruption interventions by identifying activities and sectors where corruption is concentrated. Measurement of corruption also helps educate the public about the economic and social costs of corruption.

The Zambia Bribe Payers Index (ZBPI) is conducted through a country-wide survey that assesses bribery based on what are termed the key performance indicators.

The ZBPI key performance indicators are:

- (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; and,

- (f) **Government Response, Attitudes and Stakeholder Identification** - whether government is doing enough to combat bribery and corruption and if there are any evident change in attitudes towards bribery; and, factors contributing to incidences of bribery; and identification of leading anti-corruption stakeholders

The purpose of the Zambia Bribe Payers Index (ZBPI) Survey is the provision of an empirical evidence - base of bribery incidences in government departments and parastatals in Zambia, which can inform key strategies and approaches that, can be adopted by Zambia in order to reduce incidences of bribery in the various institutions.

1.2 The ZBPI Survey

The 2014 ZBPI survey was conducted using a closed ended questionnaire, with open ended questions were appropriate (Appendix I). The questionnaire was administered countrywide at household level. Respondents were solicited for their experiences on the Bribe Payers Index key performance indicators. The Survey also sought individuals' bribery experiences from twenty - two (22) public institutions. These are Hospitals, Health Services - Ministry of Health (MoH); Immigration Department; Judiciary - Courts; Local Authorities - Councils; Ministry of Agriculture and Livestock; Ministry of Education; Ministry of Finance; Ministry of Lands; Ministry of Works and Supply; National Registration Office; National Pension Scheme Authority (NAPSA); Patents and Companies Registration Agency (PACRA); Passport Office; Public Service Pensions Fund (PSPF); Road Development Agency (RDA); Road Traffic and Safety Agency (RTSA); Zambia Electricity Supply Company (ZESCO); Zambia Police - Traffic; Zambia Police - excluding Traffic division; Zambia Revenue Authority (ZRA) - Customs Division; and, Zambia Revenue Authority (ZRA) - Tax Division.

Lastly, the Survey also emphasised the measure of the incidence of bribery within disaggregated demographic spaces. Questions like - who offers or pays bribes the most -, are included as they can enhance anti-corruption knowledge, and can also provide insights as to which social grouping is most vulnerable.

1.3 The Sample and Sampling Approach

A household level sample size of 2000 respondents, from all the provinces in the country was used. Twenty (20) sample districts were purposively selected (That is, predetermined). Two (2) districts from each province were further purposively selected as the target districts in each province.

The 2010 census data for Zambia was then used to determine the survey sampling frame, and arrive at the primary sampling units (PSU). The ward was selected as the PSU. Stratified Proportionate to population size (PPS) sampling was then used to derive, first the district sample size; and, second the sample size of the respective primary sample units in each district. PPS sampling rather than Simple Random Sampling, was used because as noted earlier, from a logistical viewpoint, PPS surveys in large geographic areas tend to be more efficient.

The formulae used are:

District Sample Size

No. of Households

Sample size = _____ Total Number of Households in

*Target Districts * 2000*



PSU (Ward) Sample Size

No. of Households

$$\text{Sample size} = \text{Total Number of Households in Target PSU} \times \frac{\text{No. of Households}}{\text{Total No. of Households in District}} *$$

District Sample Size

Within the PSUs thresholds, within each respective ward, were computed to ensure a sample size that was, at a minimum, not less than three (3). Sampling intervals were then derived in each PSU. Appendix II, shows the proposed district sample sizes and the actual number of respondents surveyed.

Further, based on the 2010 census data, urban-rural differentiation was also conducted.

1.4 Data Analysis and Calculating the Aggregate Bribery Index

The data collation and analysis for the 2014 ZBPI constituted quantitative approaches using excel pivot tables. Cross tabulations were used to disaggregate the data so as to provide an empirical evidence base that can enhance knowledge of bribery, anti-corruption success, and indications of social groupings most affected. Hence, thereof, demographic and corruption knowledge data from the questionnaire was interrogated against questions on the ZBPI survey key performance indicators (KPI).

Calculation of the aggregate bribery index of the ZBPI is based on the weighted average of the three key performance indicators (KPI), which are incidence, prevalence and frequency of bribery, for all the target public institutions covered in the survey.

First, the weighted average score for each individual target institution is computed, and then from this the aggregate bribery index is derived.

The respective formulae are:

KPI Weighted Average score

$$\text{KPI Weighted Average score} = \left[\left(I \times \frac{\text{Institute Aggregate}}{\sum(\text{No. of Responses})} \right) + \left(P \times \frac{\text{Institute Aggregate}}{\sum(\text{No. of Responses})} \right) + \left(F \times \frac{\text{Institute Aggregate}}{\sum(\text{No. of Responses})} \right) \right] \times 100$$

Denotations: I = Incidence; P = Prevalence; and, F = Frequency.

Σ denotes SUM (addition of a group of numbers)

Note that, the KPIs Weighted Average is multiplied by 100, to reduce it to a percent. And for an individual institution, this provides the aggregate index.

$$\text{Overall Aggregate Bribery Index} = \frac{\sum(\text{Weighted Average Score})}{\text{No. of Institutions}}$$

Interpreting the Aggregate Bribery Index:

At an institutional level an aggregate index of, for example 50.1%, means that an average individual has a 50.1% chance of paying a bribe to the respective institution an individual is seeking a public service.

Whilst, at country level an overall aggregate index of, for example 8.5%, means that an average public service seeker has an 8.5% chance of paying a bribe to any of the sampled target public service institutions.

2.0 ZBPI Household Survey Respondents' Characteristics

2.1 Number of Respondents, Geographic Location and Gender

From the target number of the proposed 2000 respondents, observations were derived from an actual number of 1,939, as shown in Appendix II. Sixty-two point nine (62.9) percent of the respondents were resident in urban areas, and 37.1% in rural areas. Of the 1,939 respondents, 50.3% were male and 49.7% female, with 47.8% males and 52.8% females residing in urban areas; and, 54.6% males and 45.4% females residing in rural areas.

The Survey respondents' characteristics by area of residence are 27.7% respondents in high density areas; 22.3% in medium density; 16.1% in low density; and, 33.9% in villages. The respective respondent gender distribution in each area of residence is shown in Table 2.0 below.

Table 1.0 Respondents Gender Distribution and Area of Residence

Gender	High Density	Medium Density	Low Density	Village
Male	25.3%	20.5%	17.1%	37.1%
Female	30.2%	24.3%	15.0%	30.5%

2.2 Respondents' Corruption Knowledge

Knowledge of what constitutes corruption is observed in 89.1% of 1,871 respondents, while knowledge of where to report corruption is noted in 69.2% of 1,866 respondents.

Comparatively, more respondents among males know what constitutes corruption (92.4%), than among females (85.6%). Knowledge of what constitutes corruption and respondents' education level, shows an expected gradation of knowledge. Among respondents who have not been to school knowledge of what constitutes corruption is lowest, while such knowledge is highest among respondents who have acquired tertiary education (Figure 1.0). The contrary, not knowing what constitutes corruption also exists.

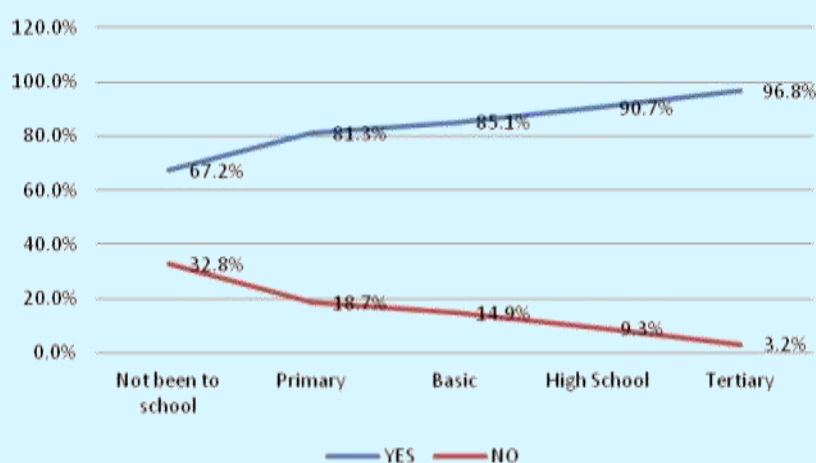


Figure 1.0 Knowledge of Corruption and Education

3.0 The Aggregate Bribery Index

3.1 Aggregate Bribery Index Comparisons - 2012 and 2014

In comparing the aggregate bribery index for 2014 to that of 2012, the same institutions are used. That is a total number of sixteen (16) institutions used in 2012 are used for the comparison. Zambia Police and Zambia Revenue Authority (ZRA) KPI calculations are merged for 2014, as in 2014 different departments were considered, as shown in Section 3.2.

The comparative results based on 16 sampled public service institutions, show that the overall aggregate bribery index in 2012 was 9.8%, whilst in 2014 it is 11.9%. A negative change in percent of 2.1 is observed as shown in Table 2.0 below. This means that an average public service seeker in 2014 had a 2.1 change in percent increment from 2012 in the possibility of paying a bribe, to any of the 16 public service institutions sampled.

