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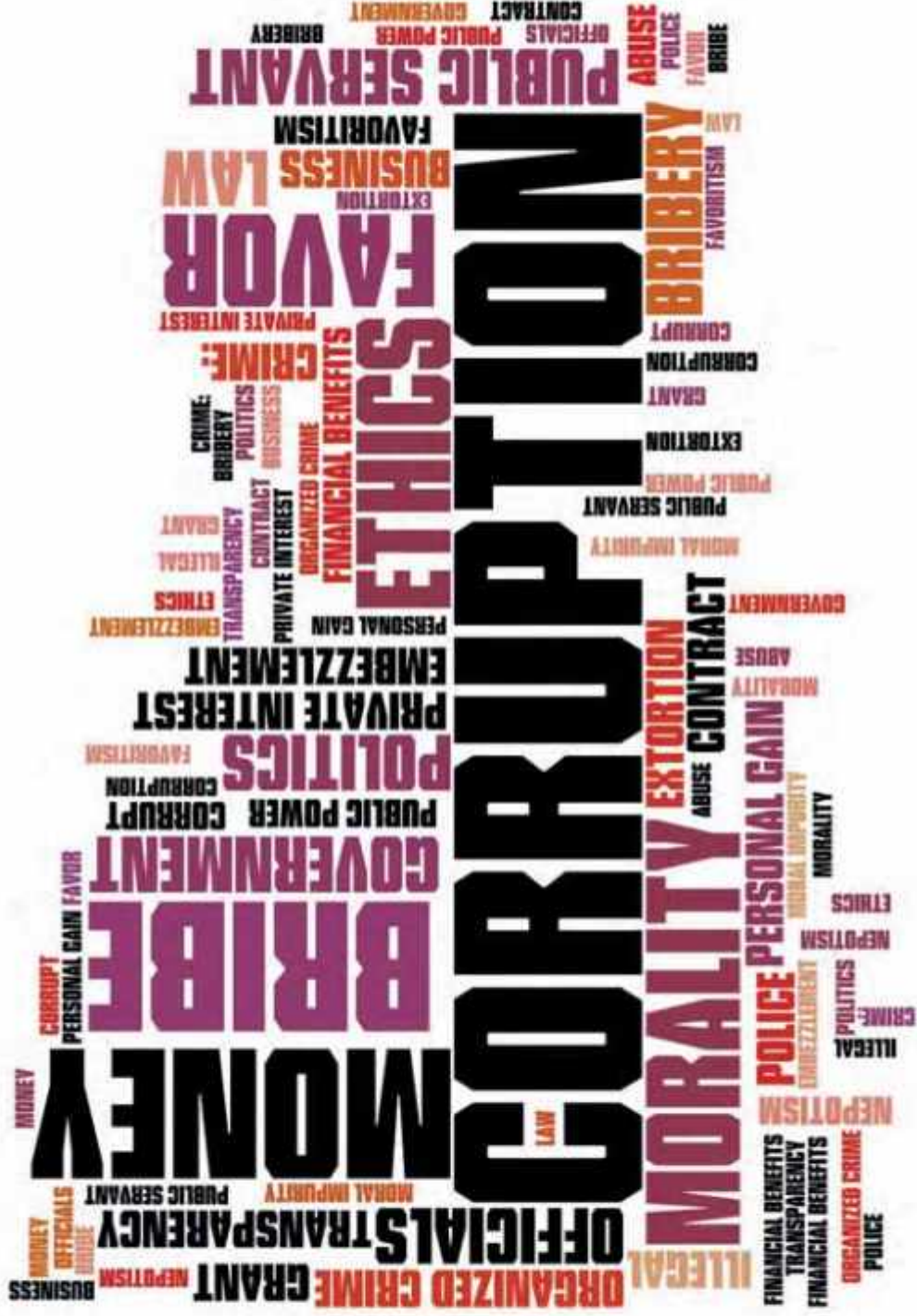
**TRANSPARENCY
INTERNATIONAL
ZAMBIA**

2022

**Zambia Bribe Payers Index (ZBPI)
Survey Report**



March 2023



EXECUTIVE SUMMARY

The Zambia Bribe Payers Index (ZBPI) Survey is jointly conducted by Transparency International Zambia (TI-Z) and the Anti-Corruption Commission (ACC). The theme of the 2022 ZBPI is procurement and corruption.

The Survey was undertaken in 20 selected districts of the country between May 28 and June 28, 2022. The objectives of the Survey were to:

- (a) Explore the extent of bribery/corruption in public procurement in selected public institutions;
- (b) Assess the state of bribery in selected public institutions and the private sector;
- (c) Identify the services within selected public institutions that are prone to bribery;
- (d) Generate a Bribery Index and a Governance Index/rating based on selected indicators; and,
- (e) Recommend key strategies and approaches that can be adopted in order to reduce bribery in Government institutions.

The main findings of the 2022 ZBPI Survey Report are as follows:

1. Public Procurement and Corruption

- (a) There is appreciably high participation in bidding for the supply of goods or services (70.0%), predominantly through open bidding (54.9%).
- (b) The relatively higher levels of participation can be said to be because there are appreciable efforts to streamline tendering procedures and reducing bureaucracy in public procurement due to the introduction of Electronic - Government Procurement (E-GP); the introduction of E-GP itself as 94.2% of those registered on the platform participated in bidding; easy access to knowing when a tender has been issued; tender notices are easy to understand and are as detailed as possible; and, procedures for businesses to follow when bidding for a public contract to supply goods and services are simple.
- (c) Suppliers/companies comparatively participate more in the Ministry of Education and Ministry of Health at district level.
- (d) E-GP has effected a reduction of direct interaction between procurement officials and companies.
- (e) Experiences of corruption in public procurement are mostly due to vulnerabilities of delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process and collusion between contractors and supervising officials.
- (f) Bribery experiences are comparatively higher in Ministry of Health (HQ) and Road Development Agency (RDA).

2. The State of Bribery and Bribery in Selected Public Service Provision

- (a) The state of bribery in 28 selected public institutions is concerning, as the *probability of a bribery experience* or the percentage number of incidences where a bribe was asked for in the 2,864 service seeking interactions observed is discernibly high (24.1%). It is 5.7% of 1,897 service seeking interactions in the private sector.
- (b) The *prevalence of a bribery experience* or the percentage number of individuals that paid a bribe that was solicited in the selected public institutions is also concerning. Sixty-two

point six (62.6) percent paid a bribe that was solicited. In the private sector, the percentage number of individuals that paid a bribe that was solicited was 38.9%.

- (c) Sextortion, that is, incidences wherein an individual is coerced into paying a bribe with sexual acts rather than money have slightly increased. In 2022 there are five incidents, compared to two in 2019.
- (d) The most bribery prone points of public service delivery provided by Zambia Police are traffic related, Interpol/motor vehicle clearance and police bond services; RTSA - renewal of driving licence, driving offence enforcement and vehicle licensing; Local Authorities (Councils) - property rates and building permits; Ministry of Education – teacher recruitment and when seeking a secondary school place; and, ZESCO - power application/ electricity connections.

3. The 2022 Aggregate Bribery Index

- (a) In 2022, an individual seeking a service from the 22 public institution covered in the Survey had a **10.1%** likelihood of paying a bribe solicited by a public officer, indicative of a marginal decrease of **0.8** percentage point when compared to 2019.
- (b) The least likelihood of paying a bribe solicited or demanded is observed in Ministry of Finance and National Planning (0.3%); ZRA - Tax (0.9%); NAPSA (1.0%); ZRA – Customs (1.1%); Immigration Department (1.1%); and, PACRA (1.2%).
- (c) The most likelihood of paying a bribe solicited or demanded is in Zambia Police Service - excluding Traffic section, 55.0%; RTSA, 29.2%; Zambia Police Service - Traffic section, 24.5%; ZESCO, 21.1%; Local Authorities (Councils), 20.4%; Ministry of Education, 19.2%; and Health Services (Hospital, Clinic, Health Centre), 18.5%.
- (d) A comparison with the 2019 ZBPI based on percentage point difference shows most decreases in Zambia Police Service (Traffic section), 16.2; RTSA, 9.5; Zambia Police Service - excluding Traffic section, 4.6; ZRA - Tax, 3.4; National Registration Office, 3.1; ZRA - Customs, 2.9; Ministry of Education, 2.9; Local Authorities (Councils), 2.5; and, Passport Office, 1.6.
- (e) Percentage point increases are observed in ZESCO, 11.3; Health Services, 9.3; Ministry of Lands (Land issues only), 3.9; Ministry of Agriculture, 1.9; and, Public Service Pensions Fund (PSPF), 1.8.
- (f) Service Delivery Charters and Integrity Committees likely effect on likelihood of paying a bribe solicited is indeterminate, as their effect evidences both decreases and increases; and decreases in the likelihood of paying a bribe solicited are observed in 63.6% of the institutions that have both service charters and Integrity Committees; increases in 36.4%.

4. Service Seeking Interaction (SSI)-Based Bribery Index

This Index is generated from numbers of interactions or visits within a particular institution and bribery experiences and not number of respondents who visited an institution.

- (a) The SSI-Based Bribery Index establishes that in 2022 an individual seeking a service from the 22 public institutions covered in the Survey had a **14.5** chance of either being asked for a bribe or paying a bribe solicited by a public officer in all interactions with any public institution.
- (b) The significance of the SSI-Based Bribery Index is that it does not vary with the number of institutions being assessed in a particular year.

5. Measurement of Governance

The Governance Index is a new concept in the ZBPI. It is based on Survey respondents' perceptual positive responses on the application of good governance indicators of participation, transparency, accountability, rule of law, and control of corruption.

- (a) The 2022 Governance Index score is **0.53**, which means there is moderate application of good governance indicators of participation, transparency, accountability, Rule of Law and control of corruption.
- (b) *Very high*, means perceptions on the application of good governance indicators of participation, transparency, accountability, rule of law, and control of corruption is greater than 0.80; *High*, 0.80 to 0.61; *Moderate*, 0.60 to 0.41; *Low*, 0.40 to 0.21; and, *Very low*, less than 0.21.
- (c) In addition, compared to the 2019 ZBPI Survey, in 2022 a **50.8** percentage point decrease in perceptions of whether the problem of corruption is increasing is observed. That is, more individuals in 2019 perceived the problem of corruption as increasing than in 2022.

6. Knowledge, Behaviours and Reporting

- (a) The anti-corruption intervention of Integrity Committees is seemingly an '*unknown*', as 61.3% of the Survey respondents were not aware of the existence of the committees.
- (b) Women are the least aware of Integrity Committees, as 66.7% among women respondents were not aware of the committees.
- (c) There is antipathy to corruption reporting. Only 4.6% of 373 respondents that experienced a bribe demand reported the incident.
- (d) An individual's knowledge that corruption negatively affects individuals' access to public services does not intrinsically seem to deter one from paying a bribe or offering one.

7. Demographic dimensions of bribery experiences

- (a) Paid Bribe Incidents (PBI) and bribe offer behaviours continue to be pronounced among those that are self-employed and employers in the transport sector.
- (b) Women comparatively do not report acts of corruption.
- (c) Individuals in rural areas pay solicited bribes the most.

8. Recommendations

(a) *Public Procurement and Corruption*

- (i) Enhance knowledge of E-GP to enable a higher usage uptake.
- (ii) Enhance transparency in public procurement procedures
- (iii) Ensure that the solicitation documents are always issued.
- (iv) Ensure that companies that bid for public contracts are all treated equally.
- (v) Strengthen coordination and cooperation between agencies in public procurement
- (vi) Reduce corruption vulnerabilities due to delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process, and collusion between contractors and supervising officials.
- (vii) Adopt target oriented strategies that are customised anti-corruption services.

(b) *State of Bribery and Services Most Prone to Bribery in Selected Institutions*

- (i) Adopt target oriented strategies that are customised anti-corruption services for different public institutions, which learn from institutions wherein the likelihood of paying a bribe solicited is minimal or nonexistent.

(c) Measurement of Bribery

- (i) Strengthen target oriented strategies based on *better practices* or historical validity of what initiated reduction in bribery experiences in other institutions.
- (ii) Enhance public service seekers' awareness of existence of service charters and Integrity Committees in institutions where they are in place.

(d) Measurement of Governance

- (i) Enhance transparency and accountability in the conduct of public service.

(e) Knowledge Behaviours and Reporting

- (i) Develop disaggregated demographics target oriented strategies to enhance awareness of Integrity Committees.
- (ii) Consolidate partnerships with a multiplicity of stakeholders in the public and private sector and the community to promote probity as a means of (a) Reducing antipathy to corruption reporting; (b) Redressing indulgency in corrupt acts knowing too well that corruption negatively affects individuals' access to public services; and, (c) Creating localised ownership of anti-corruption interventions like Service Delivery Charters and Integrity Committees.

(f) Demographic Dimensions of Bribery Experiences

- (i) Develop target oriented strategies based on *better practices* to address the persistent experiences of bribery in the transport sector.
- (ii) Develop disaggregated demographics target oriented strategies to enhance awareness of corruption reporting mechanisms.
- (iii) Scale-up anti-corruption efforts in rural communities.

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ACRONYMS

ACC	Anti-Corruption Commission
BPI	Bribe Payers Index
BSI	Bribe Seeking Incident
E-GP	Electronic - Government Procurement
KPI	Key Performance Indicator
LEAs	Law Enforcement Agencies
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoFL	Ministry of Fisheries and Livestock
MoH	Ministry of Health
MoL	Ministry of Lands
MPSAs	Ministries, Provinces and Spending Agencies
MWS	Ministry of Works and Supply
NAPSA	National Pension Scheme Authority
NRO	National Registration Office
PACRA	Patents and Companies Registration Agency
PBI	Paid Bribe Incident
PP	Percentage Point
PSPF	Public Service Pensions Fund
PSV	Public Service Vehicle
RDA	Road Development Agency
RTSA	Road Transport and Safety Agency
SSI	Service Seeking Interaction
TI-Z	Transparency International Zambia
UTH	University Teaching Hospital
ZAMTEL	Zambia Telecommunications Company Limited
ZBPI	Zambia Bribe Payers Index
ZAMMSA	Zambia Medicines and Medical Supplies Agency
ZESCO	Zambia Electricity Supply Corporation Limited
ZP	Zambia Police Service
ZPPA	Zambia Public Procurement Authority
ZRA	Zambia Revenue Authority

DEFINITION OF TERMS

“Bribe Seeking Incident (BSI)” means a bribery experience where a bribe was asked for when seeking a public service.

“Bribery” means the act of promising, giving, accepting or soliciting money or other benefits, as an inducement for an action which is illegal, unethical or a breach of trust.

“Corruption” means soliciting, accepting, obtaining, giving, promising or offering of gratification by way of a bribe or other personal temptation or inducement or the misuse or abuse of a public office or authority for private advantage or benefit through bribery, extortion, influence peddling, nepotism, fraud, rushed trials, and electoral malpractices.

“Institution-based bribery experience” means an individual’s bribery experience with an institution or sector.

“Paid Bribe Incidence (PBI)” means a bribery experience where a bribe was paid wherein it is asked for when seeking a public service.

“Prevalence of a bribery experience” means a percentage measure of the number of respondents that paid bribes with respect to the total number of observed Bribe Seeking Incidents (BSI) in a particular public institution or private sector.

“Probability of a bribery experience” means a percentage measure of how likely it is that a bribe is sought or solicited during a Survey respondent’s Service Seeking Interaction (SSI) in a particular public institution or private sector.

“Service-based bribery experience” means an individual’s bribery experience specific to a public service that was sought within an institution.

“Service Seeking Interaction (SSI)” means an individual’s visit to or interaction with a public or private sector institution when seeking a public service that the institution provides. This is a frequency or how often a service was sought, and not the number of respondents that sought a service or visited an institution.

1.0 INTRODUCTION

1.1 The Zambia Bribe Payers Index

The Zambia Bribe Payers Index (ZBPI) Survey is jointly conducted by Transparency International Zambia (TI-Z) and the Anti-Corruption Commission (ACC)¹, and is undertaken in selected districts of the country.

The Bribe Payers Index is a corruption measurement tool developed by Transparency International - Zambia. The Zambia Bribe Payers Index (ZBPI) measures the likelihood of an individual having a bribery experience when seeking a public service or good in a public or private sector institution; the amount involved in the exchange that induces an act that illegally circumvents the prescribed or expected procedures of accessing a service or good; consequences of failing or refusing to pay a bribe that is demanded; and, factors that lead to paying a bribe. The survey also provides individuals' perceptual and experiential observations on governance and corruption, and on stakeholder anti-corruption actions.

Ultimately, the purpose of the ZBPI is provision of an empirical evidence-base that helps stakeholders to design and implement appropriate anti-corruption interventions as it identifies services and sectors where bribery is most experienced; and, consequent areas of advocacy for participation, transparency and accountability.

1.2 What is New in the 2022 ZBPI

The 2022 ZBPI introduces three new approaches. First, the 2022 ZBPI is thematic; second, it introduces a measurement of governance; and third, there is a change in the denominator for the computation of the probability of (likelihood of a bribe seeking incidence) and prevalence (the number of individuals that paid bribes) of a bribery experience.

The theme of the 2022 ZBPI is *public procurement and corruption*. Public procurement is the use of public funds by the Government through its ministries, departments and agencies, on behalf of its citizens, for the acquisition of goods, services and works with the best quality, and/or right quantity, at the best possible price, from the right place or source (contractors, suppliers and service providers), and for the right purpose using the best method(s) and in line with laid down rules and regulations, following due process².

In Zambia, public procurement is estimated to account for 15% of GDP and is therefore one of the top three types of spending (besides salaries and debt payments), if not the most important³.

The 2022 ZBPI acknowledges that public procurement is one of the Government activities most vulnerable to corruption, and thus needing attention. This is because the volume of transactions and the financial interests at stake, the complexity of the process, the close interaction between public officials and businesses, and the multitude of stakeholders often exacerbate corruption risks. Concerns of corruption in public procurement in Zambia are mostly on purchases of complex, special purpose projects - in particular road, health and education infrastructure construction; and purchases of standard products (off-the shelf purchases) sold in open markets - in particular medical supplies.

¹ Appendix I provides the briefs on TI-Z and ACC.

² World Bank (1995). *Public Procurement Reforms*, Washington D.C: World Bank

³ <http://www.daily-mail.co.zm/Government-bleeding-through-procurement/>

The measurement of governance provides a Governance Index/Rating based on perceptions of selected governance indicators. These are participation, transparency, accountability, Rule of Law and control of corruption.

The change in the denominator for the computation of the probability and prevalence of a bribery experience recognises that previous computations did not take into account the number of interactions within a specific institution when seeking a public service.

1.3 Survey Objectives

The objectives of the Survey are to:

- (f) Explore the extent of bribery/corruption in public procurement in selected public institutions;
- (g) Assess the state of bribery in selected public institutions and the private sector;
- (h) Identify the services within selected public institutions that are prone to bribery;
- (i) Generate a Bribery Index and a Governance Index/rating based on selected indicators;
- (j) Assess the effect of implementation of anti-corruption interventions by the Anti-Corruption Commission (ACC); and,
- (k) Recommend key strategies and approaches that can be adopted in order to reduce bribery in Government institutions.

1.4 Approach

The 2022 ZBPI Survey uses five conceptual frameworks. These are corruption in public procurement; the state of bribery in the country; bribery in public service provision in selected institutions; measurement of bribery; measurement of governance; and anti-corruption interventions.

1.4.1 Public Procurement and Corruption

The exploration of the extent of bribery/corruption in public procurement in selected public institutions is first preceded by an interrogation of participation, integrity, transparency, Electronic - Government Procurement (E-GP), and oversight and control; then consideration of corruption vulnerabilities and bribery experiences.

This is in recognition of the fact that participation, integrity, transparency, and oversight and control are an indispensable and essential action for effective public procurement that provides value for money.

1.4.2 State of Bribery

Assessing the state of bribery in selected public institutions and the private sector is premised on establishing the probability, prevalence, frequency, bribe size, and severity of an individual's institution-based bribery experience.

- (a) *Probability of a bribery experience* is a percentage measure of how likely it is that a bribe is sought or solicited during a Survey respondent's Service Seeking Interaction (SSI) or visits in a particular public institution or private sector. This is expressed as:

$$\begin{aligned} & \text{Probability of a bribery experience} \\ &= \frac{\sum(\text{Number of respondents where a bribe was asked for (BSI) in Institution X})}{\sum(\text{Number of interactions with Institution X (SSI)}} \\ & \times 100 \end{aligned}$$

- (b) *Prevalence of a bribery experience* is a percentage measure of the number of respondents that paid bribes with respect to the total number of observed Bribe Seeking Incidents

(BSI) or where a bribe was solicited in a particular public institution or private sector, and is expressed as:

$$\text{Prevalence of a bribery experience} = \frac{\sum(\text{Number of respondents who paid a bribe (PBI) that was asked in Institution X})}{\sum(\text{Number of interactions where a bribe was asked for (BSI) in Institution X})} * 100$$

- (c) *Frequency* of a bribery experience a percentage measure of the number of occurrences respondents paid bribes in Institution X relative to the total number of observed Paid Bribe Incidents (PBI) in Institution X or private sector.

This is measured with respect to three categories of occurrences – low, moderate and high frequency. These are 1 to 2 times (low frequency); 3 to 5 (moderate); and, over 5 times (high).

- (d) *Bribe size* is a description of the monetary amount or other form that induced an act that illegally circumvented the prescribed or expected procedures of accessing a service or good.
- (e) *Bribery severity* considers the consequences of failing or refusing to pay a bribe that is demanded; the factors that lead to paying a bribe (Paid Bribe Incidents (PBI)); and, whether paying a bribe is because an individual is compelled so that they access the service sought.

1.4.3 Bribery in Selected Public Service Provision

Identifying services within selected public institutions which are prone to bribery is premised on the conceptual understanding that this necessitates interrogating bribery at a service delivery point. This is termed as *Service-Based Bribery Experiences*. That is, an individual's bribery experience specific to a **defined** public service that is sought within an institution. For example, for the Road Transport and Safety Agency (RTSA) a defined public service is either licensing of a driving school, renewal of driving licence, or driving offence enforcement, etc.

To identify the services prone to bribery, in the 2022 ZBPI the *probability* and *prevalence* of a bribery experience is interrogated relative to each respective defined public service.

1.4.4 Measurement of Bribery

The Overall Aggregate Bribery Index⁴ is generated based on the following Key Performance Indicators (KPI):

- Whether a respondent was asked for a bribe during a visit to or interaction with a selected public institution in the preceding 12 months to seek a public service, which is *incidence*;
- Whether a respondent paid the bribe that was demanded, which is *prevalence*; and,
- In which institution a respondent paid bribes most frequently, this is *frequency*.

This Index assumes that bribery in a public institution is an aggregate of bribery experiences in all selected public institutions. It does not take into account the number of interactions within a specific institution when seeking a public service.

Hence, the 2022 ZBPI also provides a Bribery Index which is based on Service Seeking Interaction (SSI), and it is generated from the following:

- Which selected public institution a respondent interacted with in the preceding 12 months to seek a public service, that is Service Seeking Interaction (SSI) or the frequency

⁴ How the Overall Aggregate Bribery Index is computed is provided in Appendices XI.

or how often a service was sought, and not the number of respondents that sought a service or visited an institution;

- (b) Whether a bribe was asked for (demanded) from the respondent during the interaction, that is the *probability of a bribery experience*; and,
- (c) Whether the respondent paid the bribe that was demanded, that is *prevalence of a bribery experience*.

This is termed the Service Seeking Interaction (SSI)-Based Bribery Index⁵. The Service Seeking Interaction (SSI)-Based Bribery Index is generated from a change in the denominator for the computation of the probability and prevalence of a bribery experience to the total number of interactions within a particular institution, and not the number of respondents that interacted with a selected institution.

Thus, for empirical comparisons, the Index meets two conditions which the Aggregate Bribery Index does not meet. The SSI-Based Bribery Index can be compared with the preceding ZBPI reporting year even wherein the sample size increases or reduces; and, even wherein the number of selected public institutions increases or reduces. The Overall Bribe Payers Index can only meet the first condition, which is change in sample size.

1.4.5 Measurement of Governance

Measurement of governance is derived from individual perceptual positive responses on the application of good governance indicators of participation, transparency, accountability, Rule of Law, and control of corruption. That is:

- (a) *Participation* means citizens and or individuals actively voicing their concerns and engages with Government representatives.
- (b) *Transparency* means ability to access information regarding any decisions taken by public officials.
- (c) *Accountability* means all public office decision makers being answerable to the public and institutional stakeholders.
- (d) *Rule of Law* means Law Enforcement Agencies and the Judiciary functioning impartially and recognising the supremacy of law and its equal application to all individuals, including public officers irrespective of their position in Government.
- (e) *Control of corruption* means Government effort/strides in combating bribery and corruption at an institutional and policy level.

The Governance Index uses individual perceptual positive responses on each variable relative to the total number of responses on all governance indicator variables, and expressed as a percentage, as shown below.

$$\text{Governance Index} = \left(\frac{\sum(P_{r=1}, T_{r=1}, A_{r=1}, RL_{r=1}, CC_{r=1})}{\sum(\text{Total Governance Indicator Responses}_{\sum(r=1, r=0)})} \right)$$

Where *P* denotes Participation; *T*, transparency; *A*, accountability; *RL*, Rule of Law; *CC*, control of corruption; and, *r=1* denotes a positive response, *r=0*, a negative response.

⁵ How the Service Seeking Interaction (SSI)-Based Bribery Index is computed is provided in Appendix XII.

The Index rates overall application of good governance indicators on a ratio of 1 to 0. *Very high* application of good governance indicators, is greater than 0.80; *High* - 0.80 to 0.61; *Moderate* - 0.60 to 0.41; *Low* - 0.40 to 0.21; and, *Very low* - less than 0.21.

Perceptions on governance factors that likely promote corruption in the country and rating on the problem of corruption in public offices are also provided.

1.4.6 Anti-Corruption Interventions

The assessment of the implementation of anti-corruption interventions by the Anti-Corruption Commission (ACC) is based on the conceptual assumption that the interventions are consequent to having a desirable outcome in anti-corruption in the specific space or institution. The Survey considered Integrity Committees; and, experiences of workplace unethical behaviours and reporting to Integrity Committees.

Lastly, the Survey approach also interrogates anti-corruption knowledge and behaviours; corruption reporting; and, demographic dimensions of bribery experiences, and the likely dichotomies evidenced.

2.0 METHODOLOGY AND RESPONDENT CHARACTERISTICS

2.1 Sampling and Sample Size

The 2022 ZBPI Survey constituted three interdependent individual sample frames. These are public procurement; bribery experiential and perceptual (household-based); and, Exit Polls survey frames.

2.1.1 Public Procurement and Corruption

The public procurement and corruption survey constituted a suppliers⁶ public procurement sample frame, and a key informant survey.

2.1.1.1 Targeted Suppliers

The targeted suppliers public procurement sample frame was based on a suppliers list of bids for the supply of any goods or services in the last five (5) years solicited from selected target public institutions. These institutions are Local Authorities (Councils), Ministry of Education, Ministry of Health (headquarters, province, and district), Road Development Agency (RDA), Road Transport and Safety Agency (RTSA), Zambia Medicines and Medical Supplies Agency (ZAMMSA), and Zambia Electricity Supply Corporation Limited (ZESCO).

A sample size of at least five (5) suppliers in each target district⁷, except for Lusaka district, was drawn using convenience sampling. Convenience sampling (also known as availability sampling) is a method where the selection of participants (or other units of analysis) is based on their ready availability, proximity, and contact. For Lusaka district, the sample size was twenty-five (25) suppliers. This is based on the assumption that Lusaka being the most populous is likely to have more companies that supply goods and services to public institutions.

2.1.1.2 Key Informants

Thirty-two (32) Key Informants were purposely selected, to solicit more relevant information, drawn from selected public institutions and civil society organisations. The public institutions are Anti-Corruption Commission (ACC), Auditor General's Office, Ministry of Education, Ministry of Health, National Construction Council, Road Development Agency (RDA), Road Transport and Safety Agency (RTSA), Zambia Electricity Supply Corporation Limited (ZESCO), Zambia Medicines and Medical Supplies Agency (ZAMMSA), and Zambia Public Procurement Authority (ZPPA).

The civil society organisations are Action Aid, Chapter One Foundation, Consumer Unity and Trust Society (CUTS), OXFAM Zambia, and Transparency International Zambia (TI-Z).

2.1.2 Bribery Experiential and Perceptual Survey

The 2022 Zambia Bribe Payers Index (ZBPI) bribery experiential and perceptual survey frame had a total of 2000 individual household-based respondents from 20 districts across the country. This comprises all the provincial capitals and one rural district in each respective province.

The choice of provincial capitals is rationalised as these are districts that have dominance in public institutions Service Seeking Interaction (SSI); whereas the one other district is that which provides for a rural⁸-urban dichotomy relative to the provincial capital.

⁶ The Public Procurement Act No 8 of 2020 defines supplier as "supplier" means a contractor, consultant, service provider or a natural person or incorporate body that is a party to a contract with a procuring entity for the provision of goods, works or services including a person that has a contract with the supplier in relation to the provision of goods, works or services to a procuring entity

⁷ See Section 2.3.2

⁸ A locality with at least more than 50% of residents engaged in agricultural activities.

Within these districts the administrative units of wards are used as the sampling units, and individual respondents are selected based on place or households (dwelling units, specifically).

Stratified Proportionate to Population Size (PPS) sampling was used to get the district and ward sample size, with population being the number of households in each stratum. PPS sampling rather than Simple Random Sampling, is used because PPS surveys in large geographic areas tend to be more efficient. The sample size of each stratum is proportionate to the population size of the stratum relative to the entire population. This means that each stratum has the same sampling fraction.

Appendix II, Bribery Experiential and Perceptual Survey Sample Sizes, shows both province and district sample sizes; and, district and administrative units of wards sample sizes.

2.1.3 Exit Polls

The sample public institutions for Exit Polls were purposely selected premised on the Anti-Corruption Commission's (ACC) institutions of interest in monitoring implementation of anti-corruption interventions. The selected institutions are Immigration Department; Lusaka City Council (LCC); Ministry of Lands (Lands Department); Ndola City Council (NCC); Patents and Companies Registration Agency (PACRA); Public Service Pension Fund (PSPF); Road Transport and Safety Agency (RTSA); University Teaching Hospital (UTH); Zambia Electricity Supply Corporation Limited (ZESCO); and, Zambia Revenue Authority (ZRA). Appendix III shows the selected institutions and the districts where respective samples were drawn.

Sampling was based on purposely capturing individuals as they exited the premises of the selected institutions, and captured 446 respondents.

2.2 Data Collection

Primary data collection was done between May and July 2022. Open Data Kit (ODK) Collect closed ended questions with Likert scaling where relevant; and, open ended ones where appropriate were used. This included collection of demographic characteristics.

ODK Collect is an open source Android application that allows data collection using mobile devices and data submission to an online server, even without an Internet connection or mobile carrier service at the time of data collection.

Face to face interviews were conducted in all the surveys conducted. Appendix IV shows 2022 ZBPI Survey questionnaires used.

For the bribery experiential and perceptual survey bribery experiences were collected with respect to twenty-eight public institutions. These are shown in Table 1.0 below.

Table 1.0. ZBPI Survey Selected Public Institutions

No.	Institution
1	Health Services (Hospital, Clinic, Health Centre)
2	Immigration Department
3	Judiciary - High Court
4	Judiciary - Local Court
5	Judiciary - Magistrate Court
6	Judiciary - Supreme/ Constitutional Court
7	Local Authorities (Councils)
8	Ministry of Agriculture
9	Ministry of Education

10	Ministry of Finance and National Planning
11	Ministry of Fisheries and Livestock
12	Ministry of Infrastructure, Housing Urban and Development
13	Ministry of Lands (Land issues only)
14	Ministry of Mines (licencing)
15	National Pension Scheme Authority (NAPSA)
16	National Registration Office
17	National Road Fund Agency (NRFA) (Toll Gates)
18	Passport Office
19	Patents and Companies Registration Agency (PACRA)
20	Public Service Pensions Fund (PSPF)
21	Road Development Agency (RDA)
22	Road Transport and Safety Agency (RTSA)
23	Zambia Electricity Supply Corporation Limited (ZESCO)
24	Zambia Medicines and Medical Supplies Agency (ZAMMSA)
25	Zambia Police Service
26	Zambia Revenue Authority (ZRA) - Customs
27	Zambia Revenue Authority (ZRA) - Tax
28	Zambia Telecommunications Company Limited (ZAMTEL)

Desk research was used to collect secondary data on anti-corruption interventions instituted in the foregoing Survey target institutions.

2.3 Respondent Characteristics

2.3.1 Public Procurement and Corruption Survey

2.3.1.1 Suppliers

The 2022 ZBPI Survey component on public procurement comprised 200 individual respondents registered as suppliers with the Zambia Public Procurement Authority (ZPPA) and/or other Public Procurement Entities. One hundred and twenty-five (125) were from the targeted individual suppliers survey; and 75 from the bribery experiential and perceptual survey.

Nineteen point five (19.5) percent of the individual respondents were female; and the most common age cohort was 36-45 and 46-55 years old, 32.0% and 33.0% respectively. Persons with disabilities constituted 2.0%.

Specific to respondents from the individual targeted suppliers' survey, 72.0% of the respondents were owners of the responding business/company, and, 28.0% were other. The latter being, mostly accounts staff, and company manager.

Fourteen point seven (14.7) percent have been registered as suppliers less than 2 years ago; 22.4%, 2 years to less than 5 years ago; 34.5% , 5 years to less than 10 years ago; and, 28.4%, 10 years ago and more.

Further, 13.0% of the suppliers are registered with one public institution; 56.5% with two to five institutions; 18.3% with six to ten; and, 12.2% with more than ten institutions.

Of 236 multiple responses relatively, the most common type of goods and services registered by the respondent suppliers are office equipment, repairs and maintenance (13.1%); and, stationery and office supplies (12.7%), as shown in Figure 1.0 below.

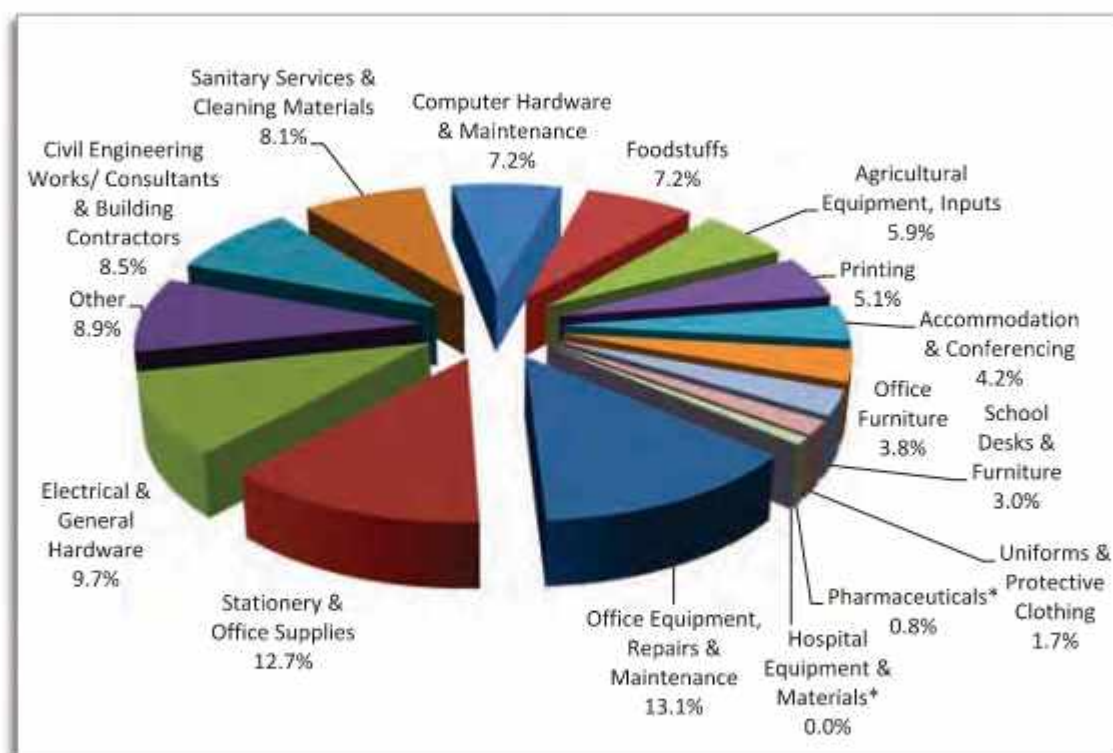


Figure 1.0 Type of Supplier

The category other (8.9%) comprised air conditioners and lifts; car hire services; consultancy services; insurance; mechanical engineering works/ consultants; motor vehicle repairs, Service and Maintenance; Motor Vehicles Supply and Spare parts; Training Services; Quantity Surveyors; and, Radio and Communication Equipment.

2.3.1.2 Key Informants

The lead key informants in the respective institutions that responded to the Public Procurement and Corruption Survey were mostly procurement officers (31.3%); and, accountant (21.9%). Key informants' indication of their levels of knowledge of public procurement was 59.4%, *exceptional*; 18.8%, *excellent*; 15.6%, *very good*; and 6.3%, *fair*. Key informant roles in participation in public procurement constituted technical, procurement secretariat, legal and observer.

2.3.2 Bribery Experiential and Perceptual Survey

The 2022 Zambia Bribe Payers individual respondent bribery experiential and perceptual survey comprised 2,000 respondents from the 20 sample districts. Seventy-two (72.0) percent (that is 1,440) respondents were from urban areas; and, 28.0% (560) from rural. Females constituted 46.6% (that is 932 respondents) and males 53.4% (1,068); and, 4.3% (85) have disabilities.

The age cohort distribution was 18 to 25 years old, 7.6%; 26 to 35, 20.3%; 36 to 45, 30.1%; 46 to 55, 21.9%; 56 to 65, 13.0%; and over 65, 7.2%.

Respondent marital status was single (17.2%), married (67.9%), separated (3.8%), divorced (3.7%), and widowed (7.4%).

Highest level of education attained was not been to school, 5.6%; pre-school and primary, 10.3%; secondary school, 46.2%; and, tertiary, 37.4%⁹.

Most frequent respondent current employment status or occupation was self-employed (23.7%), formally employed in the private sector (22.5%), and employed in the public sector (21.5%) as shown in Figure 2.0 below.

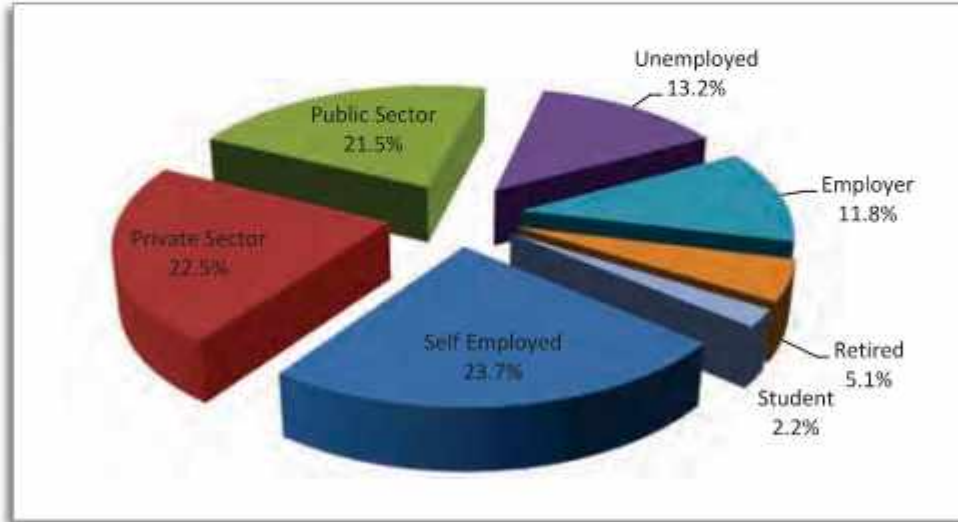


Figure 2.0 Respondent Current Employment Status

Appendix V provides the disaggregated listing of respondent current employment status or occupation.

Respondent most common average monthly disposable income was less than K1,000 (33.0%), K1,001 to K2,500 (17.4%) and K2,501 to K5,000 (18.2%), as shown in Figure 3.0 below.

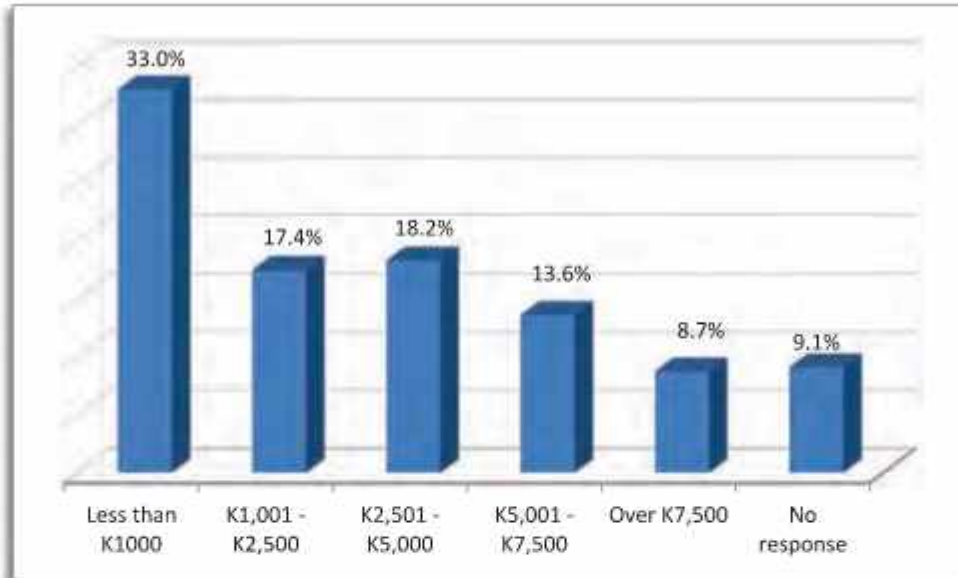


Figure 3.0 Respondent Average Monthly Income

⁹ The difference in percent summation is, no response.