Table 2.0 Comparison of Aggregate Bribery Index 2012 and 2014

No.	Name of Institution	Aggregate Index		Change in %
		2012	2014	
1	Zambia Police	48.30	78.28	---30.0
2	Local Authorities (Councils)	7.45	17.50	---10.1
3	Road Traffic & Safety Agency (RTSA)	14.40	14.72	---0.3
4	Ministry of Education	6.35	13.02	---6.7
5	Ministry of Agriculture and Livestock	2.25	10.13	---7.9
6	Passport Office	8.00	8.24	---0.2
7	Zambia Revenue Authority	8.90	7.87	1.0
8	National Registration Office	12.30	9.11	3.2

9	Hospitals/Health Services (MoH)	12.40	9.02	3.4
10	Judiciary (courts)	8.30	7.38	0.9
11	Immigration Department	4.70	4.87	---0.2
12	Ministry of Lands	11.60	6.05	5.5
13	ZESCO	8.35	3.89	4.5
14	PACRA	0.45	0.55	---0.1
15	Ministry of Works and Supply	1.45	0.17	1.3
16	ZAMTEL	1.10	0.05	1.0
Overall Aggregate Bribery Index		9.8	11.9	---2.1

At an institutional level, Table 2.0 shows that the Zambia Police performed comparatively well in 2012 than in 2014. In 2012, a 48.3% chance of paying a bribe to the Zambia Police was observed. This increased to 78.3% in 2014, representing a negative change in percent of 30.0. The Local Authorities (Councils), Ministry of Education, and Ministry of Agriculture and Livestock also show relatively high negative changes in percent in 2012 and 2014. That is, 10.1, 6.7, and 7.9 respectively. The Road Traffic and Safety Agency (RTSA), on the other hand has shown a slight decline in incidence of bribery (-0.3%).

Positive change in percent, indicating improved bribery situation, is observed in Ministry of Lands, 5.5; Zambia Electricity Supply Company (ZESCO), 4.5; Hospitals/Health Services (MoH), 3.4; and, National Registration Office 3.2.

3.2 Aggregate Bribery Index - 2014

The Zambia Bribe Payers Index (ZBPI) for 2014 covered twenty-two (22) public service institutions. The overall aggregate bribery index for the year is 8.5%, as derived from Table 3.0 below. This means that an average public service seeker in 2014 had an 8.5% chance of paying a bribe to any of the twenty-two (22) public service institutions sampled.

Table 3.0, also shows that at an institutional level, respondents had the highest chance of paying a bribe (50.1%) to the Zambia Police Traffic Division. This is followed by Zambia Police excluding traffic police (25.2%); Local Authorities or Councils (16.8%); the Road Traffic and Safety Agency (RTSA) (14.1%); and the Ministry of Education (12.5%).

Comparatively insignificant chances of paying a bribe are observed in Zambia Revenue Authority (ZRA), Tax Division (1.2%); Patents and Companies Registration Agency (PACRA) (0.5%); National Pension

Scheme Authority (0.3%); Road Development Agency (RDA) (0.3%); Ministry of Works and Supply (0.2%); Ministry of Finance (0.1%); and, Zambia Telecommunications Company Limited (ZAMTEL) (0.0%).

Table 3.0 2014 Aggregate Bribery Index

No	Name of Institution	Aggregated (sum)	KPIs Weighted Average Score
1	Zambia Police --- Traffic Police	80.4	50.1
2	Zambia Police excluding traffic police	40.4	25.2
3	Local Authorities (Councils)	27.0	16.8
4	Road Traffic & Safety Agency (RTSA)	22.7	14.1
5	Ministry of Education	20.1	12.5
6	Ministry of Agriculture and Livestock	15.6	9.7
7	Passport Office	12.7	7.9
8	Zambia Revenue Authority --- Customs Division	11.7	7.3
9	National Registration Office	14.0	8.7
10	Hospitals/Health Services (MoH)	13.9	8.7
11	Judiciary (courts)	11.4	7.1
12	Immigration Department	7.5	4.7
13	Ministry of Lands	9.3	5.8
14	Public Service Pensions Fund	3.1	1.9
15	ZESCO	6.0	3.7
16	Zambia Revenue Authority --- Tax Division	1.9	1.2
17	Patents and Companies Registration Agency (PACRA)	0.8	0.5
18	NAPSA	0.5	0.3
19	Road Development Agency	0.5	0.3
20	Ministry of Works and Supply	0.3	0.2



21	Ministry of Finance	0.1	0.1
22	ZAMTEL	0.1	0.0

8.5 Overall Aggregate Bribery Index =

4.0 The ZBPI Performance Indicators' Findings

4.1 Incidence of Bribery - Demand

Incidence of bribery is the number of times public officials asked individuals for bribes, that is demanded or solicited a bribe. In this 2014 ZBPI survey, 1,923 observations were made as to whether in the past 12 months respondents were asked for a bribe by a public officer (civil servant). Thirty-five point 1 (35.1) percent indicated that they were asked for a bribe, and 64.9% that there were not.

4.1.1 Bribe Demand and Geographic Location

In addition, the distribution of bribe demand by geographic location shows that within urban areas more individuals were asked for a bribe (39.7%) than in rural areas (27.4%), as shown in Table 4.0 below.

Table 4.0 Bribe Demand and Geographic Location

Public Officer Demanded a Bribe	Urban	Rural
YES	39.7%	27.4%
NO	60.3%	72.6%
Grand Total	100.0%	100.0%

4.1.2 Bribe Demand and Gender

Noteworthy is that within each respective gender, not much variances are observed (Table 5.0). The Table shows that among male respondents only 39.7% were asked for a bribe. While among female respondents only 31.0% were asked.

Table 5.0 Bribe Demand and Gender

Public Officer Demanded a Bribe	Gender	
	Male	Female
YES	39.7%	31.0%
NO	60.3%	69.0%
Grand Total	100.0%	100.0%

4.1.3 Distribution of Bribe Demand and Location

In terms of the location of where the bribe was requested, that is whether it was in the respondent's town of residence or another town, 77.4% of the respondents were asked for bribes within the town of residence, and 22.6% were asked in a different town (Table 6.0).

Table 6.0 Distribution of Bribe Demand by Location

Location of Bribe Demand	No. of Respondents	Relative Distribution
Same Town of Residence	508	77.4%
Another Town	148	22.6%
Grand Total	656	100.0%

When the distribution of the location of bribe demand is considered within the urban-rural geographical differentiation, it is observed that more respondents within rural areas were asked for a bribe outside the town of residence as shown in Table 7.0 below.

Table 7.0 Distribution of Location of Bribe Demand and Geographic Location

Location of Bribe Demand	Urban	Rural
Same Town of Residence	83.4%	63.5%
Another Town	16.6%	36.5%
Grand Total	100.0%	100.0%

4.1.4 Bribe Demand Frequency

Further, the 2014 ZBPI findings show that, in terms of the number of times in the past 12 months that respondents were asked for a bribe by a public official (civil servant), the most frequent is one to five times (84.7%). See Figure 2.0 below.

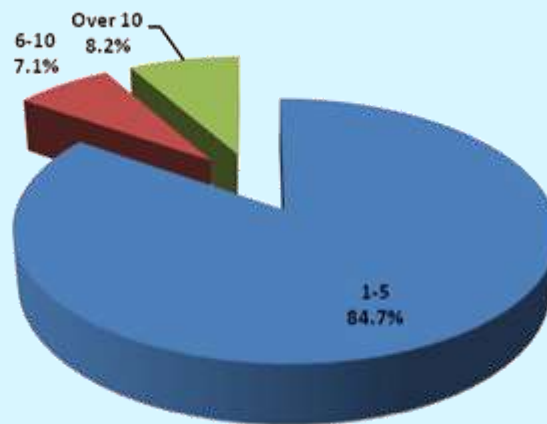


Figure 2.0 Relative Distribution of Number of Times Respondents Were Asked for a Bribe

4.1.5 Action Taken When Asked for a Bribe

When incidence of bribery is considered with respect to the action taken when asked for the bribe, the 2014 ZBPI survey findings show that most respondents opt to pay the bribe, as shown in Table 8.0 below.

The Table shows that reporting to the Anti-Corruption Commission (ACC) or an NGO is not a common option among the respondents.

Table 8.0 Relative Distribution of Number of Times Respondents Were Asked for a Bribe

Action When for Bribe	Taken Asked a	No. of Respondents	Relative Distribution
Paid Bribe	the	260	39.0%
Negotiated Bribe	the Amount Downwards	121	18.1%
Refused Pay Bribe	to the	111	16.6%
Kept	Quiet	102	15.3%
Complained Others	to	33	4.9%
Paid	Bribe in Kind (Bush meat, Sexual favours, Agricultural produce)	27	4.1%

Reported to other Law Enforcement Agency	7	1.1%
Reported to an NGO	4	0.6%
Reported ACC to	2	0.3%
Grand Total	667	100.0%

4.1.6 Bribe Pay and Geographic Location

Table 9.0 below shows that where as among respondents in urban areas, there is also a prevalent tendency to negotiate bribe amounts downwards when compared to those in rural areas (19.7% and 14.4% respectively), the tendency to pay the bribe is still the most common.

Table 9.0 Action Taken When Asked for a Bribe and Geographic Location

Action Taken When Asked for a Bribe	Urban	Rural
Reported to the ACC	0.4%	0.0%
Reported to other Law Enforcement Agency	0.8%	1.0%
Reported to an NGO	0.8%	0.0%
Negotiated the Bribe Amount Downwards	19.7%	14.4%
Complained to Others	5.5%	3.7%
Paid Bribe in Kind	5.1%	1.6%
Kept Quiet	17.2%	10.8%

Refused	to Pay Bribe	13.6%	24.2%
Paid	the Bribe	36.9%	44.3%
Grand	Total	100.0%	100.0%

4.1.7 Bribe Pay and Gender

With respect to gender, negotiating the bribe amount downwards is also the second most prevalent option, as shown in Table 10.0 below. Notable, however, is that keeping quiet is another common attitude among males, than among females.

Table 10.0 Action Taken When Asked for a Bribe and Gender

Action	Taken When Asked for a Bribe	Male	Female
Reported	to the ACC	0.3%	0.3%
Reported	to other Law Enforcement Agency	0.8%	1.4%
Reported	to an NGO	0.8%	0.3%
Negotiated	the Bribe Amount Downwards	18.2%	18.5%
Complained Others	to	3.5%	7.0%
Paid	Bribe in Kind	3.5%	4.9%
Kept	Quiet	17.4%	12.9%
Refused	to Pay Bribe	16.9%	14.7%

Paid	the Bribe	38.6%	39.9%
Total		Grand	100.0%
			100.0%

Further, the respondent's action taken when asked for a bribe by public officials with respect to knowledge of where to report cases of corruption; and knowledge of what constitutes corruption. Paying a bribe is still prevalent despite one having this knowledge. These findings are provided in Appendix III.