2.3.2 Exit Polls

Exit Polls survey comprised 30.3% females and 69.7% males. Respondent highest level of education attained was not been to school, 0.2%; primary (pre-school to Grade 7), 4.9%; secondary, 39.5%; and, tertiary 55.3%.

Respondent current employment status was private sector, 41.5%; public sector, 25.6%; self-employed, 12.1%; retired, 6.3%; student, 4.3%; and, unemployed, 7.4%¹⁰.

2.4 Data Analysis

Data analysis mostly constituted quantitative approaches, with qualitative approaches used where relevant. Data summarisation is mostly use of percentages.

However, Excel functions using multiple criteria functions of up to three and four conditions being true, were used to examine or determine relationships within the data that might not be readily apparent when analysing the responses¹¹.

Multiple criteria functions are also used as a means of detecting subtleties in bribery experiences and, have indications of demographic groupings most affected or most vulnerable.

¹⁰ Of particular interest to interrogation of awareness of Integrity Committees and experiences of workplace unethical behaviours.

¹¹ An example of multiple criteria functions used is =COUNTIFS('Integrity Checked'!D2:D2001,"=Female",'Integrity Checked'!R2:R2001,"Paid bribe sought",'Integrity Checked'!Y2:Y2001,"=It is a normal trend",'Integrity Checked'!X2:X2001,"=Felt compelled to pay to get a service")

3.0 THE 2022 ZBPI SURVEY FINDINGS

This section provides the findings of the Survey on public procurement and the extent of corruption, thereof; the state of bribery experiences in selected public institutions and the private sector; bribery in services within selected public institutions; the Bribery and Governance indices; respondent corruption knowledge, behaviours and corruption reporting; and lastly, the demographic dimensions of bribery experiences.

3.1 Public Procurement and Corruption

3.1.1 Overview

The legal framework for public procurement in Zambia is the Public Procurement Act No 8 of 2020; Public Procurement Regulations Statutory Instrument No 63 of 2011; and, the National Council for Construction Act No 13 of 2003 of the Laws of Zambia (only to the extent that the Act applies to construction projects by Government and other public entities).

The Public Procurement Act No 8 of 2020 Act is a review of the Public Procurement Act of Act No. 12 of 2008. The review sought “to enhance transparency, efficiency, effectiveness, economy, value for money, competition and accountability in public procurement; regulate and control practices relating to public procurement in order to promote the integrity of, fairness and public confidence in, the procurement process; promote the participation of citizens in public procurement”.

Section 3(1) of the Public Procurement Act stipulates that the Act applies to procurement carried out by procuring entities using public funds. Pursuant to Section 2 of the Public Procurement Act, procuring entities include Government agencies; parastatal bodies (a statutory corporation or body, a local authority or a company in which the Government has a majority or controlling interest); or any other body or unit established and mandated by the Government to carry out procurement using public funds.

This section of the Report provides the survey findings on public procurement and corruption with respect to participation, transparency and integrity in public procurement; Electronic - Government Procurement (E-GP); oversight and control; and, corruption vulnerabilities and bribery experiences.

3.1.2 Participation Integrity and Transparency

3.1.2.1 Participation

Participation in public procurement by small and medium enterprises (SMEs) may be facilitated through streamlining tendering procedures and reducing bureaucracy, which can level the playing field among businesses and at the same time cut out opportunities for corruption¹². The Public Procurement Act No 8 of 2020 promotes the participation of citizens in public procurement. Section 53 (Community participation in procurement) of the Public Procurement Act No 8 of 2020¹³ also provides for this principle.

¹² Ibid.

¹³ Section 53.(1) The Authority shall, adapt procurement procedures, specifications and contract packaging for purposes of project sustainability or achieve certain specific social objectives of the project, where it is desirable in selected project components to—

(a) call for participation of local communities and nongovernmental organisations; (b) increase the utilisation of local know how and materials; and (c) employ labour intensive and other appropriate technologies. (2) The procedures under subsection (1) shall be prescribed.

This sub-section provides the findings of the Survey on participation in public procurement with respect to percent number of suppliers/companies that have bid for the supply of any goods or services in the last five years; the type of bidding; Survey selected public institution(s) they participated in; modes of knowledge of tender notice; free participation and access to public procurement; simplicity and detail of tender notices; and, rating of tender procedures.

(a) Percent number of suppliers/companies that have bid for the supply of goods or services

Seventy point zero (70.0) percent of 253 registered suppliers and individuals with companies registered with PACRA bid for the supply of goods or services bid for the supply of any goods or services in the last 5 years.

Bid participation is most observed among suppliers of office equipment, repairs and maintenance (14.1%); stationery and office supplies (14.1%); civil engineering works/ consultants, and building contractors (9.9%); electrical and general hardware (9.9%); and, sanitary services and cleaning materials (9.4%) as shown in Figure 4.0 below.

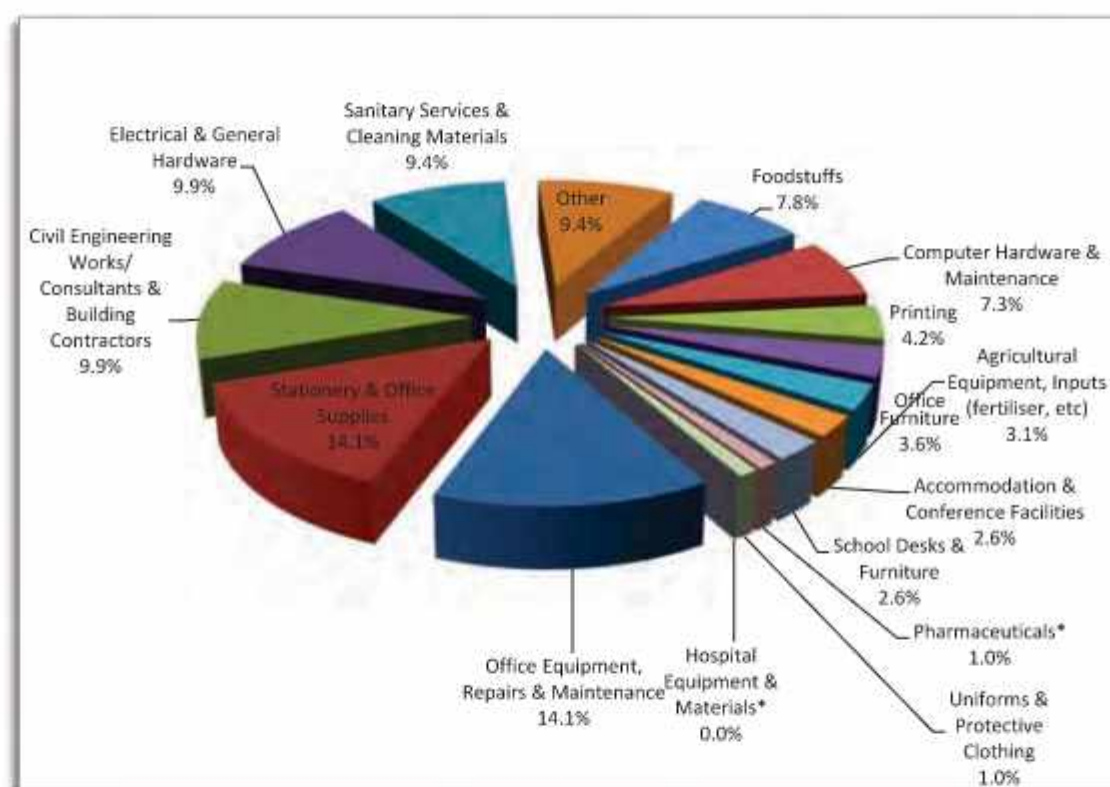


Figure 4.0. Type of Suppliers and Bidding

(b) Type of bidding¹⁴

With respect to the targeted suppliers and from 113 multiple responses, the most common type of bidding participated in are, open bidding 54.9% and open selection (14.2%), as shown in Figure 5.0 below.

¹⁴ Appendix VII provides explanatory notes on methods of procurement.

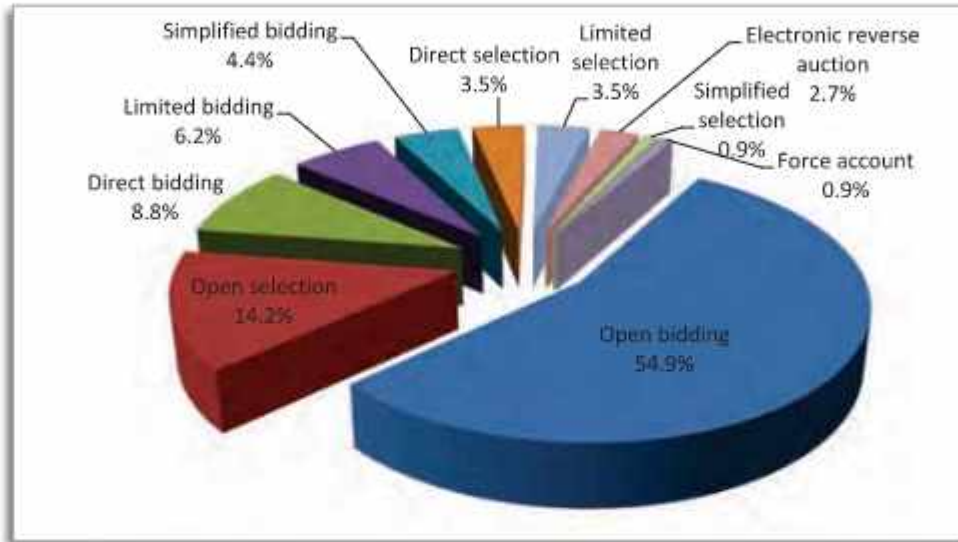


Figure 5.0. Type of Bidding

(c) Survey selected public institution(s) participation

The Survey considered public procurement participation with respect to Local Authorities (Councils), Ministry of Education (aggregated), Ministry of Health (disaggregated by headquarters, province, and district), Road Development Agency (RDA), Road Transport and Safety Agency (RTSA), Zambia Medicines and Medical Supplies Agency (ZAMMSA), and Zambia Electricity Supply Corporation Limited (ZESCO).

From 258 multiple responses with respect to tenders for the supply of any goods or services in the last 5 years in the selected institutions, the most prevalent participation is in Ministry of Education and Ministry of Health at district level, 28.3% and 25.2% respectively (Figure 6.0).

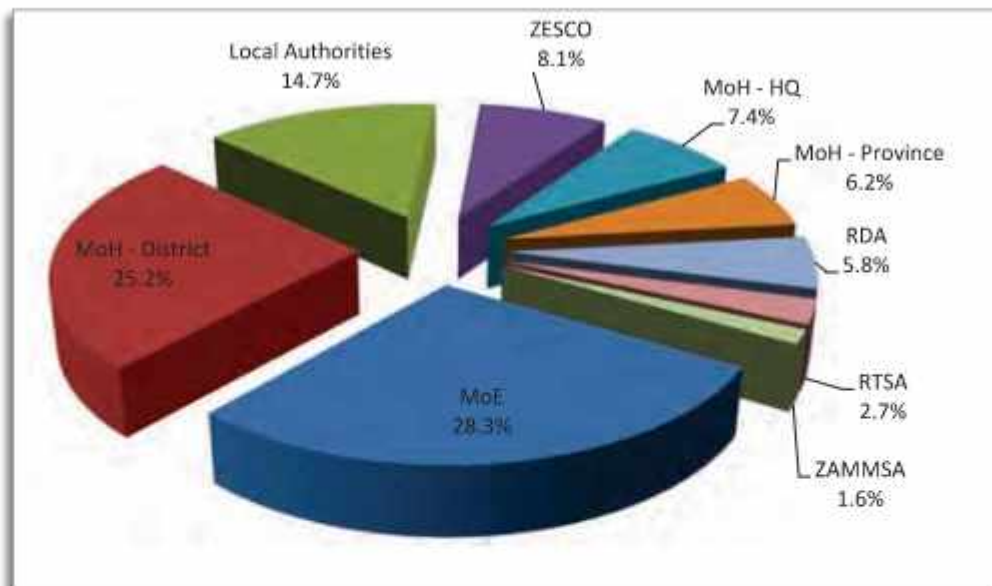


Figure 6.0 Bid Participation in Selected Institutions

(d) Modes of knowledge of tender notice

The Survey established that of 232 multiple responses, 44.0% come to know that a public institution has issued a tender notice for the supply of goods or services through advertisements at the institution's offices; 26.3% through newspapers; 20.7% through Electronic - Government

Procurement (E-GP)/ZPPA website; and 9.0% through other means constituting, as shown in Figure 7.0 below. Ninety point zero (90.5) percent of the other means comprise referrals and solicitations.

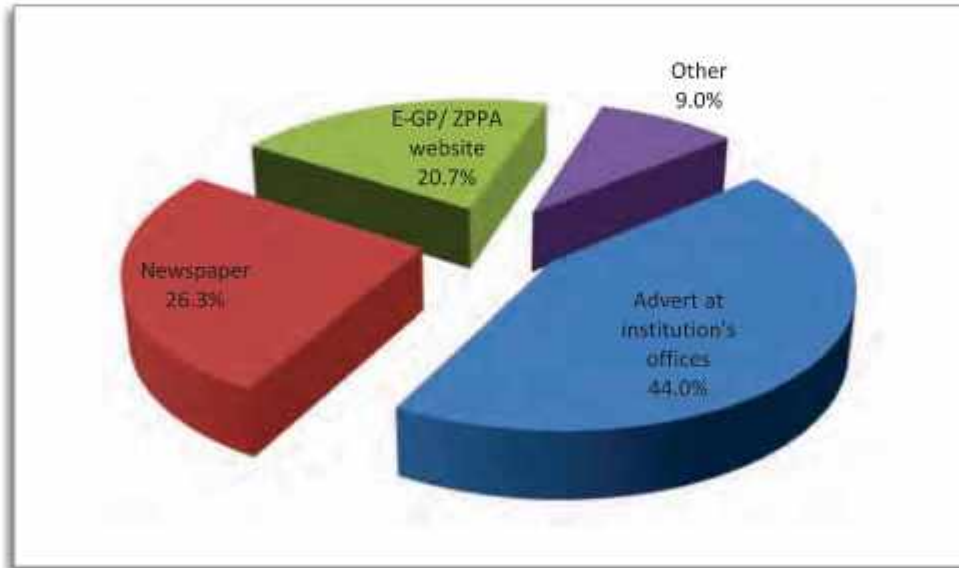


Figure 7.0 Knowledge of Tender Notice

(e) Free participation and access to public procurement

With respect to targeted suppliers' assessment on whether there is free access to public procurement for all qualified companies/business, the observed common response is moderate (48.8%), as shown in Figure 8.0 below.

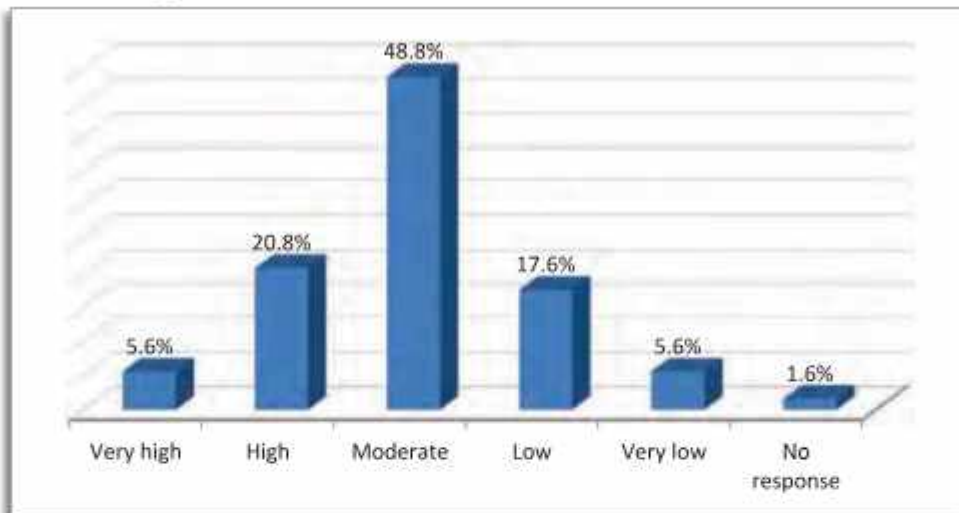


Figure 8.0 Access to Public Procurement

On the other hand, Key informants, mostly indicate that there is always free participation and access to public procurement for all qualified companies/ businesses (71.9%); often (18.8%); sometimes (6.2%), as shown in Table 2.0 below.

Table 2.0. Participation and Access to Public Procurement

Participation and Access	No. of Key Informants	Percent
Always	23	71.9%
Often	6	18.8%
Sometimes	2	6.2%
Rarely	0	0.0%
Never	0	0.0%
No response	1	3.1%
	32	100.0%

(f) Simplicity and detail of tender notices

The Survey findings on whether public procurement tender notices are simple to understand, shows that Targeted suppliers and key informants is mostly that, the notices are *very easy to easy to understand*, 19.8% and 44.6% respectively (Table 3.0).

Table 3.0. Understanding Tender Notices

Notice Understanding	No. of Respondents	Percent
Very easy	31	19.8%
Easy	70	44.6%
Neutral/ Can not say	25	15.9%
Difficult	18	11.5%
Very difficult	9	5.7%
No response	4	2.5%
Total	157	100.0%

On whether respondents are satisfied that public procurement tender notices are as detailed as possible, 36.3% of targeted suppliers and key informants indicated that they are *very satisfied*; and 29.9% that they are *slightly satisfied* (Table 4.0).

Table 4.0. Satisfaction with Detail of Tender Notices

Level of Satisfaction	No. of Respondents	Percent
Extremely satisfied	18	11.5%
Very satisfied	57	36.3%
Unsure/ Can not say	16	10.2%
Slightly satisfied	47	29.9%
Not at all satisfied	13	8.3%
No response	6	3.8%
Total	157	100.0%

(g) Rating of tender procedures

Rating by targeted suppliers and key informant of the procedures for businesses to follow when bidding for a public contract to supply goods and services, is that 17.2% of 157 responses indicated that it is *very simple*; 32.5% - *simple*; 21.7% - *too bureaucratic*; and 26.1% - *too complex*. Four (2.5%) respondents did not respond.

3.1.2.2 Transparency

Transparency in public procurement promotes accountability; ensures access to information; levels the playing field for businesses; and, allows small and medium enterprises to participate on a more equal chance. Transparency necessitates that as a minimum, adequate and timely information should be provided about upcoming contracts as well as contract notices and information about the status of ongoing procurement processes¹⁵.

This sub-section provides the findings of the Survey on transparency in public procurement procedures; issuance of solicitation documents; equality in treatment of bidders; and, exercise of right to appeal wherein one feels they lost a contract because the procedure was not implemented according to applicable rules.

(a) Transparency in public procurement procedures

Targeted suppliers and key informants opinion on transparency in public procurement procedures is mostly that it is moderate (38.2% of 157); with 18.5% and 19.1% indicating that it is high and low, respectively (Figure 9.0).

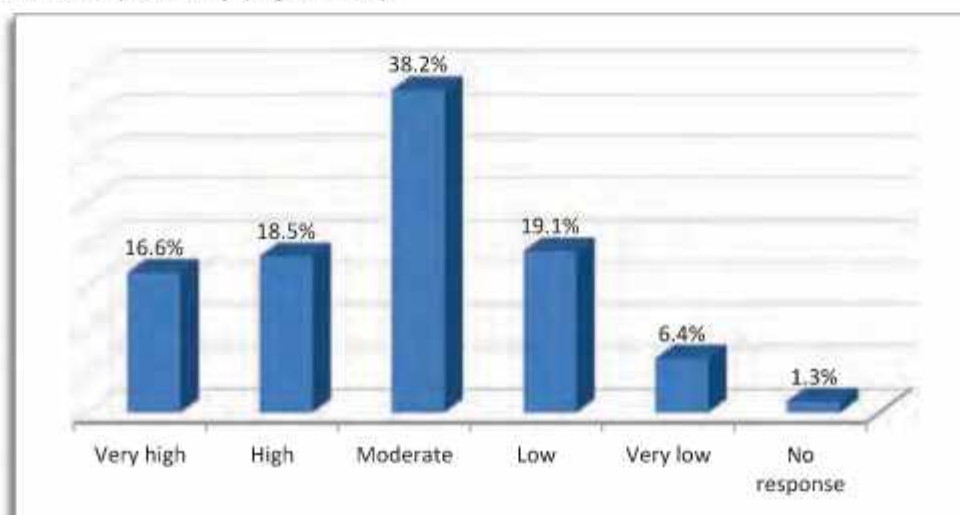


Figure 9.0 Transparency in Procedures

(b) Issuance of solicitation documents

With respect to whether solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders are always issued, a majority of targeted suppliers and key informants (40.8%) indicated that it is sometimes done, as shown in Table 5.0 below.

Table 5.0. Issuance of Solicitation Documents

Issuance of Documents	No. of Respondents	Percent
Almost always	37	23.6%
Often	26	16.6%
Sometimes	64	40.8%
Seldom	9	5.7%
Never	5	3.2%
No response	16	10.2%
Total	157	100.0%

¹⁵ OECD (2016). Preventing Corruption in Public Procurement

(c) Equality in treatment of bidders

Targeted suppliers and key informants opinion of whether companies that bid for public contracts are treated equally, is that they are *sometimes* treated equally (41.4%), as shown in Figure 10.0 below.