Lastly, the 2014 ZBPI survey shows that public official (civil servant) in supervisory and junior staff categories of work demand for bribes the most, as shown in Figure 3.0 below. Of 648 respondents, 44.7% indicate that the public official that demanded a bribe is in a supervisory position, 40.0% junior staff, and 15.3% senior management level.

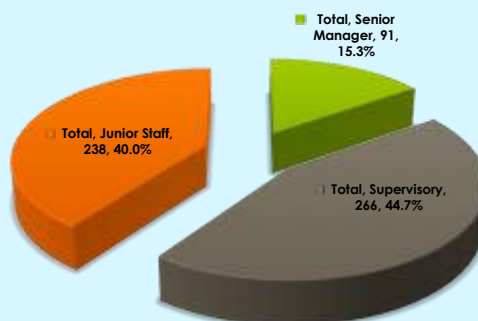


Figure 3.0 Relative

the Public Official that Demanded a Bribe

Distribution of Position of

4.2 Incidence of Bribery – Offer

Offer of a bribe or inducement to a public officer to do something or not to do something by respondents, is a comparatively less common practice than public officials asking for bribes. Earlier, Table 10.0 shows that of 1,923 respondents, 35.1% were asked for a bribe.

However, in terms of respondents offering a bribe, only 16.6% of 1,927 respondents offered a bribe or an inducement of any kind to a public officer (civil servant) in 2014. The Survey shows that the practice of offering bribes to public officials is slightly more common among males than among females (Figure 4.0 below).

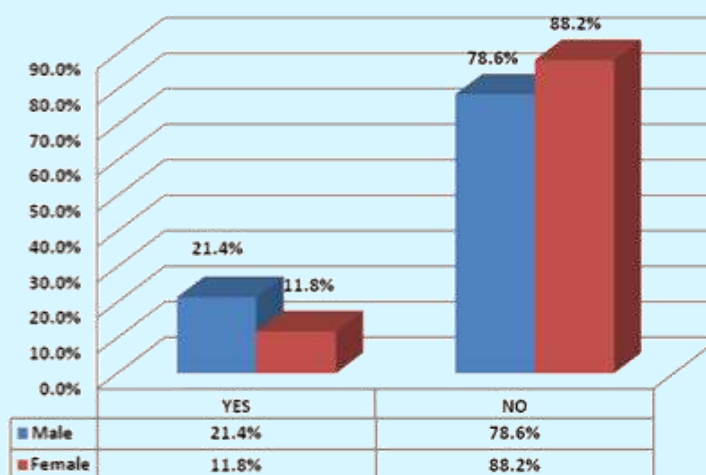


Figure 4.0 Respondents Bribe Offer and Gender

Knowledge of what constitutes corruption and incidence of bribe offering has a negative association. Whereas, it would be expected that respondents that know what corruption is, would be less likely to offer a bribe.

The 2014 ZBPI survey shows that 17.5% of the respondents that have knowledge of what constitutes corruption offered a bribe. While, only 11.3% of those that do not know what constitutes corruption offered a bribe as shown in Table 11.0 below.

Table 11.0 Respondents' Offer of a Bribe and Knowledge of what Constitutes Corruption

Offered a Bribe	Has Knowledge of What Constitutes	
	YES	NO
YES	17.5%	11.3%
NO	82.5%	88.7%
Grand Total	100.0%	100.0%

The 2014 ZBPI survey findings on respondents' bribe or inducement offer, with respect to the number of times in the past 12 months that respondent offered a bribe to a public official (civil servant), shows that 81.6% of the offer was done 1 to 5 times; 10.2%, 6 to 10 times; and, 8.2% over 10 times.

Notable is that among respondents in urban areas, when compared to those in rural areas, 21.5% number of respondents offer bribes 5 times to over 10 times (Table 12.0).

Table 12.0 Respondents' Offer of a Bribe and Geographic Location

Number of Times Bribe Offered	Urban	Rural
1---5	78.5%	88.0%
5---10	12.2%	6.0%
Over 10	9.3%	6.0%
Grand Total	100.0%	100.0%

4.3 Factors Contributing to Incidences of Bribery

Of the 1,731 responses to factors contributing to incidences of bribery among public officials, the 2014 ZBPI survey shows that 40.5% of the respondents attribute this to greed and 30.4% to the need for public officials to supplement their low incomes (Figure 5.0).

Figure 4.0, further shows that because it is a tolerable practice in Zambia, constitutes 10.2%; financial pressures (10.8%); they are not afraid of superiors or punishment (3.0%); and that they follow what their superiors do (3.4%).

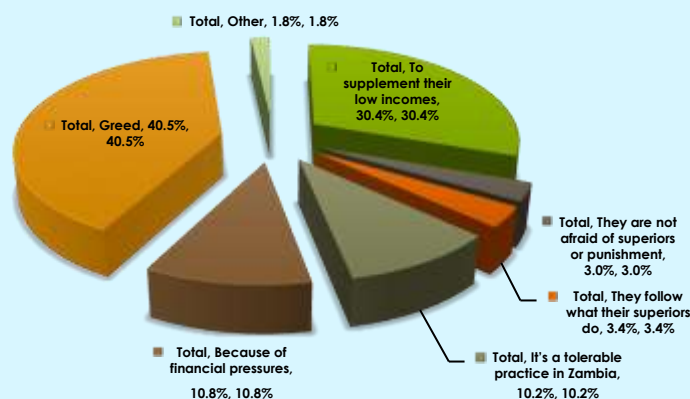


Figure 5.0 Relative Distribution of Factors Contributing to Incidences of Bribery

4.4 Prevalence of Bribery

Prevalence of Bribery relates to the number of people that paid bribes. The Survey findings show that 57.1% of 667 respondents that were asked for a bribe paid the bribe, and 42.9% did not pay.

No considerable differences in respondents paying the bribe are observed, when considered with respect to geographic location. Respondents in urban that paid the bribe constitute 56.9%, while in rural areas it is 57.6%. Comparison with gender segregation shows slight differences. Fifty-six point 8 (56.8) percent of the male respondents paid the bribe, while 58.4% of the females paid.

Further, the Survey interrogated whether the factors avoiding delays, fear of service denial, reducing costs, lack of information, and that it is a normal trend influence the prevalence of bribery influence bribe pay prevalence. The Survey findings show that avoiding delays (46.2%) is the most common reason. This is followed by fear of service denial (33.1%) and that it is a normal trend (11.4%), as shown in Figure 6.0 below.

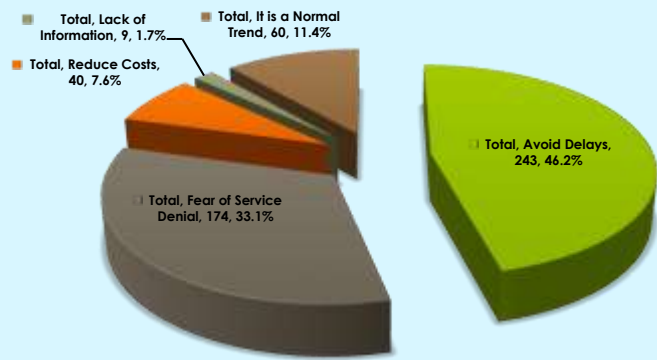


Figure 6.0 Respondent Percent Distribution of Reasons for Paying a Bribe

The foregoing reasons for prevalence of bribery were also interrogated with respect to - a bribe being offered and paid; a bribe being demanded and paid; geographic location; and gender.

4.4.1 Bribe Offered and Paid

The Survey findings show that 50.0% respondents that offered a bribe and actually paid the bribe, did so mostly to avoid delays (Figure 7.0).

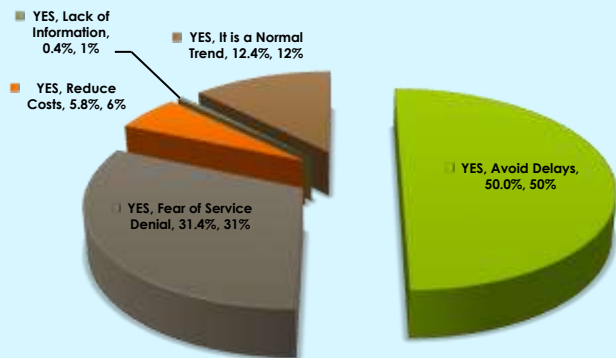


Figure 7.0 Respondents that Offered a Bribe and Paid and Reasons for Paying a Bribe

4.4.2 Bribe Demanded and Paid

Similarly, for incidents where a bribe was demanded and paid, 46.1% paid to avoid delays, as shown in Figure 8.0 below.

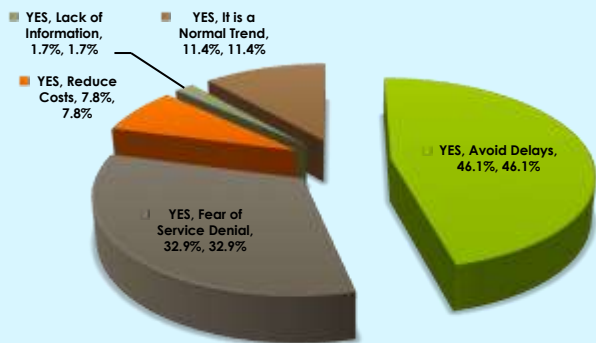


Figure 8.0 Respondents where a Bribe was Demanded and Paid and Reasons for Paying a Bribe

4.4.3 Geographic Location

With respect to geographic location, the reasons for paying a bribe do not show considerable differences, except that paying a bribe to avoid delays (45.2% in urban areas and 45.0% in rural areas) and fear of denial of service (29.6% in urban areas and 39.6% in rural areas) dominate in both geographic locations, and that the reason for doing so being a normal trend is comparably prevalent in urban areas (12.3%). See Table 13.0 below.