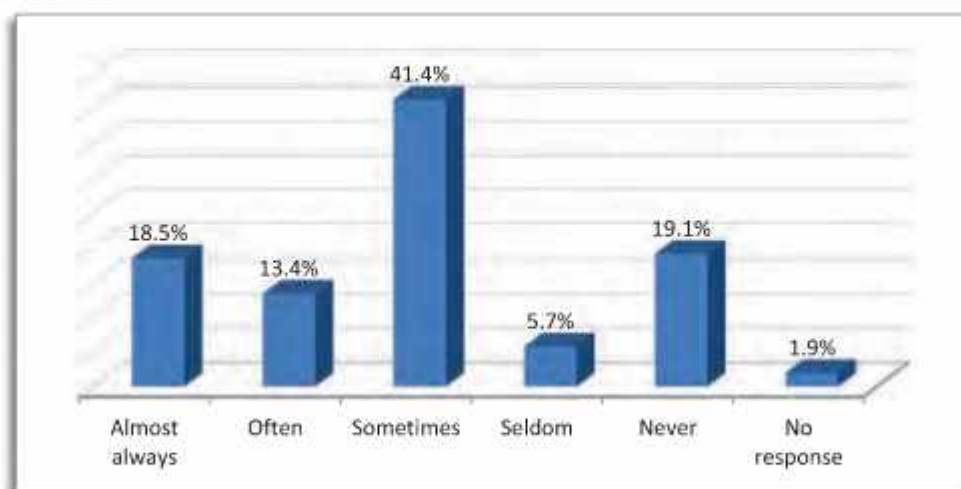


Figure 10.0 Equality in Treatment of Bidders

(d) Exercise of right to appeal

Exercise of right to appeal wherein a bidder or supplier is aggrieved with a decision made by a procuring entity under the Public Procurement Act No. 8 of 2020 is provided for in Section 100(1) of the Act. The Study considered appeal whether a supplier would appeal wherein they lose a contract because they believe the procedure was not implemented according to applicable rules. Of the 125 targeted suppliers 51.2% indicate that they would appeal; and 24.8% that they would not¹⁶. Of the 24.8% (31) targeted suppliers that indicate that they would not appeal the most common reasons for not appealing are that they are *not aware of the procedure*, the *process is too long*, and that it is a *waste of time*.

Minor responses are *fear of losing next bid*; *tendering is a competition*; *not necessary*; *no trust*; and, *nothing can be done about it*.

3.1.2.3 Integrity

Integrity of actors in the procurement process can significantly reduce corruption risks, as integrity necessitates upholding ethical standards and moral values of honesty, professionalism and righteousness, and it is a cornerstone for ensuring fairness, non-discrimination and compliance in the public procurement process¹⁷.

Thus, it is imperative that public officers involved in the public procurement process are at all times perceived as ethical, honest and professional.

Integrity in public procurement was considered with respect to integrity of procurement officers in implementing public procurement procedures; and, use of public funds for the intended purposes.

¹⁶ 24.0% did not respond to the question

¹⁷ OECD (2016). Preventing Corruption in Public Procurement

(a) Integrity of procurement officers

Forty-four point six (44.6) percent of the targeted suppliers that observe that the main perpetrators of corruption in public procurement are mostly public procurement officials¹⁸, rate the performance of procurement officials in implementing public procurement procedures as *not ethical, honest and professional*; 35.4%, *moderately ethical, honest and professional*; and 16.9%, *very ethical, honest and professional* (Figure 11.0).

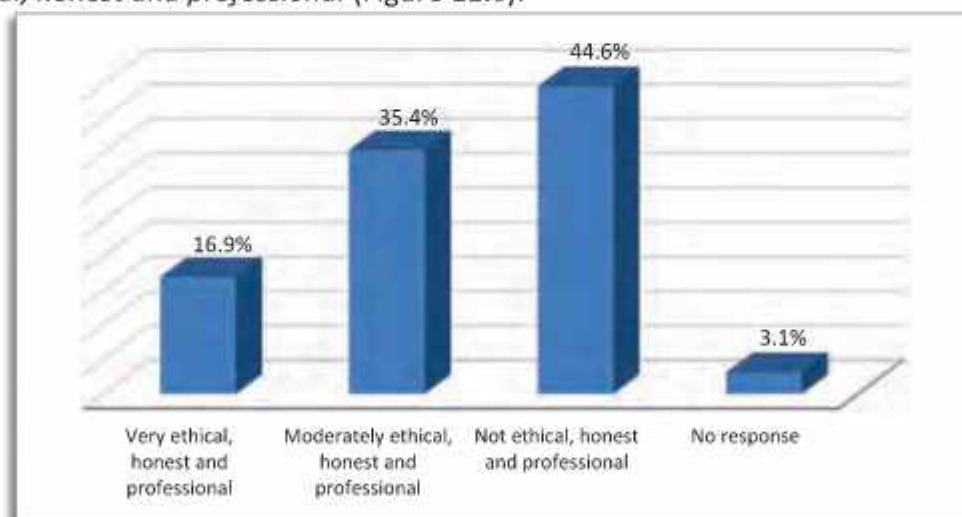


Figure 11.0 Integrity of Procurement Officers

(b) Use of public funds for intended purposes

Key informants opinions on whether public funds are used in public procurement according to the purposes intended are 65.6%, *almost always*; 9.4%, *often*; 21.9%, *sometimes*; and 3.1%, *no response*.

3.1.3 Electronic - Government Procurement (E-GP)

Electronic - Government Procurement (E-GP) System is the use of Information and Communications Technology (especially the internet) by governments in conducting their procurement relationships with suppliers for the acquisition of goods, works and consultancy services required by the public sector¹⁹.

The E-GP is provided for in Section 16, Use of information and communication technologies, of the Public Procurement Act No. 8 of 2020. Subsection (2) provides, among others, that the electronic government procurement system or any other electronic procurement system shall provide for publication of bidding documents, notices and invitations to tender; submission and opening of tenders; bid evaluation; requests for information on the tender process; publication of changes in tender documents and explanations for those changes, if any; and, reporting on the award and performance of procurement contracts.

Electronic - Government Procurement (E-GP) enables a more efficient and transparent exchange of information, and interactions and transactions between Government and suppliers of goods and services, as it facilitates easier access to public tenders, reduces direct interaction between procurement officials and companies, increases outreach and competition, and allows for easier detection of irregularities and corruption²⁰.

¹⁸ See Section 3.1.6

¹⁹ <https://www.zppa.org.zm/e-procurement-system>

²⁰ Op cit.

The survey considered E-GP with respect to percent companies registered with E-GP; access, and transparency; and, reduction of direct interaction between procurement officials and companies.

(a) Percent companies registered

Of 258 respondents that own a company or business registered with PACRA, 62.4% are registered as a supplier with ZPPA Electronic - Government Procurement (E-GP). Of the 37.6% that are not registered, 50.0% indicated that they will register; 19.6% are not aware of E-GP; 15.5% that the process is not user-friendly; and, 14.4% did not respond (Figure 12.0).

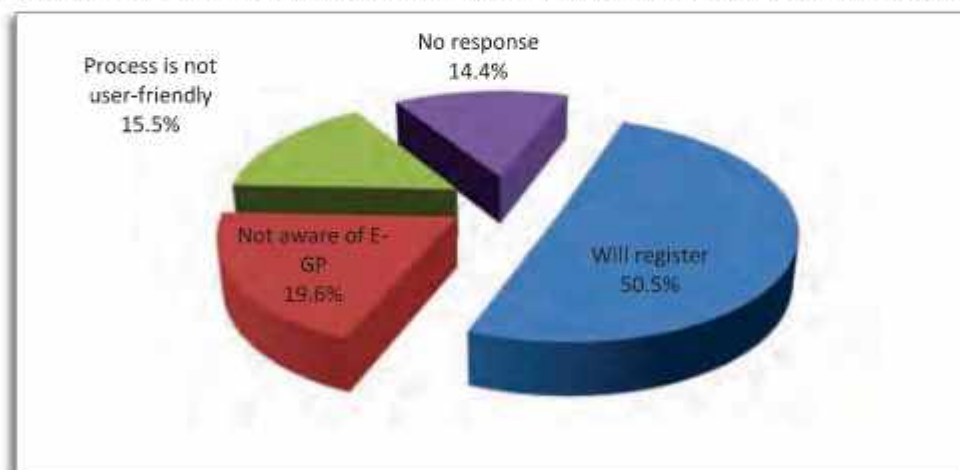


Figure 12.0 Reasons for Not Registering on E-GP

(a) E-GP and participation

Of 258 respondents that own a company or business registered with PACRA, 62.4% are registered as a supplier with ZPPA Electronic - Government Procurement (E-GP). Of the respondents that are registered on E-GP, 94.2% indicated that they have tendered for the supply of goods or services.

(b) E-GP access to public tenders and transparency

Twenty-five point five (25.5) percent of targeted suppliers and key informants *strongly agree* that the introduction of E-GP has facilitated access to public tenders in public procurement; 42.7%, *agree*; 17.8%, *neither agree nor disagree*; 8.9%, *disagree*; 5.1% did not respond.

With respect to whether the introduction of E-GP has effected an increase in transparency in public procurement, the most prominent response of targeted suppliers and key informants is *moderate effect* (31.8%) as shown in Table 6.0 below.

Table 6.0. E-GP Effect on Transparency

Effect	No. of Respondents	Percent
Major effect	47	29.9%
Moderate effect	50	31.8%
Neutral	20	12.7%
Minor effect	22	14.0%
No effect	11	7.0%
No response	7	4.5%
Total	157	100.0%

The narratives for *minor effect* and *no effect* are that - “the principal is good but there is need for sensitisation and training to make people understand; the electronic system is not popularised”; and, “not everyone has access to the electronic platform”.

(d) Reduction of direct interaction

A considerable percent number of suppliers and key informant, 40.8% *agree* that E-GP has reduced direct interaction between procurement officials and companies; with 28.7%, *strongly* agreeing, as shown in Table 7.0.

Table 7.0. E-GP and Reduction of Interaction

Agreement Level	No. of Respondents	Percent
Strongly agree	45	28.7%
Agree	64	40.8%
Neither agree or disagree	14	8.9%
Disagree	19	12.1%
Strongly disagree	3	1.9%
No response	12	7.6%
Total	157	100.0%

3.1.4 Oversight and Control

OECD (2016) notes that oversight and control of the procurement cycle is important in supporting accountability and promoting integrity in the public procurement process, as it can provide detection of illicit behaviour, and thence act as an effective deterrent to engage into corrupt behaviour²¹.

This section considers oversight and control in public procurement with respect to whether ZPPA provides sufficient regulatory oversight and control; ZPPA Code of Conduct; adherence to and effect of the legal framework that regulates public procurement; and, institutional challenges.

(a) ZPPA and regulatory oversight and control

Key informants opinion on whether ZPPA provides sufficient regulatory oversight and control of public sector procurement in order to ensure value for money for the public good is that 19 of the 32 respondents noted that it is *very sufficient*; 6, *sufficient*; 5, *not sufficient*; and 2, *not at all*. Reasons for opinion of *not sufficient* and *not at all* are that – sometimes ZPPA does not “give direct guidance”; “ZPPA (needs) to recover the authority for direct bids which have been given to procurement committees”; “they have limited financial and human resources”; and that, “they don’t follow the process through”.

(b) ZPPA Code of Conduct

Issues around the Code of Conduct were interrogated with respect to percent awareness of the Code and the extent to which the Code has enhanced the values and prescribed acceptable standards in the conduct of public procurement.

Sixty-eight point six (68.6) percent of targeted suppliers and key informants are aware of the Code of Conduct; and of those aware of the Code, 20.6% indicate that that the Code has enhanced the values and prescribed acceptable standards in the conduct of public procurement

²¹ OECD (2016). Preventing Corruption in Public Procurement

to a very large extent; 22.4%, large extent; 35.5% moderate; 13.1%, small extent; 3.7%, very small extent; and 4.7% did not respond.

(b) Legal framework effect and adherence

Ninety point six (90.6) percent of the key informants agree that the legal framework that regulates public procurement is strongly adhered to; and those that disagree indicate that it is because – “things that come out of the Auditor Generals report speak volumes in this regard”, “there is usually outside influence which destroy this element”, and that “there is weak enforcement of the procurement laws”.

Further, key informants note that there are areas in the legal framework that need improvement to ensure maximum combating effort against procurement corruption, these being, in verbatim, that - “the law should protect procurement officers from controlling officers who in most cases are not knowledgeable about procurement”; “the law places a lot of bureaucratic procedures which require dealing with”; and, “mechanism for bidders to appeal should be strengthened such that there are sanctions against reckless appeals which delay procurement and are costly.

(c) Institutional challenges

Key informants identify institutional challenges that are faced by procurement regulatory and law enforcement agencies when executing their duties in combating procurement corruption as mostly need for training and expertise; human and technical resources; coordination and cooperation between agencies; and, existence of compromised institutions.

3.1.5 Corruption Vulnerabilities and Bribery Experiences

3.1.5.1 Corruption vulnerabilities

Corruption vulnerabilities in public procurement are mostly attributed to:

- (a) Abuse of non-competitive procedures on the basis of legal exceptions - extreme urgency; contract splitting; non-supported modifications;
- (b) Collusion between contractors and supervising officials;
- (c) Conflict of interest in the approval process (that is, no effective separation of financial, contractual and project authorities);
- (d) Conflict of interest in the evaluation process (that is, familiarity with bidders over time, personal interests such as gifts);
- (e) Delayed payments of invoices leading to inducement;
- (f) False or duplicate invoicing for goods and services not supplied ;
- (g) Payment for sub-standard goods/services;
- (h) Product substitution or sub-standard work or service not meeting contract specifications;
- (i) Subcontractors and partners chosen in an un-transparent way or not kept accountable ; and,
- (j) Suppliers withhold accurate cost or pricing data in their price proposals, resulting in an increased contract price (that is, invoice mark-ups).

The foregoing corruption vulnerabilities in public procurement were interrogated with respect to which ones are most experienced in Zambia.

Of 306 multiple responses from targeted suppliers and key informants, 16.3% indicated that the most experienced corruption vulnerabilities as delayed payment; 16.0%, abuse of non-competitive procedures; 16.0%, conflict of interest in the approval process; 15.4%, collusion

between contractors and supervising officials; and 13.4%, conflict of interest in the evaluation process, as shown in Figure 13.0 below.

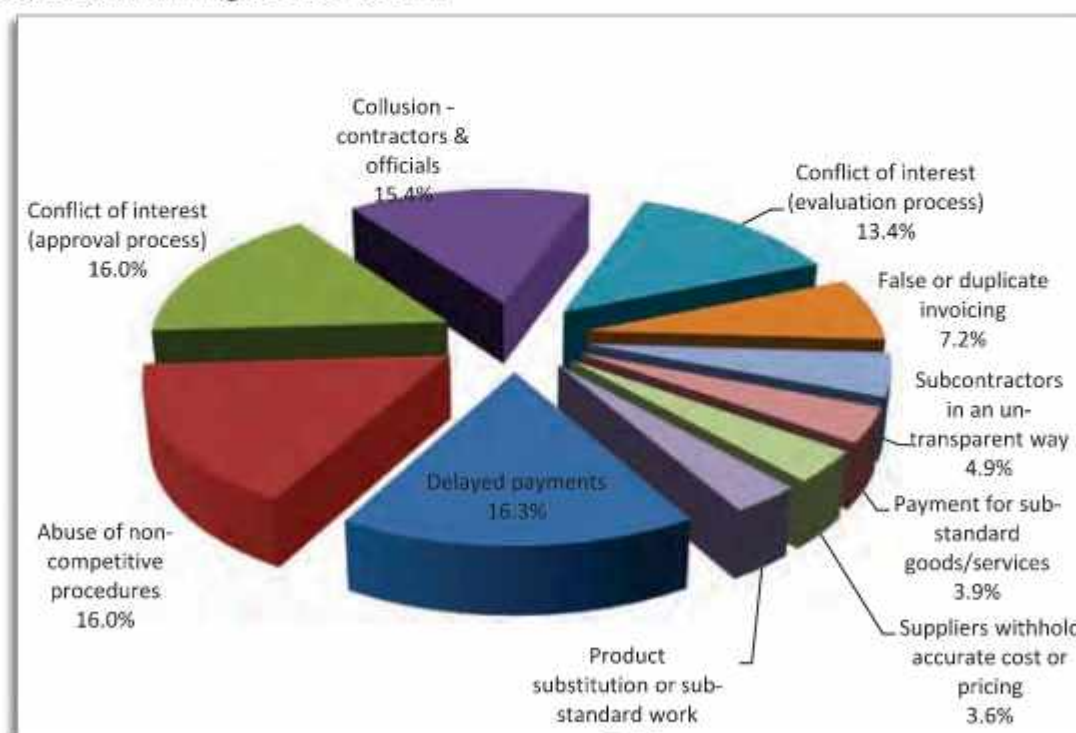


Figure 13.0 Corruption Vulnerabilities

Consideration of most experienced corruption vulnerabilities in public procurement was further considered with respect to the nine Survey selected public institutions. That is, Zambia Medicines and Medical Supplies Agency (ZAMMSA); Ministry of Education; Ministry of Health – District; Ministry of Health – HQ; Ministry of Health – Province; Road Development Agency (RDA); Road Transport and Safety Agency (RTSA); Zambia Electricity Supply Corporation Limited (ZESCO); and, Local Authorities (Councils).

The Survey observes that abuse of non-competitive procedures is the most common perceived vulnerabilities in Local Authorities (Councils) (22.5%); collusion between contractors and supervising officials, ZAMMSA (33.3%); conflict of interest during approval process, Ministry of Health – District (26.0%); conflict of interest during evaluation process, RTSA (33.3%); and, delayed payments, ZAMMSA (33.3%), as shown in Table 8.0 below.

Table 8.0 Corruption Vulnerabilities in Selected Institutions

Type of Corruption Vulnerability	ZAMMSA	MoE	MoH - Dist	MoH - HQ	MoH - Prov	RDA	RTSA	ZESCO	Councils
Abuse of non-competitive procedures	0.0%	19.4%	21.2%	12.9%	12.0%	19.0%	16.7%	20.0%	22.5%
Collusion - contractors & officials	33.3%	20.4%	18.3%	22.6%	28.0%	19.0%	16.7%	15.0%	16.9%
Conflict of interest (approval process)	22.2%	24.3%	26.0%	9.7%	20.0%	14.3%	16.7%	15.0%	23.9%
Conflict of interest (evaluation process)	11.1%	15.5%	15.4%	25.8%	16.0%	19.0%	33.3%	25.0%	15.5%
Delayed payments	33.3%	20.4%	19.2%	29.0%	24.0%	28.6%	16.7%	25.0%	21.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

3.1.5.2 Bribery experiences

Table 9.0 shows that respondent bribery experiences in selected institutions is 25.9% of 255 bid participation across all the institutions. Bribery experiences in Ministry of Health (HQ) and Road Development Agency (RDA) are comparatively higher, 52.6% and 40.0% respectively.

Table 9.0 Procurement Bribery Experience in Selected Institutions

Institution	No of Bid Participation	Bribery Experience			% Experienced
		Solicited	Offered	None	
MoH - HQ	19	9	1	9	52.6%
RDA	15	6	0	9	40.0%
Local Authorities	38	10	1	27	28.9%
ZESCO	21	5	1	15	28.6%
MoE	72	14	3	55	23.6%
MoH - District	65	10	3	52	20.0%
RTSA	5	1	0	4	20.0%
MoH - Province	16	2	0	14	12.5%
ZAMMSA	4	0	0	4	0.0%
	255	57	9	189	25.9%

3.1.6 Perpetrators of Corruption in Public Procurement

The main perpetrators of corruption in public procurement according to general reports, like the Auditor General's Reports, are mostly Politically Exposed Persons (PEPs), suppliers, public procurement officials, investors and elective public officials.

The Survey establishes that respondents' opinion, experiences and knowledge are 37.5% indicate that the main perpetrators of procurement corruption are mostly public procurement officials; 35.6%, politically exposed persons; and 13.9%, suppliers, as shown in Figure 14.0 below.

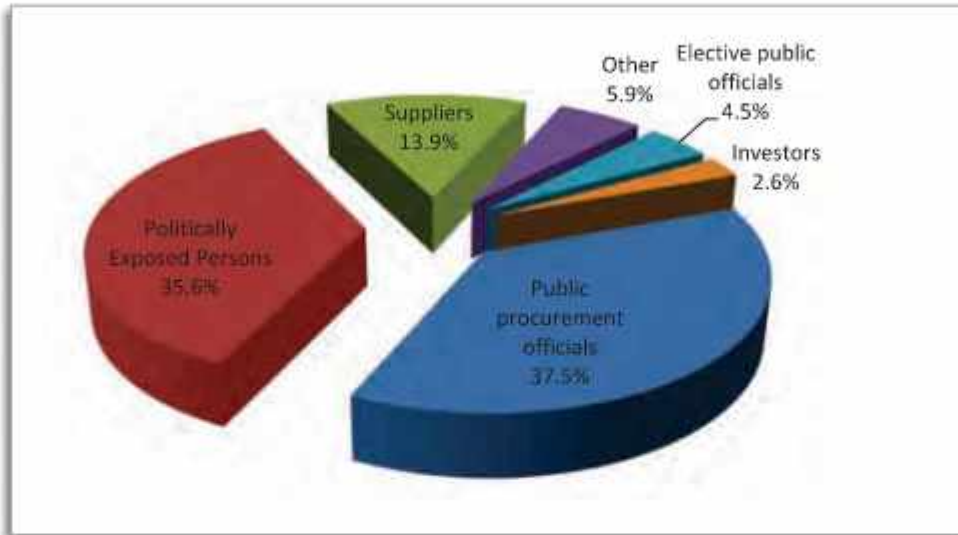


Figure 14.0 Perpetrators of Corruption in Public Procurement

Disaggregated by Survey respondent type, household-based and targeted suppliers indicate public procurement officials, 33.1% and 55.6% respectively; while, key informants indicate suppliers (46.9%), as shown in Figure 15.0 below.

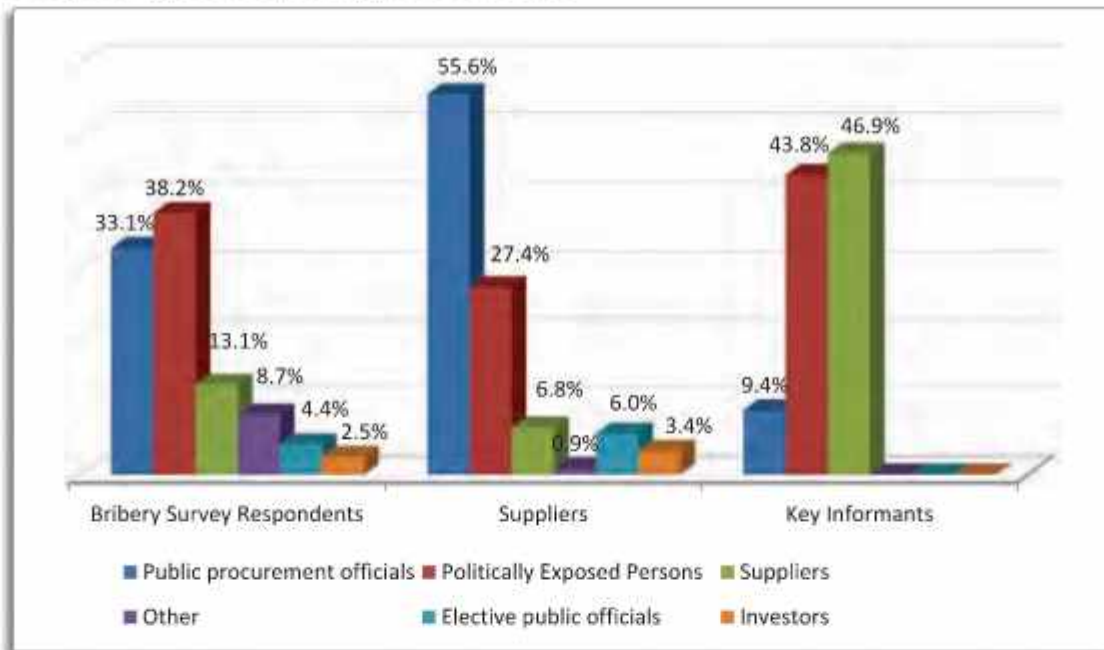


Figure 15.0 Perpetrators of Corruption in Public Procurement - Disaggregated

3.1.7 Summary Findings

The exploration of public procurement in selected public institutions with respect to, first, an interrogation of *participation* shows that the percent number of registered suppliers that have bid for the supply of goods or services in the last 5 year is considerably high (70.0%). Bid participation is mostly among suppliers of office equipment, repairs and maintenance; stationery and office supplies; civil engineering works/ consultants, and building contractors; electrical and general hardware; and, sanitary services and cleaning materials.

Open bidding (54.9%) is the most common types of bid participation. This is likely because, unlike limited bidding and limited selection which are used where the goods, works or non-consulting

and consulting services are only available from a limited number of suppliers or there is an urgent need for the goods, works or services, open bidding is more participatory.

Bid participation is most common in Ministry of Education (28.3%) and Ministry of Health at district level (25.2%), most likely because these sectors of Government require the highest volumes of goods and services given highly levels of citizen demand for the services provided. Free participation and access to public procurement is moderate (48.8%) to high (71.9%).

The modes through which suppliers have knowledge of tender notices are mostly advertisements at the bid participation institution's offices (44.0%), newspapers (26.3%), and E-GP/ZPPA website (20.7%). Tender notices are the notices are *very easy to easy to understand*, 19.8% and 44.6%; and, more respondents are comparatively very satisfied that notices are as detailed as possible (36.3%).

Rating of tender procedures for businesses to follow when bidding for a public contract to supply goods and services, is observed to mostly be that the procedures are simple (32.5%).

The extent of *transparency* in public procurement procedures is moderate; and that, solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders are sometimes issued (40.8%). Further, a comparatively high number of respondents indicate that all companies that bid for public contracts are sometimes treated equally (41.4%).

On the exercise of right to appeal, a moderate number of respondents indicate that they would appeal to ZPPA, if they were to lose a contract because they believe the procedure were not implemented according to applicable rules (51.2%).

With respect to the *integrity of* procurement officers in implementing public procurement procedures, respondents note is mostly that, their performance is *not ethical, honest and professional* and *moderately ethical, honest and professional*. And 65.6% of the key informants observe that public funds are almost always used for the intended purposes.

The percent number of companies registered as suppliers on the ZPPA *Electronic - Government Procurement (E-GP)* is considerably high (62.4%); 94.2% of E-GP registered suppliers have participated in bidding.

The reasons for those not registered on the platform are not aware of E-GP (19.6%); and, the process is not user-friendly (15.5%).

The effect of E-GP with respect to access to public tenders and transparency, the Survey established that 68.2% of the respondents agree that the introduction of E-GP has facilitated access to public tenders in public procurement; 29.9% and 38.1% of the respondents indicate that the system has had a major and moderate effect on increasing transparency in public procurement, respectively.

Lastly, 69.5% of the respondents agree that E-GP has resulted in a reduction of direct interaction between procurement officials and companies.

On *oversight and control*, it is observed that a considerable number of key informants indicate that ZPPA does provide sufficient regulatory oversight and control of public sector procurement in order to ensure value for money for the public good.

In addition, awareness of the ZPPA Code of Conduct is comparatively high (68.6%); a moderate number of the respondents (43.0%) indicate that the Code has to a *very large extent* and *large extent* enhanced the values and prescribed acceptable standards in the conduct of public procurement. And, a significant number of key informants (90.6%) observe that the legal framework that regulates public procurement is strongly adhered to.

Institutional challenges identified faced by procurement regulatory and law enforcement agencies when executing their duties in combating procurement corruption are need for training and expertise; human and technical resources; coordination and cooperation between agencies; and, existence of compromised institutions.

On corruption vulnerabilities in public procurement, although the Survey established that the most experienced corruption vulnerabilities are varied, delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process, and collusion between contractors and supervising officials are relatively most experienced.

Further, of 255 bid participation, bribery experiences account for 29.5% in Zambia Medicines and Medical Supplies Agency (ZAMMSA); Ministry of Education; Ministry of Health – District; Ministry of Health – HQ; Ministry of Health – Province; Road Development Agency (RDA); Road Transport and Safety Agency (RTSA); Zambia Electricity Supply Corporation Limited (ZESCO); and, Local Authorities (Councils). Bribery experiences are comparatively higher in Ministry of Health (HQ) (52.6%) and Road Development Agency (RDA) (40.0%).

Lastly, the Survey observes that respondent opinions, experiences and knowledge from general reports is the main perpetrators of procurement corruption are mostly public procurement officials, political exposed persons, and suppliers. Variances are observed on the opinions, experiences and knowledge from general reports as to who the main perpetrators of procurement corruption are. Bribery experiential and perceptual and suppliers' survey respondents indicate public procurement officials; and, key informants indicate suppliers.

3.2 State of Bribery

This section provides the Survey findings on the state of bribery with respect to probability of bribery experiences, prevalence of bribery, frequency of bribery, bribe size, in 28 selected public institutions and the private sector as individual aggregates, respectively; and, bribery severity and bribe pay factors.

The state of bribery was assessed with respect to Service Seeking Interaction (SSI). That is, the number of respondents in the 12 months before date of the Survey visited to or interacted with a public institution or private sector service when seeking a public service that the institution provides. Individual respondents had a total of 2,864 service seeking interactions with the selected public institutions. The most frequent interactions being with Health Services (Hospital, Clinic, Health Centre), 22.6%; Zambia Police Service, 16.6%; Ministry of Education, 14.3%; Local Authorities, 10.8%; RTSA, 10.3%; and, ZESCO (9.2%). Appendix VI shows Service Seeking Interaction (SSI) in the Survey selected public institutions.

In the private sector 1,897 service interactions were observed²². The most frequent interactions being in banking (34.4%); retail (other than banking or micro financial services) (29.9%); Micro Financial services (18.8%); and, private education (8.0%).

3.2.1 Probability of Bribery Experience

The probability of a bribery experience measures the percentage number of bribery experiences where a bribe was asked for (Bribe Seeking Incident (BSI)) during an individual's Service Seeking Interaction (SSI) in a Survey selected public institution or private sector.

²² That is, Banking, Construction, Manufacturing, Micro Financial Services, Mining, Private Education, Retail (other than banking or micro financial services), and Health Services.

In the selected public institutions, the Survey established that the probability of a Bribe Seeking Incident (BSI) of 2,864 service seeking interactions is 24.1%, or 690 incidents. Appendix VIII shows probability of bribery experience in all target public institutions.

Bribe Seeking Incidents (BSI) with respect to the number of institution interactions that recorded more than 30 interactions, are observed to be less common in Health Services (11.9%), ZRA – Tax (15.2%), Ministry of Education (18.8%) and Ministry of Agriculture (19.0%); and, most common in Zambia Police Service (38.7%), Ministry of Land (38.0%), RTSA (30%), ZESCO (29.0%), National Registration Office (27.4%), Local Courts (25.4%), and Local Authorities (21.7%) as shown in Table 10.0 below. These institutions constitute 94.5% of all interactions; and have a BSI aggregate probability of 22.7%.

Table 10.0 Probability of Bribery Experience in Selected Public Institutions²³

No.	Institution	No. of Interactions	BSI	Probability
1	Health Services	638	76	11.9%
2	Zambia Revenue Authority - Tax	33	5	15.2%
3	Ministry of Education	410	77	18.8%
4	Ministry of Agriculture	63	12	19.0%
5	Local Authorities (Councils)	336	73	21.7%
6	Judiciary - Local Court	67	17	25.4%
7	National Registration Office	62	17	27.4%
8	Zambia Electricity Supply Corporation Limited (ZESCO)	259	75	29.0%
9	Road Transport and Safety Agency (RTSA)	290	87	30.0%
10	Ministry of Lands (Land issues only)	79	30	38.0%
11	Zambia Police Service	470	182	38.7%
	Percent Relative to All	94.5%	651	22.7%

The findings, further, established that there were no Bribe Seeking Incident (BSI) observed in Judiciary (Supreme and Constitutional Court); Ministry of Infrastructure, Housing Urban and Development; Road Development Agency (RDA); Zambia Medicines and Medical Supplies Agency (ZAMMSA); and, Zambia Telecommunications Company Limited (ZAMTEL)²⁴.

With respect to the private sector, the Survey established that the probability of a Bribe Seeking Incident (BSI) of 1,897 service seeking interactions is 5.7% or 108 incidents; with the incidents being most common in mining (32.0%) as shown in Table 11.0 below.

Table 11.0. Probability of Bribery Experience in Private Sector

No.	Sector	No. of Interactions	BSI	Probability
1	Mining	50	16	32.0%
2	Private Education	152	15	9.9%
3	Health Services	13	1	7.7%
4	Banking	652	33	5.1%
5	Micro Financial Services	356	16	4.5%

²³ Appendix X provides the Confidence Intervals.

²⁴ Appendix VIII. Probability of Bribery Experience in Selected Public Institutions.

6	Construction	72	3	4.2%
7	Retail (other than banking or micro financial services)	567	23	4.1%
9	Manufacturing	35	1	2.9%
	Total	1897	108	5.7%

Seventy-eight point one (78.1%) or 539 of the respondents were asked for a bribe one to two times in interacting with or when visiting a public institution; 16.4% (113), three to five times; 5.5% (38) over five times. While in the private sector, it observed that 83.5% (90) experienced a BSI one to two times; 12.9% (14), three to five times; and, 3.5% (4) over five times.

3.2.3 Prevalence of Bribery Experience

The prevalence of a bribery experience is the percentage number of individuals that paid bribes (that is, Bribe Pay Incident (BPI) relative to the total number of observed Bribe Seeking Incidents (BSI) in a Survey selected public institution or private sector.

Of 690 Bribe Seeking Incidents (BSI) in public institutions, 62.6% or 432 individuals paid a bribe that was solicited. Appendix IX shows prevalence of bribery experiences in all selected public institutions.

Prevalence of bribery experience is most common in Passport Office (87.5%); Zambia Police Service (73.6%); RTSA (67.8%); Ministry of Lands (66.7%); Local Courts (64.7%); Health Services (59.2%); ZESCO (56.0%); Local Authorities (53.4%); and, Ministry of Education (50.6%) as shown in Table 12.0 below.

Despite having Bribe Seeking Incident (BSI) in Ministry of Mines (licensing), no Paid Bribe Incidents (BPI) were observed²⁵.

²⁵ Appendix IX. Prevalence of Bribery Experience in Public Institutions.

Table 12.0. Prevalence of Bribery Experience in Public Institutions

No.	Institution	BSI	PBI	Prevalence
1	Passport Office	8	7	87.5%
2	Zambia Police Service	182	134	73.6%
3	Road Transport and Safety Agency (RTSA)	87	59	67.8%
4	Ministry of Lands (Land issues only)	30	20	66.7%
5	Judiciary - Local Court	17	11	64.7%
6	Health Services (Hospital, Clinic, Health Centre)	76	45	59.2%
7	Zambia Electricity Supply Corporation Limited (ZESCO)	75	42	56.0%
8	Local Authorities (Councils)	73	39	53.4%
9	Ministry of Education	77	39	50.6%

The study also sought to establish the prevalence of bribery experience in the private sector. Out of 108 Bribe Seeking Incidents (BSI), 38.9% or 42 individuals paid bribe that was solicited, as shown in Table 13.0 below.

Table 13.0. Prevalence of Bribery Experience in Private Sector

No.	Sector	BSI	PBI	Prevalence
1	Mining	16	5	31.3%
2	Private Education	15	5	33.3%
3	Health Services	1	1	100.0%
4	Banking	33	10	30.3%
5	Micro Financial Services	16	8	50.0%
6	Construction	3	2	66.7%
7	Retail (other than banking or micro financial services)	23	11	47.8%
9	Manufacturing	1	0	0.0%
	Total	108	42	38.9%

3.2.3 Frequency of Bribery Experience

The frequency of a bribery experience measures the percentage number of occurrences individuals paid bribes relative to the total number of observed Paid Bribe Incidents (PBI) in target public institution or private sector. Frequency is provided in three categories of occurrences. These are, low frequency, bribes paid 1 to 2 times; moderate, 3 to 5 times; and high, over 5 times. Survey individual responses show that the percentage number of occurrences individuals paid bribes relative to the total number of observed PBI in public institutions is 88.7% low frequency; 8.0%, moderate; and, 3.3% high.

Higher numbers of moderate frequencies are observed in Ministry of Agriculture (16.7%), National Registration Office (14.3%), Local Authorities (12.8%), and Health Services (12.8%).

In the private sector it is 85.7% low; 9.5% moderate; and 4.8% high frequency, with no significant variances observed in within the sectors.

3.2.4 Bribe Size

Bribe size is the monetary amount or other form that induced an act that illegally circumvented the prescribed or expected procedures of accessing a service or good occurs. The Survey

established that the most common largest bribe a respondent paid in the past 12 months to a public officer is Kwacha 501 to 1,000 (23.5%) as shown in Figure 16.0 below.

Five incidences of sextortion were observed. Sextortion are incidences wherein an individual is coerced into paying a bribe with sexual acts rather than money. The observed incidences are in Zambia Police Service, Road Transport and Safety Agency (RTSA), Zambia Electricity Supply Corporation Limited (ZESCO), National Pension Scheme Authority (NAPSA), and National Road Fund Agency (NRFA) (Toll Gates).

Figure 16.0 also shows that in the private sector it was Kwacha 251 to 500 (31.0%).

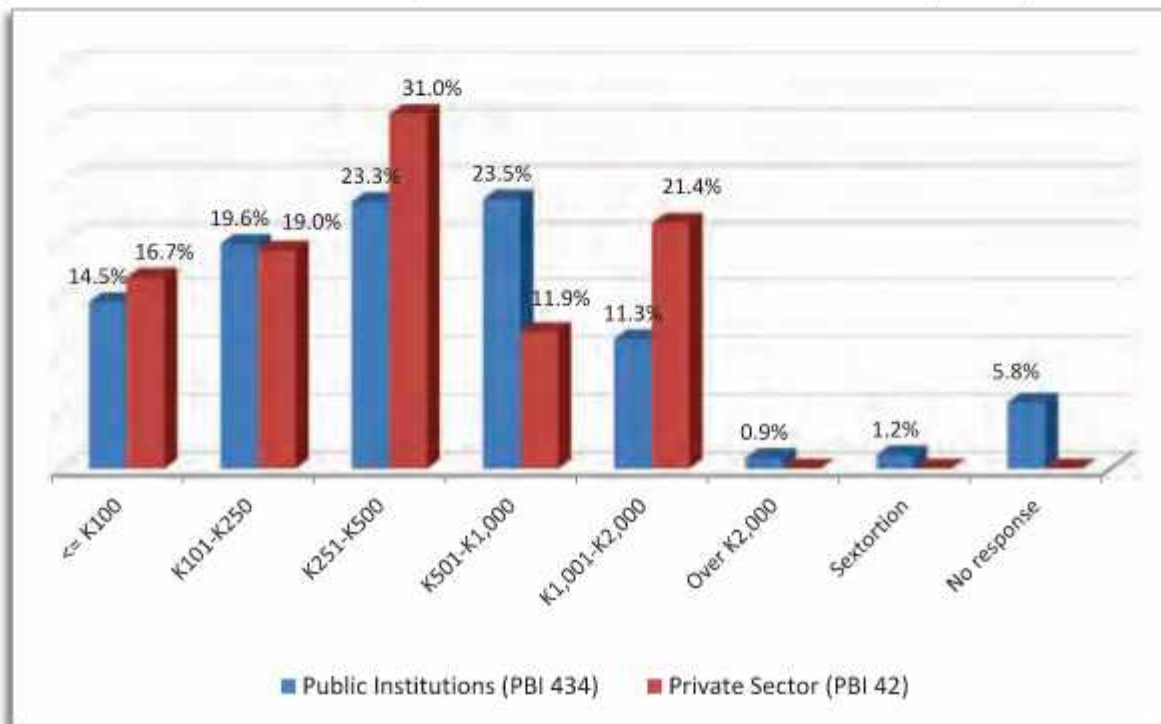


Figure 16.0 Bribe Size

3.2.5 Bribery Severity and Bribe Pay Factors

3.2.5.1 Bribery Severity

Bribery severity is the consequence of failing or refusing to pay a bribe that is demanded. From the 690 established Bribe Seeking Incidents (BSI), 258 or 37.4% did not pay the bribe solicited. In 39.4% of the incidents were a Survey respondent failed or refused to pay the bribe solicited, the service sought was delayed; in 33.4%, service was provided; and in 27.2%, service was denied (Figure 17.0).

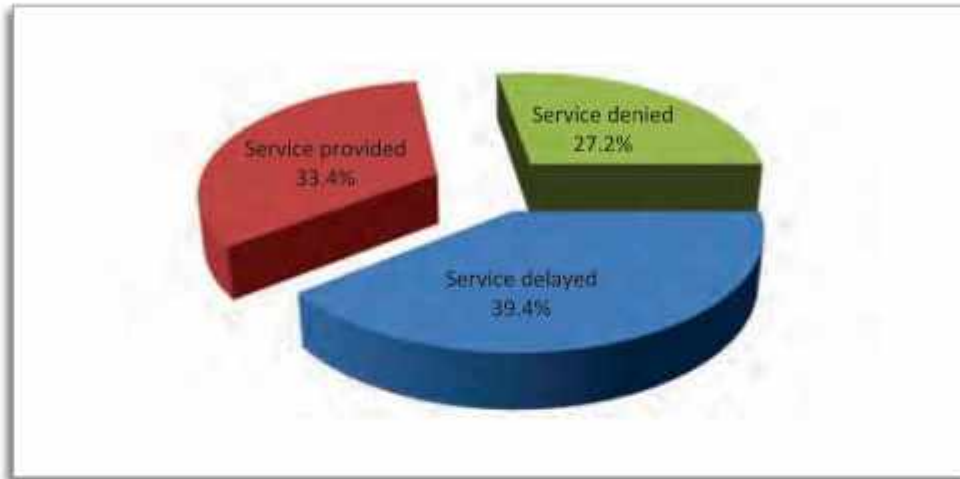


Figure 17.0 Bribery Severity

In addition, with respect to where Bribe Seeking Incidents (BSI) are most observed, service denial is most observed in ZESCO (34.6%), Zambia Police Service (31.9%) and Local Authorities (28.6%) as shown in Figure 18.0 below.