Table 13.0 Geographic Location and Reasons for Paying a Bribe

Reasons for a Bribe	Paying	Urban	Rural
Avoid Delays		45.2%	45.0%
Fear of Denial of Service		29.6%	39.6%
Reduce Costs		8.0%	6.0%
Lack of Information		2.1%	0.7%
It is a Normal Trend		12.3%	8.1%
Other		2.8%	0.7%
Grand Total		100.0%	100.0%

4.4.4 Gender and Reasons for Paying a Bribe

The Survey findings on gender and the reasons for paying a bribe, shows that although both males and females prevalently pay bribes to avoid delays, among females paying a bribe for fear of service denial is also prevalent. The latter constitutes 38.9% (Figure 9.0).

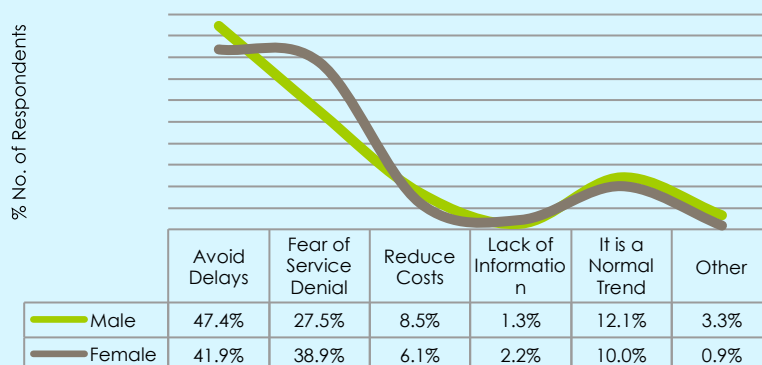


Figure 9.0 Respondents Distribution of Gender and Reasons for Paying a Bribe

4.5 Compulsion to Pay a Bribe

Prevalence of bribery with respect to the number of respondents that feel compelled to pay a bribe in order to get a service even when they did not want to, the findings show that of 538 respondents, 72.9% felt compelled to pay a bribe. No considerable differences are observed by geographic location, as 73.3% of the respondents in urban areas and 71.7% of those in rural areas felt compelled to pay a bribe. Similarly, 70.9% of male respondents and 75.7% of female respondents felt compelled to pay a bribe.

When compulsion to pay a bribe is assessed against respondents’ knowledge of where to report cases of corruption, the findings show that respondents who did not feel compelled to pay a bribe have a slightly considerable knowledge of where to report cases of corruption, (82.7%) as shown in Table 14.0 below.

Table 14.0 Compulsion to Pay a Bribe and Knowledge of Where to Report Corruption

Compelled Pay to Bribe	Has Knowledge of Where to Report Cases of Corruption		
	YES	NO	Grand Total
YES	78.7%	21.3%	100.0%
NO	82.7%	17.3%	100.0%

4.6 Frequency of Bribery - Overview

Frequency of bribery refers to the number of times individuals paid bribes to a public official (civil servant) in the past 12 months. The Survey findings show that 87.1% of the respondents paid bribes 1 to 5 times; 6.3%, 6 to 10 times; and, 6.7% over 10 times (Figure 10.0).

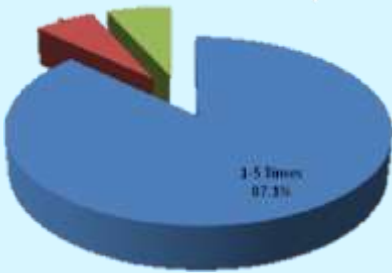


Figure 10.0 Relative Distribution of Bribe Payment

Relative to gender, although both male and female respondents frequently pay bribes 1 to 5 times, payments of over 10 times are common among male respondents, 10.1% (Figure 11.0).



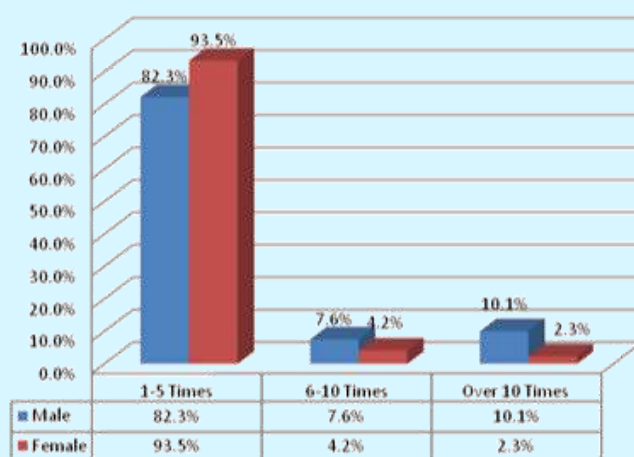


Figure 11.0 Distribution of Bribe Payment and Gender

4.7 Frequency of Bribery and Public Institutions

This section provides the Survey findings on frequency of bribe payment to the sample public institutions, and in which institution staff members demanded bribes most frequently.

4.7.1 Frequency of Payment

The Survey findings show that the Zambia Police-Traffic (22.7%), Zambia Police-excluding traffic (10.9%), Local Authorities-Councils (8.9%), and RTSA (8.7%) are the institutions that a bribe is paid to most frequently (Table 15.0).

The other institutions noted that were not on the target institutions are the Ministry of Defence with five responses; and single responses for Ministry of Home Affairs, University of Zambia (UNZA), Tobacco Board of Zambia (TBZ), Ministry of Labour, Ministry of Youth and Development, and the Forestry Department.

Table 15.0 Institution Bribe Paid To Most Frequently

Institution	Bribe Most Paid To Frequently	No. of Respondents	Relative Distribution
Zambia	Police---Traffic	208	22.7%
Zambia	Police---excluding traffic	100	10.9%
Local	Authorities---Councils	82	8.9%
RTSA		80	8.7%
Ministry of	Education	60	6.5%
Hospitals,	Health Services---MoH	52	5.7%

National Registration Office	51	5.6%
Ministry of Agriculture and Livestock	49	5.3%
Passport office	43	4.7%
Judiciary---Courts	36	3.9%
Ministry of Lands	35	3.8%
ZRA---Customs Division	35	3.8%
ZESCO	27	2.9%
Immigration Department	21	2.3%
Other	13	1.4%
PSPF	10	1.1%
ZRA---Tax Division	6	0.7%
NAPSA	3	0.3%
PACRA	3	0.3%
RDA	2	0.2%
Ministry of Finance	1	0.1%
Ministry of Works and Supply	1	0.1%
Grand Total	918	100.0%

This finding is similar when considered by geographic location as shown in Table 16.0 below.

However, among rural respondents bribes are also relatively paid most frequently to the Ministry of Agriculture and Livestock (13.8%).

Table 16.0 Institution Bribe Paid To Most Frequently and Geographic Location

Institution Most Paid	Bribe To	Urban	Rural
Hospitals, Health MoH	Services ---	7.1%	2.9%
Immigration	Department	3.1%	0.6%
Judiciary---Courts		2.0%	7.7%
Local Authorities---Councils		9.6%	7.7%
Ministry of Agriculture and	Livestock	1.0%	13.8%
Ministry of Education		7.1%	5.4%
Ministry of Finance		0.2%	0.0%
Ministry of Lands		4.3%	2.9%
Ministry of Supply Works and		0.2%	0.0%
NAPSA		0.3%	0.3%
National Registration Office		5.0%	6.7%
PACRA		0.5%	0.0%
Passport office		5.6%	2.9%
PSPF		0.8%	1.6%
RDA		0.2%	0.3%
RTSA		10.2%	5.8%
Zambia Police---excluding traffic		10.7%	11.2%
Zambia Police---Traffic		22.1%	23.7%
ZESCO		3.5%	1.9%
ZRA---Customs	Division	4.5%	2.6%
ZRA---Tax	Division	0.8%	0.3%

Other		1.3%	1.6%
Grand Total		100.0%	100.0%

Disaggregating the institution a bribe is paid to most frequently by gender, shows that among males, a bribe is paid to most frequently to Zambia Police-Traffic (24.7%), Zambia Police-excluding traffic (10.9%), and RTSA (11.1%) as shown in Table 17.0 below.

Whilst, among females Table 17.0, shows that the institutions that a bribe is paid to most frequently are Zambia Police-Traffic (19.8%), Local Authorities or Councils (12.0%), Zambia Police-excluding traffic (10.6%), Health Services (9.6%), and Ministry of Education (8.0%).

Need to revisit this, as clearly they mean the Food Reserve Agency

Table 17.0 Institution Bribe Paid To Most Frequently and Gender

Institution	Bribe Paid	Most To	Male		Female	
			Absolute	Relative	Absolute	Relative
Hospitals, Services	Health ---	MoH	9	1.9%	41	9.6%
Immigration	Department		11	2.3%	10	2.4%
Judiciary---	Courts		24	5.0%	11	2.6%
Local Councils	Authorities---		30	6.3%	51	12.0%
Ministry Agriculture Livestock	of and		30	6.3%	19	4.5%
Ministry Education	of		26	5.4%	34	8.0%
Ministry Finance	of		1	0.2%	0	0.0%
Ministry	of Lands		22	4.6%	13	3.1%
Ministry	of and Works Supply		0	0.0%	1	0.2%
NAPSA			3	0.6%	0	0.0%
National	Registration Office		19	4.0%	32	7.5%
Other			6	1.3%	7	1.6%
PACRA			1	0.2%	2	0.5%
Passport	office		25	5.2%	17	4.0%
PSPF			8	1.7%	2	0.5%
RDA			0	0.0%	2	0.5%
RTSA			53	11.1%	26	6.1%
Zambia	Police---excluding traffic		52	10.9%	45	10.6%

Zambia Police---Traffic	118	24.7%	84	19.8%
ZESCO	16	3.3%	11	2.6%
ZRA---Customs Division	20	4.2%	15	3.5%
ZRA---Tax Division	4	0.8%	2	0.5%
Grand Total	478	100.0%	425	100.0%

4.7.2 Frequency of Bribe Demands

The Survey findings show that public institutions' staff that demanded for bribes most frequently from 1,257 respondents are Zambia Police (excluding traffic), 18.1%; Zambia Police – Traffic, 34.0%; Local Authorities-Councils, 7.1%; Ministry of Education, 6.5%; and, RTSA, 6.0%. See Table 18.0 below.