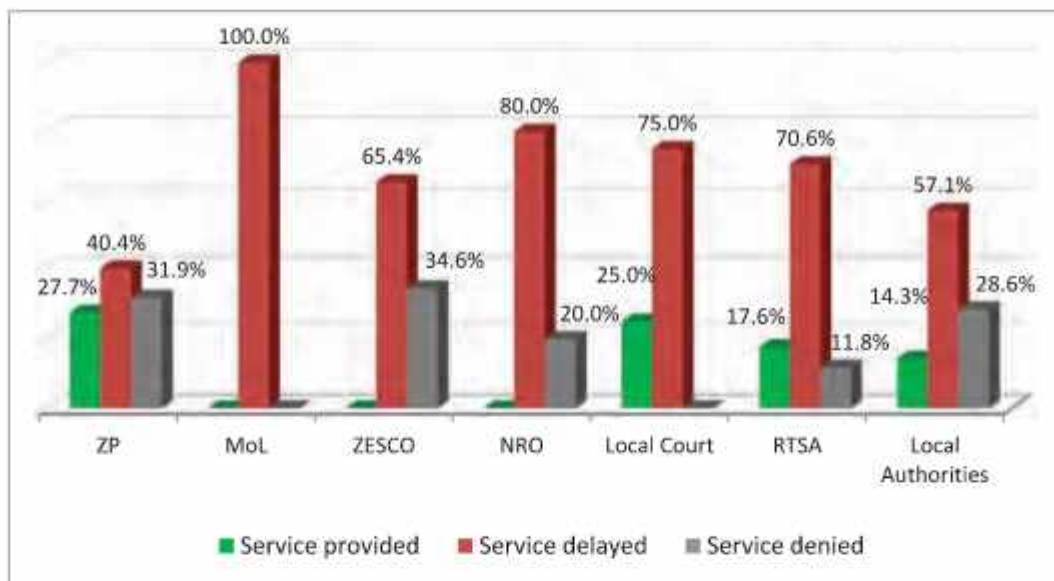


Figure 18 Bribery Severity - Selected Institutions

3.2.5.2 Bribe Pay Factors

Respondents indicate that the factors that lead one to paying a bribe so as to access the service sought, as mostly to avoid delays (45.7%) and fear of service denial (21.8%), as shown in Figure 19.0 below.

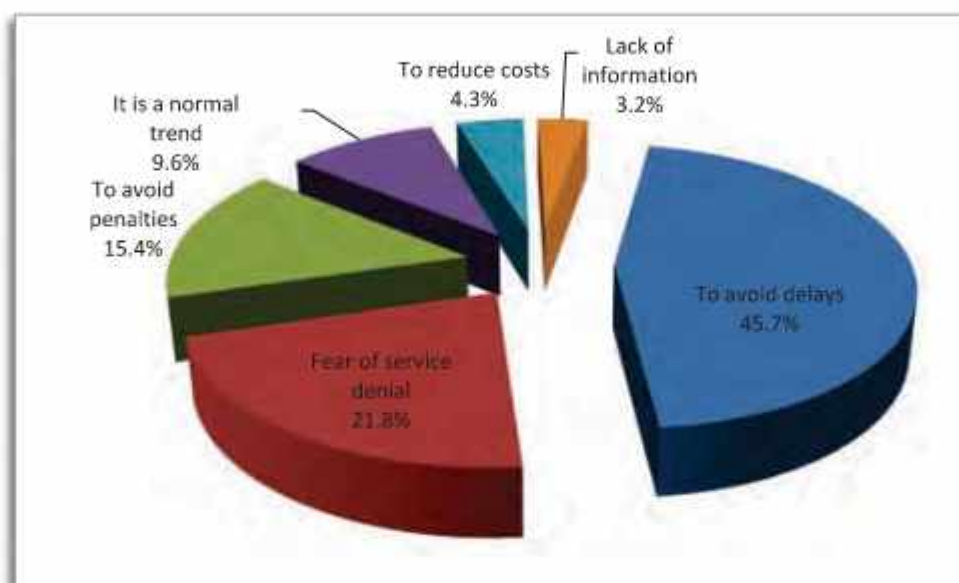


Figure 19 Bribe Pay Factors

3.2.6 Summary Findings

The assessment of the state of bribery in selected public institutions and the private sector state of bribery on institution-based bribery experience covered 28 selected public institutions, and 2,864 service seeking interactions (SSI) were observed. In the private sector the number of observed interactions was 1,897.

In the selected public institutions, the *probability of a bribery experience* or the percentage number of bribery experiences where a bribe was asked for (Bribe Seeking Incident (BSI)) during a respondent's Service Seeking Interaction (SSI) is 24.1%; and, 5.7% in the private sector. Comparatively lower

Bribe Seeking Incidents (BSI) with respect to the number of institution interactions that recorded more than 30 interactions, are observed to be comparatively less in Health Services (11.9%), ZRA – Tax (15.2%), Ministry of Education (18.8%) and Ministry of Agriculture (19.0%); and, most common in Zambia Police Service (38.7%), Ministry of Land (38.0%), RTSA (30%), ZESCO (29.0%), National Registration Office (27.4%), Local Courts (25.4%), and Local Authorities (21.7%).

Notable is that the probability of a bribery experience in Judiciary (Supreme and Constitutional Court), Ministry of Infrastructure, Housing Urban and Development, Road Development Agency (RDA), Zambia Medicines and Medical Supplies Agency (ZAMMSA) and Zambia Telecommunications Company Limited is zero percent.

The *prevalence of a bribery experience* relative to the total number of observed Bribe Seeking Incidents (BSI), is relatively high. Sixty-two point six (62.6%) respondents paid the bribe that was solicited. Payments of bribes solicited are most frequent in Passport Office (87.5%); Zambia Police Service (73.6%); RTSA (67.8%); Ministry of Lands (66.7%); Local Courts (64.7%); Health Services (59.2%); ZESCO (56.0%); Local Authorities (53.4%); and, Ministry of Education (50.6%).

In the private sector experiences of a Bribe Seeking Incident (BSI), where a bribe solicited was paid is 38.9%.

Most common *bribe size* or the monetary amount or other form that induced an act that illegally circumvented the prescribed or expected procedures of accessing a service or good occurs, paid in the past 12 months to a public officer was Kwacha 501 to 1,000 (23.5%); and in the private sector it was Kwacha 251 to 500 (31.0%).

Sextortion are incidences wherein an individual is coerced into paying a bribe with sexual acts rather than money, were observed in Zambia Police Service, Road Transport and Safety Agency (RTSA), Zambia Electricity Supply Corporation Limited (ZESCO), National Pension Scheme Authority (NAPSA), and National Road Fund Agency (NRFA) (Toll Gates).

Bribery severity or the consequences of failing or refusing to pay a bribe that is demanded is that the service sought was delayed 39.4% in Bribe Seeking Incidents (BSI); in 33.4%, service was provided; and in 27.2%, service was denied. Service denial is most observed in ZESCO (34.6%), Zambia Police Service (31.9%) and Local Authorities (28.6%).

Lastly, the most common factors that lead one to paying a bribe so as to access the service sought, are to avoid delays (45.7%) and fear of service denial (21.8%).

3.3 Services Most Prone to Bribery in Selected Institutions²⁶

This section provides the findings on service-based bribery experience, specifically with respect to identifying the services within selected public institutions that are most prone to bribery. The selected institutions were Zambia Police Service, Road Transport and Safety Agency (RTSA), Local Authorities (Councils), Ministry of Education, and Zambia Electricity Supply Corporation Limited (ZESCO).

Premised on the assumption that there is relationship between the probability of a bribery experience (likelihood of a bribe being solicited) and the prevalence of a bribery experience (a bribe solicited being paid). A public service provided that is most prone to bribery is conceptualised as where bribes solicited (probability) are all nearly paid (prevalence). That is, if the percent bribe payment with respect to bribe solicitation is **100.0%**, then it means that all bribe seeking incidents (BSI) resulted in a bribe being paid, that is Paid Bribe Incident (PBI) occurred; where the percent is **0.0%**, it means no bribe was paid.

3.3.1 Zambia Police Service

The service provision considered in the Zambia Police Service are criminal investigations; Interpol/ motor vehicle clearance; police bond; traffic related services; Victim Support Services (e.g., GBV); and, other police clearance certificate (fingerprints and firearms).

Respondent Service Seeking Interactions (SSI) with the Zambia Police Service was 470.

3.3.1.1 Probability of bribery experience

The Survey observes that respondents' *probability of a bribery experience* in Zambia Police is 38.7%; and, occurs mostly in traffic related services and police bond, 50.5% and 48.6% respectively (Table 14.0).

²⁶ Appendix X provides the Confidence Intervals.

Table 14.0 Probability of Bribery Experience in Zambia Police

No.	Service	SSI	BSI	Probability
1	Traffic related	97	49	50.5%
2	Police Bond	74	36	48.6%
3	Criminal investigations	145	59	40.7%
4	Interpol/ Motor Vehicle Clearance	16	6	37.5%
5	Other Police Clearance Certificate	66	16	24.2%
6	Victim Support Services (e.g., GBV)	72	16	22.2%
	Total	470	182	38.7%

3.3.1.2 Services most prone to bribery

The prevalence or the percentage number of respondents that paid bribes with respect to the total number of observed Bribe Seeking Incidents (BSI) in Zambia Police Service is 73.6%.

The Survey established that the services most prone to bribery where all bribes solicited (probability) were nearly paid (prevalence) are in traffic related services (87.8%) and Interpol/motor vehicle clearance (83.3%), as shown in Table 15.0 below.

Table 15.0 Prevalence of Bribery Experience in Zambia Police

No.	Service	BSI	PBI	Prevalence
1	Traffic related	49	43	87.8%
2	Interpol/ Motor Vehicle Clearance	6	5	83.3%
3	Police Bond	36	29	80.6%
4	Victim Support Services (e.g., GBV)	16	12	75.0%
5	Criminal investigations	59	38	64.4%
6	Other Police Clearance Certificate	16	7	43.8%
	Total	182	134	73.6%

3.3.2 Road Transport and Safety Agency (RTSA)

In the Road Transport and Safety Agency (RTSA) the Survey interrogated service provision with respect to driver licensing; driving offence enforcement; examination for Certificate of Fitness; licensing of Public Service Vehicle; registration of motor vehicle or trailer; renewal of driving licence; vehicle licensing (Road Tax)²⁷; and licensing of driving school.

A total of 290 respondent Service Seeking Interactions were observed.

3.3.2.1 Probability of bribery

The overall likelihood that a bribe is solicited during an individual's Service Seeking Interaction (SSI) with RTSA is 30.0%; and the probability is most common in driver licensing (40.4%), and driving offence enforcement (36.0%) as shown in Table 16.0 below.

²⁷ Seasonal.

Table 16.0 Probability of Bribery Experience in RTSA

No.	Service	SSI	BSI	Probability
1	Driver Licensing	94	38	40.4%
2	Driving Offence Enforcement	25	9	36.0%
8	Licensing of Driving School	6	2	33.3%
5	Registration of Motor Vehicle or Trailer	19	5	26.3%
3	Examination for Certificate of Fitness	49	12	24.5%
7	Vehicle Licensing (Road Tax) - seasonal	34	8	23.5%
6	Renewal of Driving Licence	57	13	22.8%
4	Licensing of Public Service Vehicle	6	0	0.0%
	Total	290	87	30.0%

Table 16.0, also shows that no bribe seeking experiences are observed in licensing of Public Service Vehicles.

3.3.2.2 Services most prone to bribery

Prevalence of a bribery experience or the percentage number of individuals that paid bribes relative to the total number of observed Bribe Seeking Incidents (BSI) in RTSA, the Survey established that Paid Bribe Incident (PBI) is 67.8% overall (Table 17.0).

Comparatively, the services most prone to bribery based on prevalence are renewal of driving licence (84.6%); driving offence enforcement (77.8%); and Vehicle Licensing (Road Tax) (75.0%), as shown in Table 17.0 below.

Table 17.0 Prevalence of Bribery Experience in RTSA

No.	Service	BSI	PBI	Prevalence
1	Renewal of Driving Licence	13	11	84.6%
2	Driving Offence Enforcement	9	7	77.8%
3	Vehicle Licensing (Road Tax)	8	6	75.0%
4	Driver Licensing	38	27	71.1%
5	Registration of Motor Vehicle or Trailer	5	3	60.0%
6	Examination for Certificate of Fitness	12	5	41.7%
7	Licensing of Driving School	2	0	0%
	Total	87	59	67.8%

3.3.3 Local Authorities (Councils)

The services assessed in Local Authorities are provision of building permits; liquor licensing; property rates; registration of births, marriages and deaths; subdivision/consolidation permits; trading licensing and business permits; vendors licensing; and other services²⁸.

The Survey respondents had a total of 336 interactions with Local Authorities.

²⁸ Outdoor Advertising, Firearm Licensing, CDF, Plots, Employment.

3.3.3.1 Probability of bribery experience

The Survey findings on the probability of a bribery experience in Local Authorities are 21.7%. The probability of a bribery experience is observed to be prevalent in services to do with property rates, 29.8%; building permits, 29.3%; and, other services, 26.5% (Table 18.0).

Table 18.0 Probability of Bribery Experience in Local Authorities (Councils)

No.	Service	SSI	BSI	Probability
1	Property Rates	57	17	29.8%
2	Building Permits	58	17	29.3%
3	Other services	34	9	26.5%
4	Subdivision/Consolidation Permit	8	2	25.0%
5	Trading Licensing & Business Permits	89	17	19.1%
6	Liquor Licensing	29	5	17.2%
7	Registration of Births, Marriages & Deaths	33	4	12.1%
8	Vendors Licensing	28	2	7.1%
	Total	336	73	21.7%

3.3.3.2 Services most prone to bribery

The Survey established that respondent payment of bribes solicited in Local Authorities is 53.4%, and that the services most prone to bribery are other services (66.7%), property rates (64.7%), and building permits (58.8%), as shown in Table 19.0 below.

Table 19.0 Prevalence of Bribery Experience in Local Authorities (Councils)

No.	Service	BSI	PBI	Prevalence
1	Other services	9	6	66.7%
2	Property Rates	17	11	64.7%
3	Building Permits	17	10	58.8%
4	Vendors Licensing	2	1	50.0%
5	Trading Licensing & Business Permits	17	8	47.1%
6	Liquor Licensing	5	2	40.0%
7	Registration of Births, Marriages & Deaths	4	1	25.0%
8	Subdivision/Consolidation Permit	2	0	0.0%
	Total	73	39	53.4%

3.3.4 Ministry of Education²⁹

The Survey interrogated services in Ministry of Education with respect to college of education secondary school and primary school place seeking; vocational and technical college bursary; university student loan/ bursary; examination results; examination Certificate, teacher recruitment and other services³⁰. Four hundred and ten (410), Service Seeking Interactions (SSI) were observed.

²⁹ Refers to public services under the ministry.

³⁰ (Registration of Private Education Institution, Renewal of Registration of Private Education Institution).

3.3.4.1 Probability of bribery experience

Respondent probability of a bribe being solicited during an individual's Service Seeking Interaction (SSI) in public services provided under the Ministry of Education, the Survey shows is 18.8%. Table 20.0 below shows that the probability of bribery experience in the sector is most common in teacher recruitment (71.4%), university student loans/ bursaries (36.8%), and vocational and technical college bursary services (35.0%).

Table 20.0 Probability of Bribery Experience in Ministry of Education

No.	Service	SSI	BSI	Probability
1	Teacher recruitment	7	5	71.4%
2	University Student Loan/ Bursary	19	7	36.8%
3	Vocational and Technical College Bursary	20	7	35.0%
4	College of Education Place	46	12	26.1%
5	Other services	4	1	25.0%
6	Examination Certificate	31	7	22.6%
7	Examination Results	22	4	18.2%
8	Secondary School Place	117	18	15.4%
9	Primary School Place	144	16	11.1%
	Total	410	77	18.8%

3.3.4.2 Services most prone to bribery

The percentage number of respondents that paid bribes with respect to the total number of observed Bribe Seeking Incidents (BSI) in Ministry of Education is 49.4%.

Services most prone to bribery are observed in teacher recruitment, 80.0%, when seeking a secondary school place (72.2%) and examination results services, 50.0% (Table 21.0).

Table 21.0 Prevalence of Bribery Experience in Ministry of Education³¹

No.	Service	BSI	PBI	Prevalence
1	Teacher recruitment	5	4	80.0%
2	Secondary School Place	18	13	72.2%
3	Examination Results	4	2	50.0%
4	Vocational and Technical College Bursary	7	3	42.9%
5	Examination Certificate	7	3	42.9%
6	College of Education Place	12	5	41.7%
7	Primary School Place	16	6	37.5%
8	University Student Loan/ Bursary	7	2	28.6%
	Total	77	38	49.4%

3.3.5 Zambia Electricity Supply Corporation Limited (ZESCO)

There was a total of 259 Service Seeking Interactions (SSI) with ZESCO. The Survey target services were faults reporting/ action; power applications/ electricity connections; and other services indicated by respondents. Other services are bill payments; name changing; tariff clarification; electricity token; and, employment.

³¹ Op cit.

3.3.5.1 Probability of bribery experience

The percent likelihood that a bribe was solicited from a respondent during hers or his Service Seeking Interaction (SSI) in ZESCO is 29.0%. The Survey established that this was most frequent in power applications/ electricity connections (35.4%) as shown in Table 22.0 below.

Table 22.0 Probability of Bribery Experience in ZESCO

No.	Service	SSI	BSI	Probability
1	Power Application/ Electricity Connections	147	52	35.4%
2	Faults Reporting	98	22	22.4%
3	Other services	14	1	7.1%
	Total	259	75	29.0%

3.3.5.2 Services most prone to bribery

The service most prone to bribery in ZESCO is faults reporting (81.8%), as shown in Table 23.0 below.

Table 23.0 Prevalence of Bribery Experience in ZESCO

No.	Service	BSI	PBI	Prevalence
1	Faults Reporting	22	18	81.8%
2	Power Application/ Electricity Connections	52	23	44.2%
	Total	75	41	55.4%

3.3.6 Summary Findings

This section provides the summary findings on service delivery points that are most prone to bribery in Zambia Police Service, Road Transport and Safety Agency (RTSA), Local Authorities (Councils), Ministry of Education, and Zambia Electricity Supply Corporation Limited (ZESCO).

Based on the assumption that a public service provided is most prone to bribery is where bribes solicited (probability) are all nearly paid (prevalence), the most prone public services provided are in:

- (a) Zambia Police - traffic related services (87.8%), Interpol/motor vehicle clearance (83.3), and police bond services (80.6);
- (b) Road Transport and Safety Agency (RTSA) - renewal of driving licence (84.6%), driving offence enforcement (77.8%), and vehicle licensing (75.0%);
- (c) Local Authorities (Councils) - other services (66.7%), property rates (64.7%), and building permits (58.8%);
- (d) Ministry of Education - teacher recruitment (80.0%), and when seeking a secondary school place (72.2%); and,
- (e) Zambia Electricity Supply Corporation Limited (ZESCO) - power application/ electricity connections (81.8%).

3.4 Measurement of Bribery

This section provides the findings of the Survey on the 2022 Overall Aggregate Bribery Index, and newly introduced Service Seeking Interaction (SSI)-Based Bribery Index. The computation of the indices is based on 22 selected public institutions.

3.4.1 The 2022 Aggregate Bribery Index³²

The 2022 Overall Aggregate Bribery Index is **10.1%**. This means that an individual seeking a public service has a 10.1% likelihood of paying a bribe solicited by a public officer from any public institution. Table 24.0 below provides the individual selected public institutions and the Overall Aggregate Bribery Index.

Table 24.0 below shows that in seeking a public service from Ministry of Infrastructure, Housing Urban and Development³³, Road Development Agency (RDA) and Zambia Telecommunications Company Limited (ZAMTEL) in the last 12 months, an individual did not experience a likelihood of paying a bribe solicited by a public officer in these institutions.

Table 24.0 also shows that bribery experiences or the likelihood of paying a bribe solicited by a public officer is comparatively lower in Ministry of Finance and National Planning (0.3%); Zambia Revenue Authority (ZRA) - Tax (0.9%); National Pension Scheme Authority (NAPSA) (1.0%); Zambia Revenue Authority (ZRA) - Customs (1.1%); Immigration Department (1.1%); Patents and Companies Registration Agency (PACRA) (1.2%); Public Service Pensions Fund (PSPF) (1.8%); Ministry of Agriculture (2.7%); Passport Office (3.2%); and, National Registration Office (4.9%).

The Table further shows that comparatively higher bribery experiences are in Health Services (Hospital, Clinic, Health Centre) (18.5%); Ministry of Education (19.2%); Local Authorities (20.4%); Zambia Electricity Supply Corporation Limited (ZESCO) (21.1%); Zambia Police Service - Traffic section (24.5%); Road Transport and Safety Agency (RTSA) (29.2%); and, Zambia Police Service - excluding Traffic section (55.0).

Table 24.0 2022 Aggregate Bribery Index

No	Name of Institution	KPIs Weighted Average Score
1	Ministry of Infrastructure, Housing Urban and Development	0.0
2	Road Development Agency (RDA)	0.0
3	Zambia Telecommunications Company Limited (ZAMTEL)	0.0
4	Ministry of Finance and National Planning	0.3
5	Zambia Revenue Authority (ZRA) - Tax	0.9
6	National Pension Scheme Authority (NAPSA)	1.0
7	Zambia Revenue Authority (ZRA) - Customs	1.1
8	Immigration Department	1.1
9	Patents and Companies Registration Agency (PACRA)	1.2
10	Public Service Pensions Fund (PSPF)	1.8
11	Ministry of Agriculture	2.7
12	Passport Office	3.2
13	National Registration Office	4.9
14	Judiciary (Courts)	7.7
15	Ministry of Lands (Land issues only)	9.7
16	Health Services (Hospital, Clinic, Health Centre)	18.5
17	Ministry of Education	19.2
18	Local Authorities (Councils)	20.4

³² Appendices XII. shows how the Aggregate Bribery Index is computed.

³³ Formerly Ministry of Works and Supply.

19	Zambia Electricity Supply Corporation Limited (ZESCO)	21.1
20	Zambia Police Service - Traffic section	24.5
21	Road Transport and Safety Agency (RTSA)	29.2
22	Zambia Police Service - excluding Traffic section	55.0
Overall Aggregate Bribery Index		10.1

3.4.1.1 Aggregate Bribery Index 2019 and 2022

A comparison of the 2022 ZBPI Overall Aggregate Bribery Index with the 2019 ZBPI, shows an overall percentage point³⁴ decrease of 0.8 (Table 26.0). This indicates a downward change in the likelihood of paying a bribe solicited by a public officer from any public institution.

Table 25.0 below shows that percentage point decreases are observed in Zambia Police Service - Traffic section (-16.2); Road Transport and Safety Agency (RTSA) (-9.5); Zambia Police Service - excluding Traffic section (-4.6); Zambia Revenue Authority (ZRA) - Tax (-3.4); National Registration Office (-3.1); Zambia Revenue Authority (ZRA) - Customs (-2.9); Ministry of Education (-2.9); Local Authorities (Councils) (-2.5); Passport Office (-1.6); and, Road Development Agency (RDA) (-0.8). On the other hand Table 25.0, shows that percentage point increases are observed in Public Service Pensions Fund (PSPF) (1.8); Ministry of Agriculture (1.9); Ministry of Lands (Land issues only)(3.9); Health Services (Hospital, Clinic, Health Centre)(9.3); and, Zambia Electricity Supply Corporation Limited (ZESCO)(11.3).

Table 25.0 Aggregate Bribery Index 2019 and 2022

No.	Name of Institution	KPIs Weighted Average Score		Percentage Point Decrease/ Increase
		2019	2022	
1	Zambia Police Service - Traffic section	40.7	24.5	-16.2
2	Road Transport and Safety Agency (RTSA)	38.7	29.2	-9.5
3	Zambia Police Service - excluding Traffic section	59.5	55.0	-4.6
4	Zambia Revenue Authority (ZRA) - Tax	4.3	0.9	-3.4
5	National Registration Office	7.9	4.9	-3.1
6	Zambia Revenue Authority (ZRA) - Customs	4.0	1.1	-2.9
7	Ministry of Education	22.1	19.2	-2.9
8	Local Authorities (Councils)	22.9	20.4	-2.5
9	Passport Office	4.8	3.2	-1.6
10	Road Development Agency (RDA)	0.8	0.0	-0.8
11	Zambia Telecommunications Company Limited (ZAMTEL)	0.0	0.0	0.0
12	Ministry of Infrastructure, Housing Urban and Development	0.0	0.0	0.0
13	Ministry of Finance and National Planning	0.2	0.3	0.1
14	Immigration Department	0.6	1.1	0.5
15	National Pension Scheme Authority (NAPSA)	0.0	1.0	1.0
16	Patents and Companies Registration Agency (PACRA)	0.2	1.2	1.1

³⁴ Percentage point difference is the difference between two percentages. Percentage point difference is used to show the changes in an indicator with respect to its previous standings.

17	Judiciary (Courts)	6.5	7.7	1.2
18	Public Service Pensions Fund (PSPF)	0.0	1.8	1.8
19	Ministry of Agriculture	0.8	2.7	1.9
20	Ministry of Lands (Land issues only)	5.9	9.7	3.9
21	Health Services (Hospital, Clinic, Health Centre)	9.2	18.5	9.3
22	Zambia Electricity Supply Corporation Limited (ZESCO)	9.8	21.1	11.3
Overall Aggregate Bribery Index		10.9	10.1	-0.8

3.4.1.2 Aggregate Bribery Index and Anti-Corruption Interventions

The observations of decreases and increases in the likelihood of paying a bribe solicited when compared to 2019, was further interrogated with respect to the likely effect of Service Delivery Charters and Integrity Committees.

Likely effect of Service Delivery Charters

A Service Delivery Charter is a public information kit or notice that sets out the basic information on the procedures of how a service is provided in an institution; the costs involved, wherein required; the standards of service that service seekers of clients can expect from the organisation; and, how to make complaints or suggestions for improvement. Service Delivery Charters inherently provide a critical knowledge gap between service providers and service users, which serves to minimise corruption vulnerabilities due to lack of knowledge on how a particular service is provided.

Of the 22 selected public institutions used to derive the Overall Aggregate Bribery Index, 50.0% or 11 have a Service Delivery Charter. These institutions are Immigration Department, Judiciary – Courts, Ministry of Lands (Land issues only), National Registration Office, Passport Office, Public Service Pensions Fund (PSPF), Road Transport and Safety Agency (RTSA), Zambia Police Service - excluding Traffic section, Zambia Police Service - Traffic section, Zambia Revenue Authority (ZRA) – Customs, and Zambia Revenue Authority (ZRA) - Tax.

In 63.6% of these institutions, decreases are observed in the likelihood of paying a bribe solicited when compared to 2019. Comparatively, the high decreases are most in Zambia Police Service - Traffic section, Road Transport and Safety Agency (RTSA), and Zambia Police Service - excluding Traffic section, as shown in Table 26.0 below.

Table 26.0 Likely Effect of Service Delivery Charters

Likelihood of Paying a Bribe Solicited		% Point Difference
Decreased	Zambia Police Service - Traffic section	-16.2
	Road Transport and Safety Agency (RTSA)	-9.5
	Zambia Police Service - excluding Traffic section	-4.6
	Zambia Revenue Authority (ZRA) - Tax	-3.4
	National Registration Office	-3.1
	Zambia Revenue Authority (ZRA) - Customs	-2.9
	Passport Office	-1.6
Increased	Ministry of Lands (Land issues only)	3.9
	Public Service Pensions Fund (PSPF)	1.8
	Judiciary - Courts	1.2
	Immigration Department	0.5

Table 26.0 also shows comparatively high increases in the likelihood of paying a bribe solicited in Ministry of Lands (Land issues only) , and Public Service Pensions Fund (PSPF).

Likely effect of Integrity Committees

Integrity Committees are pursuant to Section 6(1)(a)(iv) of the Anti-Corruption Act, 2012, which stipulates that among other functions of the Anti-Corruption Commission is “*the creation of committees in institutions for monitoring corruption in the institution*”.

Integrity Committees in both public and private institutions are mandated to promote a culture of accountability, transparency and good governance in service delivery; and, spearhead and facilitate the process of preventing corruption within organisations/institutions. Thence among other duties, the Committees receive, consider and provide redress on all complaints emanating from within and outside the organisation relating to ethical issues and unsatisfactory service delivery.

Eighty-one point one (81.8) percent of the selected public institutions have an Integrity Committee. The only target institutions without an Integrity Committee are Health Services (Hospital, Clinic, and Health Centres), Local Authorities³⁵, Patents and Companies Registration Agency (PACRA), and Zambia Telecommunications Company Limited (ZAMTEL)

In 50.0% of these institutions, decreases are observed in the likelihood of paying a bribe solicited when compared to 2019. These decreases are comparatively high in Zambia Police Service - Traffic section, Road Transport and Safety Agency (RTSA), and Zambia Police Service - excluding Traffic section (Table 27.0).

³⁵ (Excluding Kitwe, Lusaka, Ndola and Solwezi)

Table 27.0 Likely Effect of Integrity Committees

Likelihood of Paying a Bribe Solicited		% Point Difference
Decreased	Zambia Police Service - Traffic section	-16.2
	Road Transport and Safety Agency (RTSA)	-9.5
	Zambia Police Service - excluding Traffic section	-4.6
	Zambia Revenue Authority (ZRA) - Tax	-3.4
	National Registration Office	-3.1
	Ministry of Education	-2.9
	Zambia Revenue Authority (ZRA) - Customs	-2.9
	Passport Office	-1.6
	Road Development Agency (RDA)	-0.8
Increased	Zambia Electricity Supply Corporation Limited (ZESCO)	11.3
	Ministry of Lands (Land issues only)	3.9
	Ministry of Agriculture	1.9
	Public Service Pensions Fund (PSPF)	1.8
	Judiciary - Courts	1.2
	National Pension Scheme Authority (NAPSA)	1.0
	Immigration Department	0.5
	Ministry of Finance and National Planning	0.1
SAME	Ministry of Infrastructure, Housing Urban and Development	0.0

Further, Table 27.0 also shows comparative high increases the likelihood of paying a bribe solicited in Zambia Electricity Supply Corporation Limited (ZESCO) and Ministry of Lands (Land issues only).

3.4.1.3 Bribe Payers Index trends

Consideration of the trends of the Overall Aggregate Bribery Index in the years 2009, 2012, 2014, 2017, 2019 and 2022 based on comparative sixteen (16)³⁶ public sector institutions shows an increase in the probability of paying a bribe when seeking a public service as of 2012, but has downward change in 2022 (Figure 20.0).

³⁶ Based on 16 institutions. These are Health Services; Immigration Department; Judiciary; Local Authorities; Min of Agriculture and Livestock; Ministries for Education; Ministry of Lands; Ministry of Works and Supply; National Registration Office; Patents and Companies Registration Agency (PACRA); Passport Office; Road Transport and Safety Agency (RTSA); Zambia Police Service (ZP); Zambia Revenue Authority (ZRA); Zambia Telecommunications Company Limited (ZAMTEL); and, Zambia Electricity Supply Corporation Limited (ZESCO).

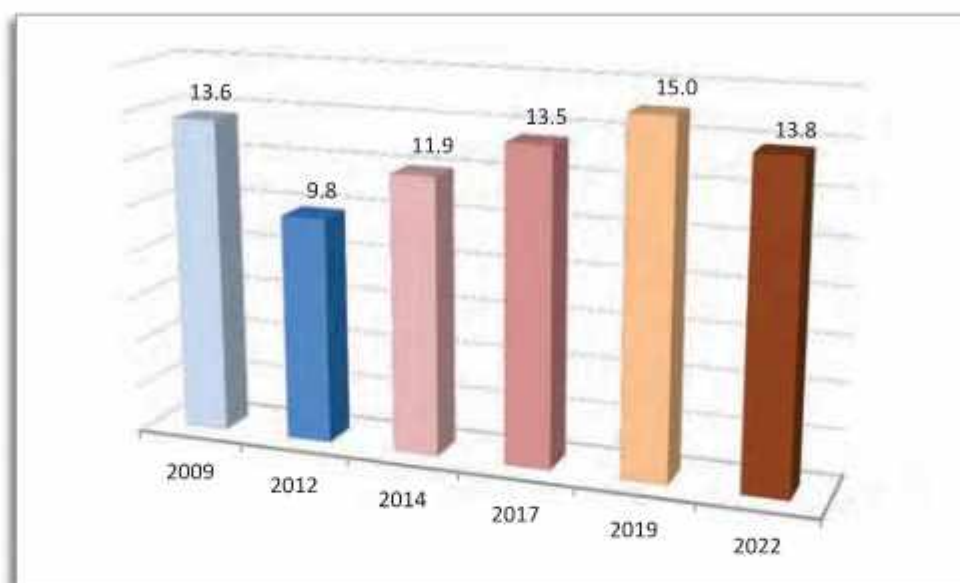


Figure 20.0 Brice Payers Index Trends

3.4.2 Introducing the SSI-Based Bribery Index

The Service Seeking Interaction (SSI)-Based Bribery Index is generated from a change in the denominator for the computation of the probability and prevalence of a bribery experience to the total number of interactions within a particular institution, and not the number of respondents that interacted with a selected institution, as shown in Appendix XII.

The SSI-Based Bribery Index shows that in 2022 an individual seeking a service from a public institution had a **14.5** chance of either being asked for a bribe or paying a bribe solicited by a public officer in all interactions with any public institution (Table 28.0).

Table 28.0 also shows that the chance of having a bribery experience is not evidenced in Ministry of Infrastructure, Housing Urban and Development; Road Development Agency (RDA); and, Zambia Telecommunications Company Limited (ZAMTEL).

Table 28.0 SSI-Based Bribery Index

No	Name of Institution	No. of Interactions	Weighted Average Score
1	Ministry of Infrastructure, Housing Urban and Development	2	0.0
2	Road Development Agency (RDA)	5	0.0
3	Zambia Telecommunications Company Limited (ZAMTEL)	5	0.0
4	Health Services (Hospital, Clinic, Health Centre)	638	8.8
5	Zambia Revenue Authority (ZRA) - Tax	33	9.8
6	Patents and Companies Registration Agency (PACRA)	19	12.2
7	Ministry of Agriculture	63	12.5
8	Ministry of Education	410	13.1
9	National Pension Scheme Authority (NAPSA)	24	13.5
10	Local Authorities (Councils)	336	15.4
11	Zambia Revenue Authority (ZRA) - Customs	16	17.4
12	National Registration Office	62	18.7
13	Judiciary (Courts)	94	19.2

14	Zambia Electricity Supply Corporation Limited (ZESCO)	259	20.9
15	Immigration Department	13	21.4
16	Road Transport and Safety Agency (RTSA)	290	23.3
17	Zambia Police Service - excluding Traffic section	373	27.8
18	Ministry of Lands (Land issues only)	79	29.3
19	Ministry of Finance and National Planning ³⁷	3	30.9
20	Passport Office	21	33.1
21	Public Service Pensions Fund (PSPF)	10	41.6
22	Zambia Police Service - Traffic section	97	43.9
	Total	2852	412.6
	Overall Aggregate Bribery Index		14.5

Further, Table 28.0 shows that comparatively higher chances of a bribery experience (more than 20.0% likelihood) are observed in Zambia Electricity Supply Corporation Limited (ZESCO), 20.9%; Immigration Department, 21.4%; Road Transport and Safety Agency (RTSA), 23.3%; Zambia Police Service - excluding Traffic section, 27.8%; Ministry of Lands (Land issues only), 29.3%; Passport Office, 33.1%; Public Service Pensions Fund (PSPF), 41.6%; and, Zambia Police Service - Traffic section, 43.9%. And, comparatively lower chances are observed in Health Services (Hospital, Clinic, Health Centre), 8.8%; Zambia Revenue Authority (ZRA) – Tax, 9.8%; Patents and Companies Registration Agency (PACRA), 12.2; and, Ministry of Agriculture, 12.5%.

Percentage point difference between the 2022 Aggregate Bribery Index and the SSI-Based Bribery Index for the selected public institutions shows downwards trends in incidences of bribery experience in Zambia Police Service - excluding Traffic section, -27.2; Health Services (Hospital, Clinic, Health Centre), -9.7; Ministry of Education, -6.1; Road Transport and Safety Agency (RTSA), -5.9; Local Authorities (Councils), -5.0; and, Zambia Electricity Supply Corporation Limited (ZESCO), -0.2.

Upward trends are observed in Zambia Revenue Authority (ZRA), 8.9; Ministry of Agriculture, 9.8; Patents and Companies Registration Agency (PACRA), 11.0; Judiciary (Courts), 11.5; National Pension Scheme Authority (NAPSA), 12.5; National Registration Office, 13.8; Zambia Revenue Authority (ZRA) - Customs, 16.3; Zambia Police Service - Traffic section, 19.4; Ministry of Lands (Land issues only), 19.6; Immigration Department, 20.2; Passport Office, 29.9; Ministry of Finance and National Planning, 30.6; and, Public Service Pensions Fund (PSPF), 39.9, as shown in Table 29.0 below.

³⁷ NULL. Number of interactions is comparatively insignificant.

Table 29.0 2022 Aggregate Bribery Index and SSI based Comparison

No	Name of Institution	No. of Interactions	Weighted Average Score		PP Difference	Down / Up
			SSI Based	Aggregate Bribery Index		
1	Zambia Police Service - excluding Traffic section	373	27.8	55.0	-27.2	DOWNWARD TRENDS
2	Health Services (Hospital, Clinic, Health Centre)	638	8.8	18.5	-9.7	
3	Ministry of Education	410	13.1	19.2	-6.1	
4	Road Transport and Safety Agency (RTSA)	290	23.3	29.2	-5.9	
5	Local Authorities (Councils)	336	15.4	20.4	-5.0	
6	Zambia Electricity Supply Corporation Limited (ZESCO)	259	20.9	21.1	-0.2	
7	Ministry of Infrastructure, Housing Urban and Development	2	0.0	0.0	0.0	UPWARD TRENDS
8	Road Development Agency (RDA)	5	0.0	0.0	0.0	
9	Zambia Telecommunications Company Limited (ZAMTEL)	5	0.0	0.0	0.0	
10	Zambia Revenue Authority (ZRA) - Tax	33	9.8	0.9	8.9	
11	Ministry of Agriculture	63	12.5	2.7	9.8	
12	Patents and Companies Registration Agency (PACRA)	19	12.2	1.2	11.0	
13	Judiciary (Courts)	94	19.2	7.7	11.5	UPWARD TRENDS
14	National Pension Scheme Authority (NAPSA)	24	13.5	1.0	12.5	
15	National Registration Office	62	18.7	4.9	13.8	
16	Zambia Revenue Authority (ZRA) - Customs	16	17.4	1.1	16.3	
17	Zambia Police Service - Traffic section	97	43.9	24.5	19.4	
18	Ministry of Lands (Land issues only)	79	29.3	9.7	19.6	
19	Immigration Department	13	21.4	1.1	20.2	
20	Passport Office	21	33.1	3.2	29.9	
21	Ministry of Finance and National Planning	3	30.9	0.3	30.6	
22	Public Service Pensions Fund (PSPF)	10	41.6	1.8	39.9	

3.4.3 Summary Findings

The Overall Aggregate Bribery Index is a measure of the likelihood of an individual seeking a public service paying a bribe solicited or demanded by a public officer or a person mandated to provide the service.

In 2022, an individual seeking a service from a public institution had a **10.1%** likelihood of paying a bribe solicited by a public officer. This is a **0.8** percentage point decrease when compared to 2019, which is indicative of a marginal decrease in the likelihood of paying a bribe solicited or demanded by a public officer or person mandated to provide the service.

In addition, in 2022 the likelihood of paying a bribe solicited or demanded is absent in Ministry of Infrastructure; Housing Urban and Development; RDA; and, ZAMTEL.

The least likelihood of paying a bribe solicited or demanded is in Ministry of Finance and National Planning (0.3%); Zambia Revenue Authority (ZRA) - Tax (0.9%); National Pension Scheme Authority (NAPSA) (1.0%); Zambia Revenue Authority (ZRA) – Customs (1.1%); Immigration Department (1.1%); Patents and Companies Registration Agency (PACRA) (1.2%); Public Service Pensions Fund (PSPF) (1.8%); Ministry of Agriculture (2.7%); Passport Office (3.2%); National Registration Office (4.9%); Judiciary (Courts) (7.7%); and, Ministry of Lands (Land issues only) (9.7%).

And the most likelihood of paying a bribe solicited or demanded is in Health Services (Hospital, Clinic, Health Centre) (18.5%); Ministry of Education (19.2%); Local Authorities (Councils) (20.4%); Zambia Electricity Supply Corporation Limited (ZESCO) (21.1%); Zambia Police Service - Traffic section (24.5%); Road Transport and Safety Agency (RTSA) (29.2%); and Zambia Police Service - excluding Traffic section (55.0%).

Compared to 2019, downward percentage point trends in the likelihood of paying a bribe solicited by a public officer from any public institution are observed in Zambia Police Service (Traffic section), -16.2; Road Transport and Safety Agency (RTSA) (-9.5); Zambia Police Service - excluding Traffic section (-4.6); Zambia Revenue Authority (ZRA) - Tax (-3.4); National Registration Office (-3.1); Zambia Revenue Authority (ZRA) - Customs (-2.9); Ministry of Education (-2.9); Local Authorities (Councils) (-2.5); Passport Office (-1.6); and, Road Development Agency (RDA) (-0.8). Percentage point increases are observed in Public Service Pensions Fund (PSPF) (1.8); Ministry of Agriculture (1.9); Ministry of Lands (Land issues only)(3.9); Health Services (Hospital, Clinic, Health Centre)(9.3); and, Zambia Electricity Supply Corporation Limited (ZESCO)(11.3).