Table 18.0 Institutions Where Staff Demanded Bribes Most Frequently

Institutions	Where Staff Demanded Bribes Most Frequently	No. of Respondents	Relative Distribution
Zambia Police---Traffic		428	34.0%
Zambia Police---excluding traffic		228	18.1%
Local Authorities---Councils		89	7.1%
Ministry of Education		82	6.5%
RTSA		76	6.0%
Judiciary---Courts		55	4.4%
Hospitals, Health Services --- MoH		48	3.8%
Ministry of Agriculture and		41	3.3%
National Registration Office		40	3.2%



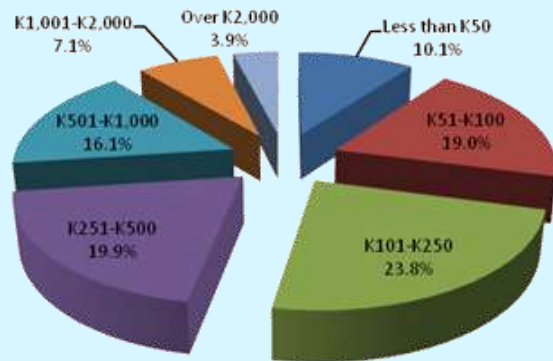
Ministry of Lands	36	2.9%
Passport office	29	2.3%
ZRA---Customs Division	28	2.2%
Immigration Department	27	2.1%
ZESCO	27	2.1%
PSPF	9	0.7%
ZRA---Tax Division	5	0.4%
Ministry of Works and Supply	2	0.2%
NAPSA	2	0.2%
RDA	3	0.2%
PACRA	1	0.1%
ZAMTEL	1	0.1%
Grand Total	1257	100.0%

4.8 Bribe Size – Overview

Bribe Size is the average amount of money spent on bribes by individuals. Observations of bribe size are from 762 respondents that indicated the average amount they paid in each bribe size respective class.

The Survey shows that 23.8% of the respondents paid a bribe amount of K101 to 250; 19.9% paid K251 to K500; and 19.0% paid 19.0%. Figure 12.0 below shows the relative distribution of bribe size.

Figure 12.0
Distribution of



Relative
Bribe Size

4.8.1 Bribe Size Location

There are no discernible bribe size and rural areas. Figure 13.0 that within urban

and Geographic

considerable differences in between urban However, below shows respondents areas tend to

pay bribe amounts of over K1, 000 (12.1%) slightly more, than among those in rural areas (8.5%).

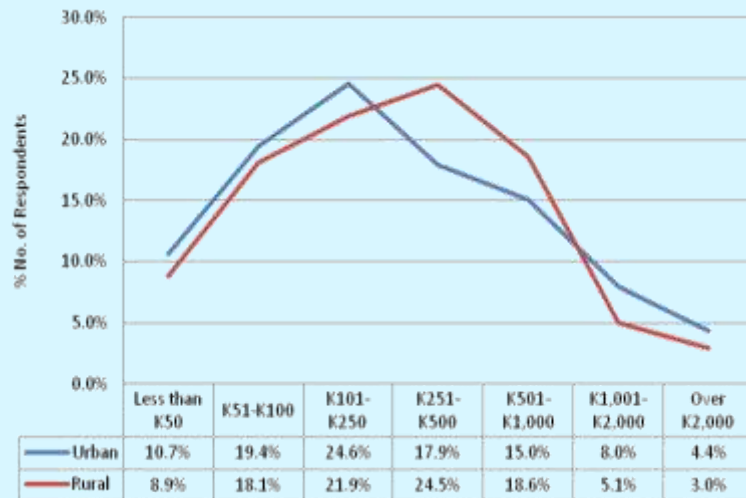


Figure 13.0 Bribe Size and Geographic Location

4.8.2 Bribe Size and Gender

By gender, the average bribe amount is considerably the same for all groups, with only a major difference in the bribe amount range of less than K250 were 16.7% female respondents are observed (Figure 14.0).



Figure 14.0 Bribe Size and Gender

4.8.3 Bribe Size and Factors that Lead to Pay a Bribe

The most notable observation with respect to the average bribe amount paid and the factors that lead to a respondent paying a bribe is avoiding delays accounts for a considerable influence on the average amount paid. The Survey findings show that in avoiding delays as a reason for paying a bribe 57.0% of the respondents paid an average bribe amount of K501 to K1, 000; 65.6% paid K1, 001 to K2, 000; and, 66.7% over K2, 000.

4.9 Bribe Size and Public Institutions

Table 19.0 below shows the absolute and relative distribution of institutions where public officials demanded the largest bribes. Of the 1,178 responses on institutions where public officials demanded the largest bribes in the past 12 months, 27.8% respondents indicate Zambia Police – Traffic, 14.2%; Zambia Police – excluding Traffic, 12.6%; RTSA; and 6.7%, Local Authorities-Councils.

Table 19.0 Institution Where Public Officials Demanded Largest Bribes

Institution Demanded	Where Largest	Public Bribes	Officials	No. of Respondents	Relative Distribution
	Zambia	Police---	Traffic	328	27.8%
Zambia	Police	–	excluding Traffic	167	14.2%
RTSA				149	12.6%
Local			Authorities---Councils	79	6.7%
Judiciary---			Courts	77	6.5%
Ministry			of Education	52	4.4%
Ministry			of Lands	45	3.8%
Passport			Office	40	3.4%
Hospitals/Health			Services---MoH	38	3.2%
Zambia	Revenue	Authority ---	Customs Division	34	2.9%
National	Registration		Office	34	2.9%
ZESCO				33	2.8%
Ministry			of Agriculture and Livestock	32	2.7%
Immigration			Department	24	2.0%
Zambia			Revenue Authority---Tax Division	18	1.5%



Ministry of Works and Supply	10	0.8%
Public Service Pensions Fund	7	0.6%
Road Development Agency	6	0.5%
NAPSA	2	0.2%
PACRA	2	0.2%
Ministry of Finance	1	0.1%
Grand Total	1178	100.0%

Disaggregation of institutions where public officials demanded the largest bribes relative to geographic location shows that within the urban areas the prevalent institutions respondents indicate are Zambia Police - Traffic (25.0%), RTSA (16.0%), and Zambia Police – excluding Traffic (12.9%) as shown in Table 20.0 below. Whilst among respondents in rural areas the most prevalent institutions, in addition to Zambia Police – Traffic (32.1%), Zambia Police – excluding Traffic (16.1%) and RTSA (7.6%), is the Judiciary (11.7%).

Table 20.0 Institution Where Public Officials Demanded Largest Bribes and Geographic Location

Institution Where Public Officials Demanded Largest Bribes	Urban	Rural
Hospitals/Health Services---MoH	4.0%	2.1%
Immigration Department	3.1%	0.4%
Judiciary---Courts	3.1%	11.7%
Local Authorities---Councils	7.5%	5.5%
Ministry of Agriculture and Livestock	0.8%	5.5%
Ministry of Education	5.2%	3.2%
Ministry of Finance	0.1%	0.0%

Ministry of Lands	4.7%	2.5%
Ministry of Works and Supply	0.3%	1.7%
NAPSA	0.1%	0.2%
National Registration Office	2.8%	3.0%
PACRA	0.3%	0.0%
Passport Office	4.2%	2.1%
Public Service Pensions Fund	0.7%	0.4%
Road Development Agency	0.4%	0.6%
RTSA	16.0%	7.6%
Zambia Police – excluding Traffic	12.9%	16.1%
Zambia Police---Traffic	25.0%	32.1%
Zambia Revenue Authority --- Customs Division	3.4%	2.1%
Zambia Revenue Authority---Tax Division	1.3%	1.9%
ZESCO	4.0%	1.1%
Grand Total	100.0%	100.0%

Comparisons of the target institutions with respect to largest bribe demanded on one hand, and frequency of bribe demand and frequency of bribe pay on the other, shows considerable similar trends as shown in Figures 15.0 and 16.0 below.

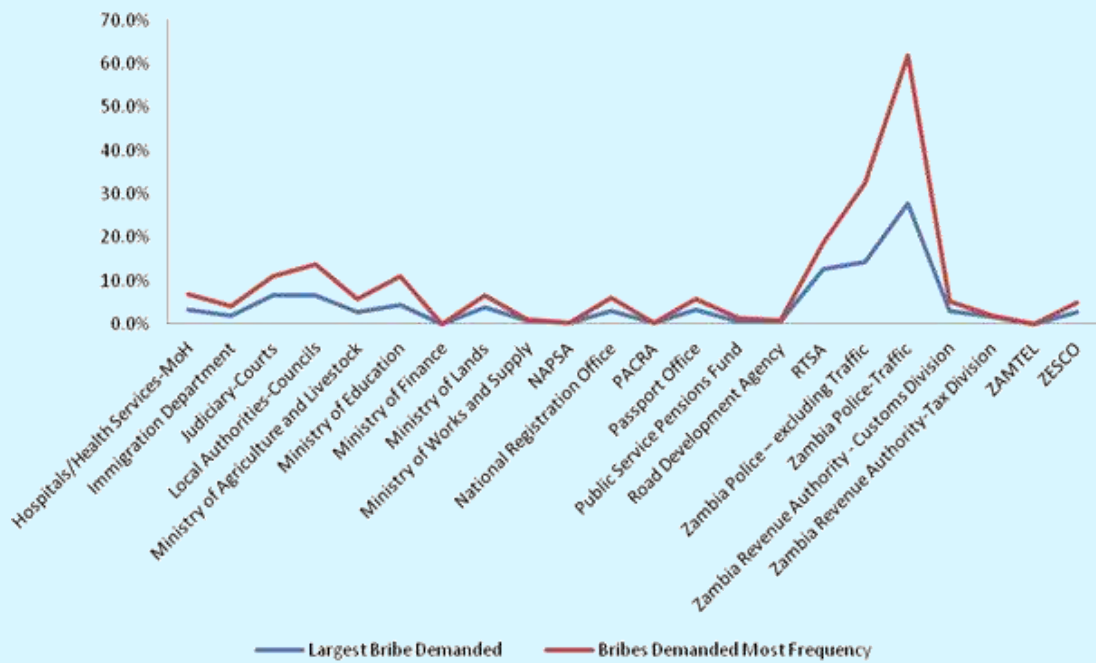


Figure 16.0 Comparison of Largest Bribe Demand and Frequency of Bribes Demand

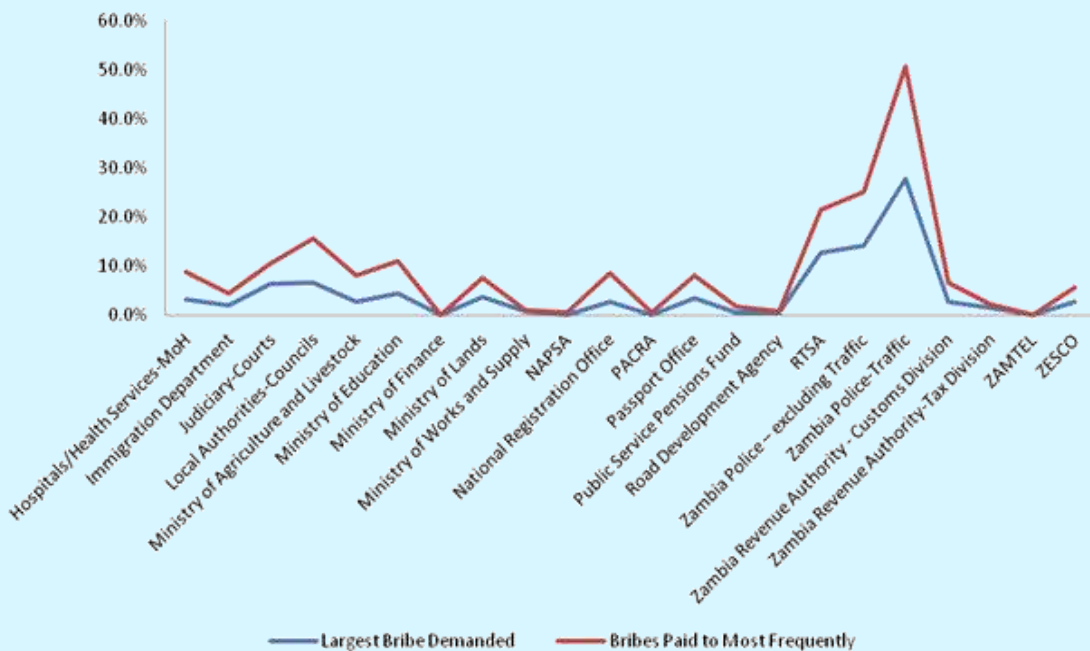


Figure 16.0 Comparison of Largest Bribe Demand and Frequency of Bribe Pay

4.10 Severity

In the ZBPI survey, severity refers to implications and consequences of refusing to pay a bribe. That is, the public officers' reaction when an individual refuses to pay a bribe. Often, the public service sought is either denied, unnecessarily delayed, given promptly, or given extraordinarily faster.

The Survey findings show that of 1,403 respondents 34.1% refused to pay a bribe when asked by a public official, and 65.9% paid the bribe. With respect to geographic location, comparably more respondents within urban areas refused to pay a bribe (37.8%), than respondents within rural areas (28.1%).

Of the respondents that refused to pay a bribe, service was denied to 49.9%, while service was unnecessarily delayed to 35.4%. The relative distribution of consequence of bribe pay refusal is shown in Figure 17.0 below.

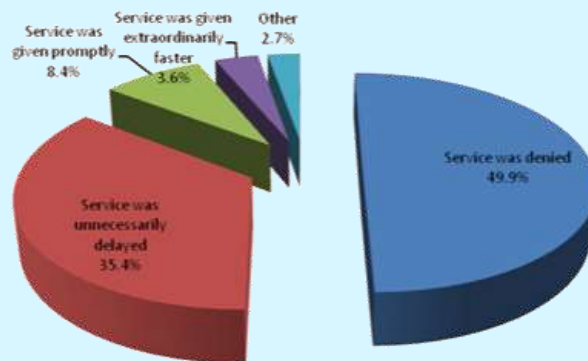


Figure 17.0 Relative Distribution of Bribe Pay Refusal

Other, singularly, cited consequences of refusing to pay a bribe are arrested, detained by police and goods confiscated.

4.10.1 Severity and Gender

In terms of gender, denial of service as a consequence of refusing to pay a bribe is more prevalent among female respondents (53.2%), than among male respondents (47.6%), as shown in Table 21.0 below.

Table 21.0 shows that comparably service as given extraordinarily faster among males (4.5%) than among females (2.6%).

Table 21.0 Severity and Gender

Consequence of Bribe Refusal	Male	Female
Service was denied	47.6%	53.2%
Service was unnecessarily delayed	37.4%	32.6%
Service was given promptly	8.5%	8.4%
Service was given extraordinarily faster	4.5%	2.6%

extraordinarily	fa ster		
Other		2.0%	3.2%
Grand	Total	100.0%	100.0%

4.10.2 Severity and Position of Public Official

The Survey findings show that the position of a public official within the public service institution, to some considerable extent influences behaviours towards service provision. Denial of service when one refuses to pay a bribe is comparably more prevalent among senior manager (52.3%) and supervisory staff (52.5%), than among junior staff (39.3%). Provision of service promptly on refusal of paying a bribe is noted to be relatively higher among junior staff (15.5%).

4.11 Government Response, Attitudes and Stakeholder Identification

This section, *Government Response, Attitudes and Stakeholder Identification*, discusses the 2014 ZBPI findings on the respondents' rating of the problem of corruption in public offices; assessment of the current government's efforts in dealing with the issue of corruption; assessment of current government's commitment in tackling corruption, and the indicators of commitment, thereof; identification of factors that contribute to incidences of bribery in Zambia; assessment of change in attitudes of public officials and the public towards corruption; and identification of leading anticorruption stakeholder organisations.

4.11.1 Respondents' rating of the problem of corruption in public offices

Of 1,939 Survey responses to rating of the problem of corruption in public offices in the past 12 months compared to a year ago, 49.3% of the respondents indicate that the problem is increasing, 22.4% that it has remained the same, 20.2% decreasing, and 8.0% do not know (Figure 18.0).

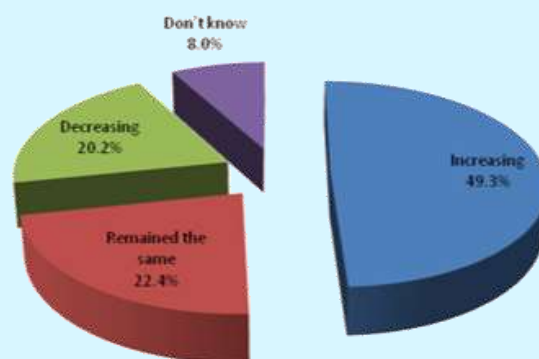


Figure 18.0 Relative Distribution of Rating of Corruption Problem

Considered within the urban-rural dichotomy, more respondents in rural areas (52.6%) observed that the problem of corruption is increasing than those within urban areas (47.6%), as shown in Table 22.0 below.

Table 22.0 Rating of Problem of Corruption and Geographic Location

Rating Problem Corruption	of of	Urban	Rural
---------------------------------	----------	-------	-------

Increasing		47.6%	52.6%
Remained the same		22.6%	22.4%
Decreasing		21.4%	18.5%
Don't know		8.4%	6.5%
Grand Total		100.00%	100.00%

4.11.2 Assessment of the current government's efforts in dealing with the issue of corruption

The Survey findings from 1,927 responses on the assessment of the current government's efforts in dealing with the issue of corruption in the past 12 months, shows that 17.3% of the respondents note that the efforts have been effective, 39.7% somewhat effective, and 13.5% very ineffective. The relative distribution is shown in Figure 19.0 below.

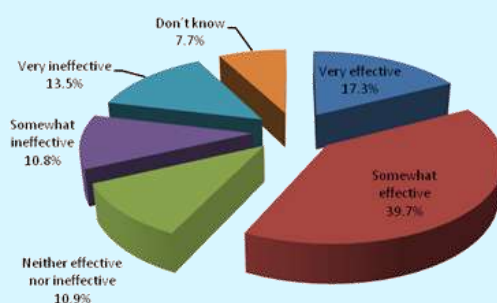


Figure 19.0 Relative Distribution of Assessment of Government's Anti-Corruption Efforts

When current government's efforts in dealing with the issue of corruption efforts are considered with respect to geographic location, the Survey findings in Table 23.0 show that comparatively, more respondents in rural areas indicate that the efforts are very effective to somewhat effective (21.0% and 48.9% respectively), than respondents in urban areas (15.1% and 34.2% respectively).

Table 23.0 Assessment of Government's Anti-Corruption Efforts and Geographic Location

Assessment of Govt Anti-Corruption Efforts		Urban	Rural
Very	effective	15.1%	21.0%
Somewhat	effective	34.2%	48.9%
Neither effective nor	ineffective	13.6%	6.5%
Somewhat	ineffective	13.5%	6.3%

Very	ineffective	15.1%	11.0%
Don't	know	8.5%	6.3%
Total		100.0%	100.0%

4.11.3 Assessment of current government's commitment in tackling corruption

Of the 1,927 responses solicited on how committed the current government in tackling corruption, 27.1% of the respondents observed that the government is very committed; 41.1%, moderately committed; 23.1%, not committed; and 8.6%, do not know (Figure 20.0).

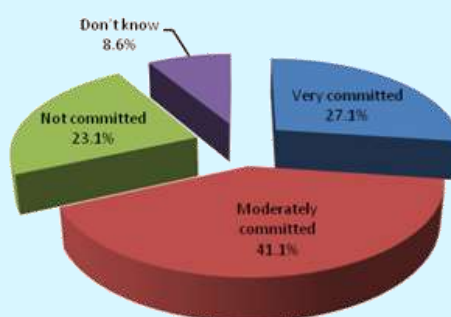


Figure 20.0 Relative Distribution of Government's Commitment to Anti-Corruption

The Survey findings also show that responses on government's commitment in tackling corruption with respect to geographic location, has appreciable differences among respondents in urban and in rural areas. Table 24.0 below, shows that among respondents in urban areas, 24.3% note that the government is very committed; and, 39.6% moderately committed. While among respondents in rural areas, 32.1% note that the government is very committed; and, 43.8% moderately committed. Table 24.0 also shows a considerable number of respondents within urban areas indicate that the government is not committed, 25.3%.

Table 24.0 Government's Commitment and Geographic Location

Government Commitment to Tackling Corruption	Urban	Rural
Very committed	24.3%	32.1%
Moderately committed	39.6%	43.8%
Not committed	25.3%	19.2%
Don't know	10.8%	4.9%
Grand Total	100.0%	100.0%

4.11.4 Indicators of Government's commitment to tackling corruption

On indicators of Government's commitment to tackling corruption, the Survey solicited responses on court appearances and convictions; frequency of arrests; occurrence of dismissals; and, political pronouncements as indicators of commitment. The findings show that frequency of arrests (41.3%) and court appearances and convictions (23.8%) are the most common respondents' indicators (Table 25.0).

Table 25.0 Indicators of Commitment to Tackling Corruption

Indicators of Commitment	No. of Respondents	Relative Distribution
Court appearances/ Convictions	343	23.8%
Frequency of arrests	597	41.3%
Occurrence of dismissals	293	20.3%
Political pronouncements	211	14.6%
Grand Total	1444	100.0%

4.11.5 Identification of factors that contribute to incidences of bribery

The Survey findings show that, of 1,868 responses, 30.6% of respondents attribute incidences of bribery to poverty, and 27.9% to low salaries, as shown in Figure 21.0 below.

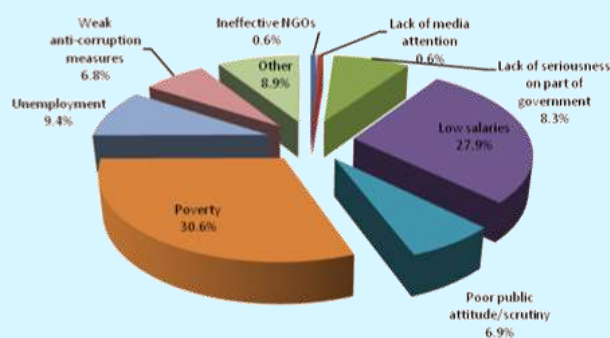


Figure 21.0 Relative Distribution of Indicators of Incidences of Bribery

Other factors indicated are lack of integrity, low living standards, and nepotism.

4.11.6 Perceptions of change in attitudes of public officials and the public towards corruption

The perception of change in attitudes of public officials in the past 12 months, shows that 54.8% of the respondents indicate that public officials attitudes towards corruption have remained the same, 22.6% that they have improved, and 14.4% that they have deteriorated (Table 26.0)

Table 26.0 Change in Attitudes of Public Officials

Attitude Change --- Public Officials	No. of Respondents	Relative Distribution
Improved	422	22.6%
Remained the same	1025	54.8%
Deteriorated	269	14.4%
Don't know	155	8.3%

Grand	Total	1871	100.0%
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A similar trend is observed on the perception of change in attitudes of members of the public changed towards corruption in the past 12 months. Figure 22.0 below shows that 43.3% of the respondents indicate that the attitudes towards corruption have remained the same, 25.7% that they have improved, and 13.6% that they have deteriorated.

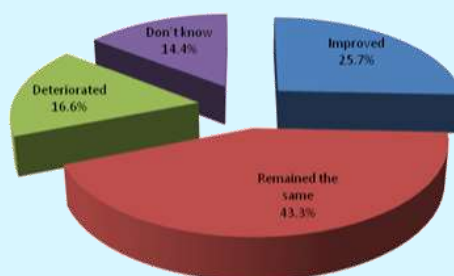


Figure 22.0 Change in Attitudes of Members of the Public

4.11.7 Identification of leading anti-corruption stakeholder organisation

To derive the three (3) organizations that respondents know of as having been in the forefront in the fight against corruption in the past 12 months, the number of responses for each organisation was cumulated. The Survey findings show that the three leading organisations are the Anti-Corruption Commission (37.2%), Zambia Police Service (19.2%), and the Drug Enforcement Commission (12.4%). Table 27.0 below, shows the number of respondents that choose a particular organisation, and its relative distribution.

Table 27.0 Leading Anti-Corruption Stakeholder Organisation

Organisation	No. of Respondents that Choose the Organisation	Relative Distribution
Anti-Corruption Commission	1334	37.2%
Zambia Police Service	689	19.2%
Drug Enforcement Commission	445	12.4%
Transparency International	369	10.3%
Human Rights Commission	160	4.5%
The Church	156	4.4%
Office of the Auditor General	81	2.3%
Judicial Complaints Authority	71	2.0%
Caritas Zambia	63	1.8%
Office of the Presidency	47	1.3%
Police Public Complaints Authority	47	1.3%
Media	43	1.2%
Law Association of Zambia	39	1.1%
Commission for Investigations	21	0.6%
Foundation for Democratic	20	0.6%
Grand Total	3585	100.0%

However, when identification of leading anti-corruption stakeholder organisation is considered with respect to geographic location, considerable variances are observed on the third organisation.

In urban areas, respondents indicate the Anti-Corruption Commission (86.7%), Zambia Police Service (8.2%), and Transparency International Zambia (1.4%) as the three leading organisations.

While, in rural areas it is the Anti-Corruption Commission (86.7%), Zambia Police Service (8.1%), and Caritas Zambia (1.4%).

5.0 MEASUREMENT OF PROGRESS - 2014 AND 2012

Comparison of the 2014 Zambia Bribe Payers Index survey findings against data from the 2012 ZBPI, on the KPI indicators considerable change is observed. Noteworthy is that, incidences of bribe demand, increased by 6.7% in 2014 when compared to 2012, as shown in Table 30.0 below.

Table 29.0, also shows that incidences of bribe offering decreased by 4.7% when compared to 2012; the prevalence of bribe payment increased by 12.5% in 2014; and bribe size slightly decreased in 2014 (0.1%).

Severity of bribery with respect to service denial and service delay increased by 2.1% in 2014, as compared to 2012; and, action taken when bribe was demanded with respect to never reporting the occurrence, paying the bribe or negotiating the bribe downwards increased by 17.4% in 2014.

Table 28.0 KPI Indicators 2012 and 2014

KPI	Indicator	No. of Respondents		Change in %
		ZBPI 2012	ZBPI2014	
	Incidence (Public Officers' demand/solicitation of bribes)	38.4	45.1	6.7
	Incidence (Members of public bribe offer)	21.3	16.6	---4.7
	Prevalence (Bribes actually paid)	44.6	57.1	12.5
	Frequency (number of times bribe paid --- more than 5 times)	10.9	13.0	2.1

Bribe Size (More than K 500.00)	27.3	27.2	---0.1
Severity (Service denial & service delay)	83.2	85.3	2.1
Action Taken (when bribe was demanded)	80.7	98.1	17.4

Further, a comparison of factors contributing to incidences of bribery in 2012 and 2014 shows that 5.3% respondents in 2014 indicate lack of seriousness on part of government as a factor, while 5.6% did so in 2012 (Table 30.0). This denotes a 5.3% increase between the two ZBPI survey years. The number of respondents who feel poverty and employment as factors contributing to incidences of bribery decreased in 2014 when compared to 2012, 6.0% and 0.8% respectively.

Table 29.0 Factors Contributing to Incidences of Bribery

Factors Contributing to Incidences of Bribery	% No. of Respondents		Change in %
	ZBPI 2012	ZBPI 2014	
Lack of seriousness on part of government	5.6	10.9	5.3
Low salaries	35.0	36.6	1.6
Poverty	46.2	40.2	---6.0
Unemployment	13.1	12.3	---0.8

Lastly, relative to change in attitudes of public officials towards corruption, this comparative analysis shows a 21.9% positive change in the number of respondents who feel there has been a change in public officials' attitudes (Table 31.0). However, there is an increase of 15.4% in the number of respondents who feel the attitudes have remained the same.

Table 30.0 Change in Attitudes of Public Officials Towards Corruption

Change in Attitudes of Public Officials Towards Corruption	% No. of Respondents		Change in %
	ZBPI 2012	ZBPI 2014	
Improved	40.0	18.1	---21.9
Remained the Same	41.0	56.4	15.4
Deteriorated	12.0	5.9	---6.1
Don't Know	8.0	19.7	11.7

6.0 CONCLUSIONS

The foregoing findings of the 2014 Zambia Bribe Payers Index (ZBPI) show that the overall aggregate bribery index for the year of twenty-two (22) public service institutions is 8.5%. However, when compared to the sixteen (16) institutions covered in 2012, the overall aggregate bribery index in 2014 is 11.9%, indicative of a negative change in percent of 2.1 when compared with the 2012 ZBPI.

Significantly in terms of bribe demand, the incidence of bribery increased by 6.7%, in 2014 from 38.0% in 2012 to 45.1% in 2014. However, the incidence of bribe offer decreased by a considerable extent, 4.7%. Bribe demand is observed to be most prevalent among supervisory and junior staff categories of public service employees.

The 2014 ZBPI survey has, further, reveals that the prevalence of bribery has considerably worsened. Whereas in 2012, 44.6% respondents paid a bribe, in 2014 this increased to 57.1%. Avoiding delays, fear of service denial and the belief that it is a normal trend are observed to be the most common reason for paying a bribe when demanded.

Further, the Zambia Police (excluding traffic), Zambia Police – Traffic, Local Authorities-Councils, Ministry of Education, and RTSA in 2014 are shown to be the top most public institutions' where staff demanded for bribes most frequently, and also institutions where a bribe is paid to most frequently. In 2012, health services, and not education is the sector that was noted to have staff demand bribes most frequently and paid most frequently. Seemingly, health services have performed better in 2014.

Notably, the 2014 ZBPI survey shows that although the bribe pay frequency has increased by 12.5%, the bribe size has however insignificantly decreased. Whereas in 2012, 27.3% paid a bribe size of over Kwacha 500 (Kwacha 500, 000 then), in 2014 only 27.2% paid the equivalent amount. The top most institutions that demanded the largest bribe amounts in 2014 are observed to be the Zambia Police – Traffic, Zambia Police – excluding Traffic, RTSA, and Local Authorities. In 2012, the institutions observed were Zambia Police, RTSA, Health services, and the judiciary.

On Severity, public service denial and unnecessary delay of service is the most prevalent when an individual refused to pay a bribe. A significant worsening in the situation is observed when compared with the 2012 ZBPI. Whereas in 2012, only 37.9% of those that refused to pay a bribe were denied service, in 2014 49.9% were denied. Similarly in 2012, 45.3% occurrence of service being unnecessarily delayed was observed, and in 2014 this increased to 35.4%.

However, a considerable difference is observed between 2014 and 2012, with respect to refusal to pay a bribe. In 2014, 34.1% refused to pay a bribe when asked by a public official, while in 2012 only 25.2 refused. And in 2014, 65.9% paid the bribe, while in 2012 a relatively higher number of respondents paid the bribe (74.8%).

The 2014 ZBPI has also shown that the problem of corruption in public offices still persists, with 49.3% of the respondents indicating that the problem is increasing, 22.4% that it has remained the same, and 20.2% that it is decreasing.

The 2014 ZBPI assessment of the current government's efforts in dealing with the issue of corruption in the past 12 months shows that only slight over a fifth of the respondents feel the efforts are effective, and 27.1% observed that the government is committed to tackling corruption.

In addition, in 2014 it is shown that the attitude of public officials towards corruption has not improved much when compared to 2012. In 2012, 40.0% respondents indicated that the attitude has improved, while in 2014 only 18.1% indicate the same.

In conclusion, the findings of the 2014 Zambia Bribe Payers Index (ZBPI) to a considerable extent show that the magnitude, incidence and severity of experience corruption by the public when seeking a public service is still undesirable, and that it has worsened in some instances.

7.0 BRIBERY INTENSITY, EMERGING ISSUES AND RECOMMENDATIONS

7.1 Urban – Rural Dichotomy

The 2014 ZBPI has shown that bribe demand is most prevalent in urban areas than in rural areas. Individuals in rural areas, also, experience bribe demands, more outside their districts of residence.

Further, individuals in rural areas pay bribes more because of fear of denial of service than those in urban areas. In addition, individuals in rural areas experience comparably more incidences of bribery with like the Ministry of Agriculture and Livestock and Judiciary, in addition to the most common ones.

Therefore, concerted anti-corruption efforts need to be scaled-up in rural communities.

7.2 Gender

Notable on gender disaggregation, is that intensity of paying a bribe among females is slightly more common than among males. In addition, among females paying a bribe for fear of service denial is more prevalent, than among males.

In addition, although bribes are paid most frequently to Zambia Police, RTSA, and Local Authorities, among females bribe payments to health service institutions and the Ministry of Education are also prevalent.

Inevitably, these observations to some extent necessitate formulation of gender-sensitive anti-corruption interventions.

7.3 Knowledge on Corruption and Reporting Corruption

The 2014 ZBPI evidences that incidences of individuals offering a bribe, paying a bribe or feeling compelled to pay a bribe are observed, irrespective of an individual having knowledge of what corruption is or where to report cases of corruption. For example, it is observed that despite one having knowledge of what constitutes corruption he or she still opts to pay a bribe when it is demanded or even offers a bribe.

Further, opting to pay a bribe and not reporting to the Anti-Corruption Commission (ACC) or an NGO, where such knowledge exists is a common option.

In addition, individuals that rate the problem of corruption in public office as increasing are observed to tend to offer a bribe the most. This can be considered to be an opportunistic behaviour.

Bribery intensity, is the measure of the incidence of bribery within disaggregated demographic spaces. Who offers or pays bribes the most, is a question that can enhance anti-corruption knowledge.

This demands in-depth behavioural research into reasons why individuals who know what corruption is and have knowledge of where to report corruption behave the contrary.

Bribery intensity, is the measure of the incidence of bribery within disaggregated demographic spaces. Who offers or pays bribes the most, is a question that can enhance anticorruption knowledge.

Appendix I. The Zambia Bribe Payers Index Survey Questionnaire

TIZ and ACC
ZBPI Questionnaires

TRANSPARENCY INTERNATIONAL ZAMBIA AND ANTI-CORRUPTION COMMISSION

Questionnaire for Household Respondents

Thank you for kindly accepting to spare some of your time for this interview. This survey is being carried out by Transparency International Zambia and the Anti-Corruption Commission. The aim is to establish the extent of bribery in the delivery of public services in Zambia. We will not take more than 30 minutes of your time. The findings will be brought to the attention of government and other stakeholders in order to assist in identifying key policy areas and strategies for improving public service delivery and reducing corrupt practices by government officials. I would like to assure you that your answers will be treated with the utmost confidentiality and will be used only for the intended purpose (i.e. to measure the extent of the problem of bribery). I therefore would like to ask you to be open and free. Once again thank you for your time.

INSTRUCTIONS: Circle response given



























Appendix II. Proposed Sample Sizes and the Actual Number of Respondents Surveyed

Province	District	No of Households ¹	Target Household Sample	Actual No. of Respondents
Central	Kabwe	41,498	73	73
	Mkushi	29,128	51	51
Copperbelt	Ndola	88,418	157	155
	Masaiti	12,549	22	21
Eastern	Chipata	90,809	162	160
	Chadiza	20,199	36	36
Luapula	Mansa	46,586	82	82
	Samfya	36,383	64	66
Lusaka	Lusaka	368,364	651	648
	Chongwe	37,573	66	67
Muchinga	Chinsali	32,480	57	57
	Mpika	35,550	63	63
Northern	Kasama	50,610	89	87
	Luwingu	25,563	45	45
North – Western	Solwezi	49,098	87	87
	Kasempa	12,539	22	22
Southern	Livingstone	31,177	55	55
	Kalomo	46,464	83	84
Western	Mongu	38,321	68	13
	Kaoma	38,084	67	67
Total	20	1,131,393	2000	1939

Source: "2010 Census of Population and Housing, Preliminary Population Figures", CSO, February, 2011

Appendix III. Respondent's Action Taken When Asked for a Bribe by Public Officials

With respect to:

1. Knowledge of where to report cases of corruption

Action Taken When Asked for a Bribe	Has Knowledge of Where to Report Cases of Corruption	
	YES	NO
Reported to the ACC	0.4%	0.0%
Reported to other Law Enforcement Agency	0.6%	2.3%
Reported to an NGO	0.8%	0.0%
Negotiated the Bribe Amount Downwards	20.5%	9.8%
Complained to Others	4.1%	9.0%
Paid Bribe in Kind	3.1%	7.5%
Kept Quiet	16.0%	12.8%
Refused to Pay Bribe	15.7%	19.5%
Paid the Bribe	38.7%	39.1%



Grand'Total'	100.0%'	100.0%'
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2. Knowledge of what constitutes corruption

Action'Taken'When'Asked'for'a'Bribe'	Knows'What'Constitutes'Corruption'	
	YES'	NO'
Reported(to(the(ACC(	0.3%(	0.0%(
Reported(to(other(Law(Enforcement(Agency(	1.1%(	0.0%(
Reported(to(an(NGO(	0.6%(	0.0%(
Negotiated(the(Bribe(Amount(Downwards(	18.4%(	18.4%(
Complained(to(Others(	5.0%(	5.3%(
Paid(Bribe(in(Kind(	3.5%(	7.9%(
Kept(Quiet(	14.4%(	26.3%(
Refused(to(Pay(Bribe(	16.6%(	18.4%(
Paid(the(Bribe(	40.0%(	23.7%(
Grand'Total'	100.0%'	100.0%'

!



MISSION STATEMENT

“To effectively prevent and combat corruption in order to promote integrity, transparency and accountability for sustainable development in Zambia”

GOAL STATEMENT

“To achieve a significant reduction in the levels of corruption in Zambia”

VISION STATEMENT

“To be a lead institution of a broad sector alliance for combating corruption”

ANTI-CORRUPTION COMMISSION

Anti-Corruption House
Cha Cha Cha Road Southend
Tel: 211 237914/237916/234222
Toll Free Line 5980
On All Networks
Email: info@acc.gov.zm
Website: www.acc.gov.zm



MISSION STATEMENT

“To effectively and impartially prevent and combat corruption in order to promote integrity, Transparency and Accountability for the attainment of a corruption-free Zambia.”

GOAL STATEMENT

“To achieve a 12 percent reduction in the levels of corruption in Zambia”

VISION STATEMENT

“A proactive impartial and professional anti-corruption agency that promotes the attainment of a corruption-free Zambia”

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