The likely effect of existence of Service Delivery Charters and Integrity Committees on the likelihood of paying a bribe solicited when compared to 2019, is that both decreases and increases in the likelihood are evidenced.

Fifty point zero (50.0) percent of the 22 institutions used in computing the Overall Aggregate Bribery Index have both Service Delivery Charters and Integrity Committees. Decreases in the likelihood of paying a bribe solicited are observed in 63.6% of the institutions; and increases in 36.4% (Table 30.0).

Table 30.0 Likely Effect of Both Service Delivery Charters and Integrity Committees

Likelihood of Paying a Bribe Solicited		Percent
Decreased	Zambia Police Service - Traffic section	
	Road Transport and Safety Agency (RTSA)	
	Zambia Police Service - excluding Traffic section	
	Zambia Revenue Authority (ZRA) - Tax	
	National Registration Office	
	Zambia Revenue Authority (ZRA) - Customs	
	Passport Office	
Count	7	63.6%
Increased	Ministry of Lands (Land issues only)	
	Public Service Pensions Fund (PSPF)	
	Judiciary - Courts	
	Immigration Department	
Count	4	36.4%
Total	11	100.0%

Notable, is that the trends observed in institutions in Table 30.0 are the same as those with respect to where an institution has service delivery charters. This could likely mean that Service Delivery Charters have a considerable effect on the likelihood of paying a bribe solicited.

Further, consideration of the trends of the Overall Aggregate Bribery Index in the years 2009 (13.6), 2012 (9.8), 2014 (11.9), 2017 (13.5), 2019 (10.9) and 2022 based on comparative sixteen (16) public sector institutions shows an increase in the probability of paying a bribe when seeking a public service up to 2012, but in 2022 there is a downward change.

Introduced in the 2022 ZBPI is Service Seeking Interaction (SSI)-Based Bribery Index. This Index is generated from numbers of interactions within a particular institution and bribery experiences and not number of respondents who interacted with an institution. The Service Seeking Interaction (SSI)-Based Bribery Index establishes that in 2022 an individual seeking a service from a public institution had a **14.5** chance of either being asked for a bribe or paying a bribe solicited by a public officer in all interactions with any public institution.

The SSI-Based Bribery Index shows that in the last 12 months there was no chance of having a bribery experience in Ministry of Infrastructure, Housing Urban and Development; Road Development Agency (RDA); and, Zambia Telecommunications Company Limited (ZAMTEL).

A Percentage point difference comparison of the SSI-Based Bribery Index to the 2022 Aggregate Bribery Index evidences downward shifts in likely incidences of bribery experience in Zambia Police Service - excluding Traffic section (-27.2), Health Services (Hospital, Clinic, Health Centre) (-9.7), Ministry of Education (-6.1), Road Transport and Safety Agency (RTSA) (-5.9), Local Authorities (Councils) (-5.0) and Zambia Electricity Supply Corporation Limited (ZESCO) (-0.2); and, upward shifts in Zambia Revenue Authority (ZRA) (8.9), Ministry of Agriculture (9.8), Patents and Companies Registration Agency (PACRA) (11.0), Judiciary (Courts) (11.5), National Pension Scheme Authority (NAPSA) (12.5) National Registration Office (13.8), Zambia Revenue Authority (ZRA) – Customs (16.3), Zambia Police Service - Traffic section (19.4), Ministry of Lands (Land issues only) (19.6), Immigration Department (20.2), Passport Office (29.9) and Public Service Pensions Fund (PSPF) (39.9).

The significance of the SSI-Based Bribery Index is that it provides more discernible information as to whether a Bribe Seeking Incident (BSI) always translates into a Paid Bribe Incident (PBI) relative to Service Seeking Interaction (SSI).

3.5 Measurement of Governance

This section provides the Survey findings on governance index in the country, application of Good Governance indicators, and respondent rating of the problem of corruption.

3.5.1 Governance Index

The Governance Index is a new concept in the Zambia Bribe Payers Index. It is a good governance measurement based on Survey respondents' perceptual positive responses on the application of good governance indicators of participation, transparency, accountability, Rule of Law, and control of corruption.

As noted earlier in Section 1.4.5, *participation* in this Report means citizens and or individuals actively voicing their concerns and engages with Government representatives; *transparency* means the ability to access information regarding any decisions taken by public officials; *accountability* means all public office decision makers are answerable to the public and institutional stakeholders; *Rule of Law* means Law Enforcement Agencies and the Judiciary function impartially and recognising the supremacy of law and its equal application to all individuals, including public officers irrespective of their position in Government; and, *control of corruption* means Government effort/strides in combating bribery and corruption at an institutional and policy level.

The Governance Index uses individual perceptual positive responses on each variable relative to the total number of responses on all the governance indicator variables. The Index rates overall application of good governance indicators on a ratio of 1 to 0. *Very high* application of good governance indicators, is greater than 0.80; *High*, 0.80 to 0.61; *Moderate*, 0.60 to 0.41; *Low*, 0.40 to 0.21; and, *Very low*, less than 0.21.

The Survey established that the overall Index score on the application of good governance indicators in Zambia is **0.53** or moderate, as shown in Table 31.0 below. This means that respondent perceptions of the application of all good governance indicators, is moderate.

Table 31.0 Governance Rating

No.	Indicator	Positive	Negative	Total	Ratio	Rating
1	Participation	1158	715	1873	0.62	High
2	Transparency	906	977	1883	0.48	Moderate
3	Accountability	954	928	1882	0.51	Moderate
4	Rule of Law ³⁸	1683	2025	3708	0.45	Moderate
5	Control of corruption	1266	653	1919	0.66	High
	Overall Index	5967	5298	11265	0.53	Moderate

Table 31.0 also shows that, with respect to individual indicators, the Survey observes that respondents perceived the application of participation and control of corruption comparatively high, 0.62 and 0.66 respectively. That is more respondents are of the opinion that citizens and or individuals actively voice their concerns and engage with Government representatives

³⁸ Rule of Law is an aggregate of perceptions on Law Enforcement Agencies (LEAs) and Judiciary. The rating for LEAs is 0.45; and for Judiciary, 0.46.

(participation); and that, Government is doing enough to combat bribery and corruption at an institutional and policy level (control of corruption).

In addition, the application of the indicators participation, transparency, accountability and Rule of Law was interrogated with respect to the indicators application in combating corruption in Zambia. The Survey observes that respondents ranked Rule of Law as relatively most applied (33.3%); transparency as relatively moderately applied and least applied, 30.6% and 26.1% respectively (Figure 21.0).

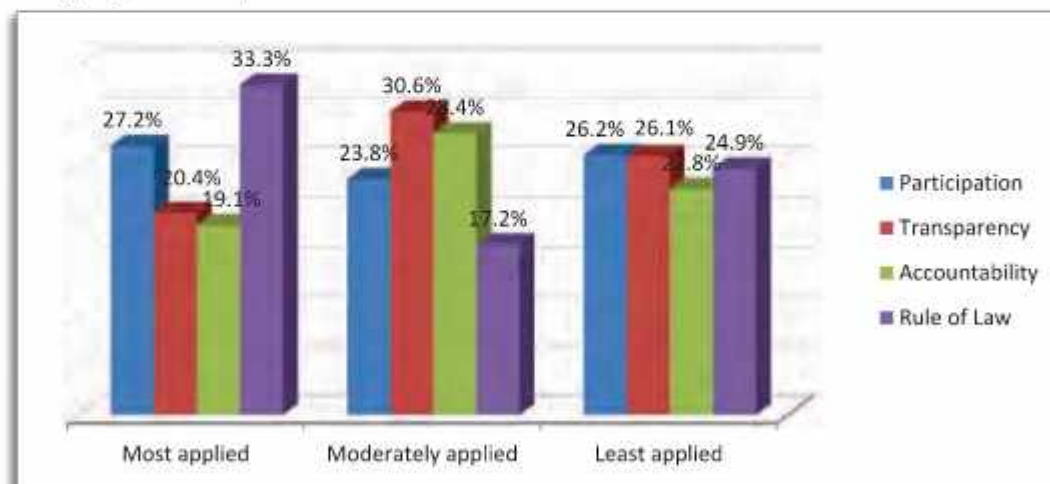


Figure 21.0 Application of Governance Indicators

3.5.2 Rating the Problem of Corruption

The Survey findings on respondents' rating of the problem of corruption in public offices in the past 12 months compared to a year ago was mostly that, the problem has been decreasing (45.1%), remained the same (28.8%), increasing (19.8%) and do not know (6.3%) as shown in Figure 22.0 below.

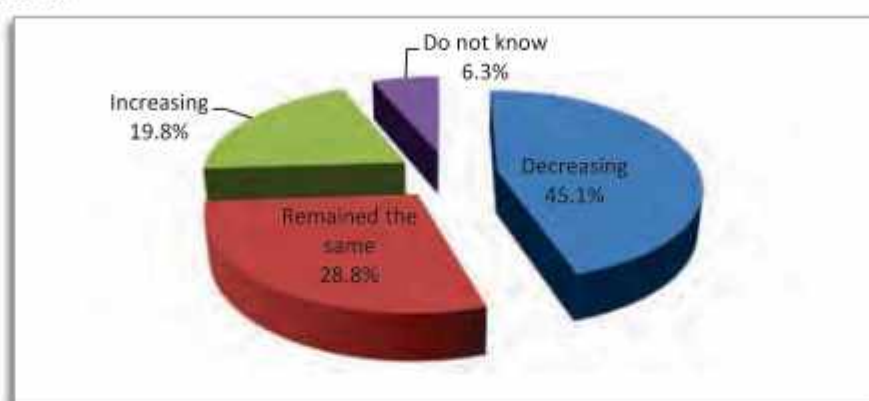


Figure 22.0 Rating of Corruption in Public Offices

3.5.3 Summary Findings

The 2022 Governance Index score is 0.53, which means that there is moderate application of good governance indicators of participation, transparency, accountability, Rule of Law and control of corruption as moderate.

Individual governance indicator assessment shows that respondents have comparatively higher perception that citizens and or individuals actively voice their concerns and engage with

Government representatives (participation); and that, Government is doing enough to combat bribery and corruption at an institutional and policy level (control of corruption).

In combating corruption in the country, the application most applied is the Rule of Law, and the one least applied is transparency.

The perceptual rating of the problem of corruption in public offices in the past 12 months compared to a year ago is considerably that the problem has been decreasing.

Compared to the 2019 ZBPI Survey, a 50.8 percentage point decrease in perceptions of whether the problem of corruption is increasing is observed (Figure 23.0). This means more individuals in 2019 perceived the problem of corruption as increasing than in 2022



Figure 23.0 Rating of Corruption in Public Offices – 2022 and 2019

3.6 Knowledge, Behaviours and Reporting

This section provides the findings of the Survey on respondent knowledge of corruption; awareness of anti-corruption interventions, in particular Integrity Committees; corruption reporting; bribe offer incidences; perceptions of factors that promote corruption; and, respondent awareness of effects of corruption.

3.6.1 Knowledge of Acts of Corruption

Knowledge of what constitute acts of corruption was explored with respect to bribery, extortion, abuse of office, theft of public money, and gifts during election period. The Survey established that 36.4% of the respondents indicated bribery; 28.6%, abuse of office; 18.8%, theft of public money; 8.5%, gifts during an election period; 7.6%, extortion; and 0.2%, nepotism (Figure 24.0).

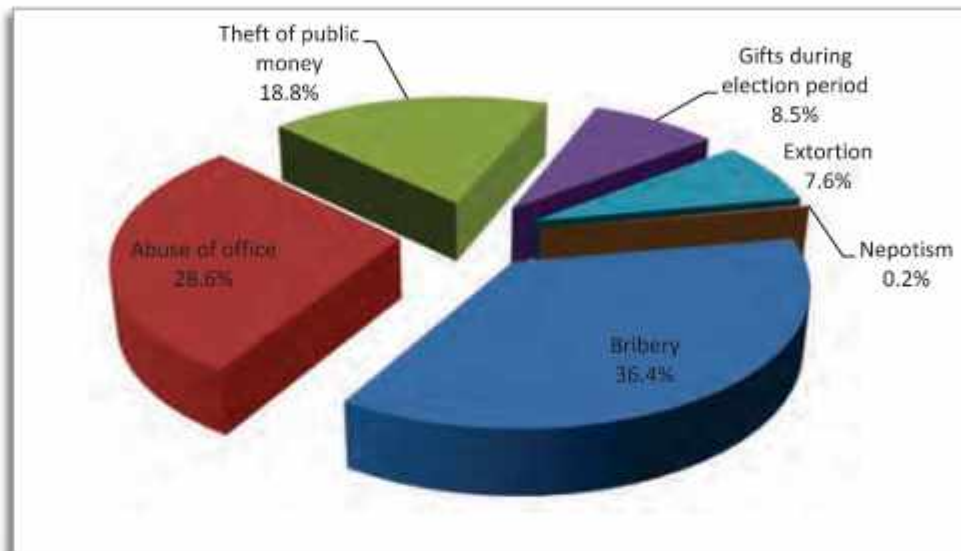


Figure 24.0 Knowledge of Acts of Corruption

3.6.2 Anti-Corruption interventions

This section provides the Survey findings on the awareness of Integrity Committees; and, experiences of workplace unethical behaviours and reporting to Integrity Committees, based on Exit Polls in selected institutions.

3.6.2.1 Awareness Integrity Committees

Interrogation of awareness of Integrity Committees with respect to Immigration Department; Lusaka City Council; Ministry of Lands (Lands Department); Ndola City Council; Patents and Companies Registration Agency (PACRA); Public Service Pension Fund (PSPF); Road Transport and Safety Agency (RTSA); University Teaching Hospital (UTH); Zambia Electricity Supply Company (ZESCO); and, Zambia Revenue Authority (ZRA).

The Survey findings on respondent's awareness of the existence of an Integrity Committee to which an individual can report any experiences of unethical behaviour or corruption, is that 61.3% of 444 respondents are not aware; 19.8% are highly aware; 8.6% are moderately aware; 7.7% are slightly aware; and, 2.7% are somewhat aware (Figure 25.0).

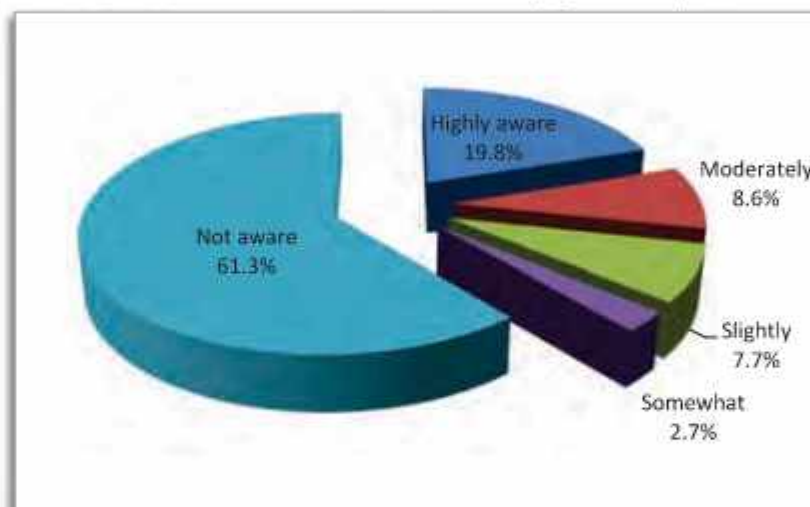


Figure 25.0 Awareness of Integrity Committees

Awareness of Integrity Committees disaggregated by gender shows that 14.8% and 66.7% among women are highly aware and not aware, respectively as shown in Figure 26.0 below. Figure 26.0 also shows that awareness among men is 22.0% highly aware, and 58.9% not aware.

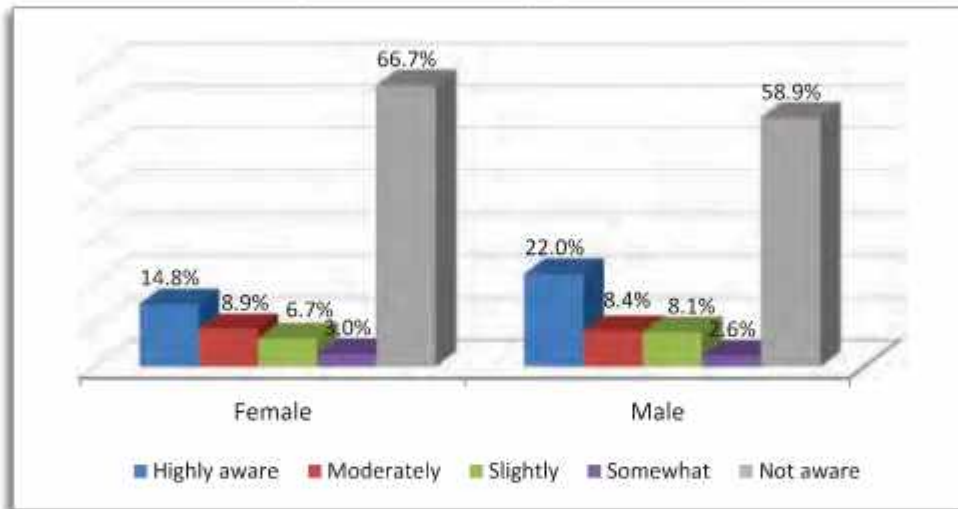


Figure 26.0 Awareness of Integrity Committees – Gender

With respect to respondent's current employment or occupation, the survey established that awareness of Integrity Committees is relatively high among those in the public and private sector, 27.2% and 23.0% respectively as shown in Figure 27.0 below. Lack of awareness of Integrity Committees is most common among the self-employed (77.8%), students (73.7%) and unemployed (78.8%).

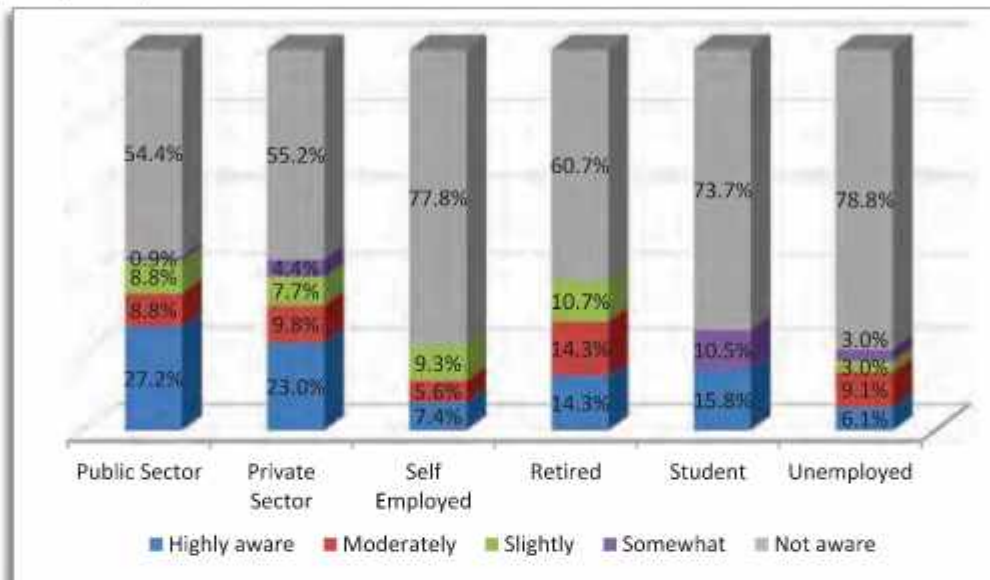


Figure 27.0. Awareness of Integrity Committees - Employment

3.6.2.2 Experiences of Unethical Behaviours

Fourteen point six (14.6) percent or 65 of the respondents indicated that they experienced unethical behaviours or corruption in the institution they visited; and only 12.3% or 8 respondents reported the unethical behaviour or corruption experienced to an Integrity

Committee. The rest did not report anywhere, except for one to a director in the institution where the incident occurred.

3.6.3 Corruption Reporting

The Survey interrogated corruption reporting with respect to whether an individual that experienced a Bribe Seeking Incidents (BSI) in the last 12 months when seeking a public service did report the incident. Of 690 Bribe Seeking Incidents during a respondent's interaction or visit when seeking a public service, the Survey established that only 17 individuals or 4.6% of 373 respondents that experienced a bribe demand reported the incident.

Of the 356 or 95.4% respondents who did not report, 126 or 33.8% responded to the question why they did not report the incidence of bribery. A comparatively higher number of respondents (54.0%) did not report the bribe demand because they believe there is no point in reporting corruption because nothing useful will be done about it; and 30.2% indicated that they do not know where to report corruption, as shown in Table 32.0 below.

Table 32.0 Reason for Not Reporting Corruption

Reason for Not Reporting Corruption	Absolute	Percent
One can be arrested for reporting corruption	8	6.3%
There is no law that protects those that report corruption	12	9.5%
No point in reporting corruption because nothing useful will be done about it	68	54.0%
Do not know where to report corruption	38	30.2%
Grand Total	126	100.0%

3.6.4 Bribe Offer

Of 1,829 responses to whether a respondent offered a bribe or an inducement of any kind to a public officer to illegally circumvent prescribed or expected procedures of accessing a when seeking a public service are that, 11.8% or 215 indicate that they did so. In 99.1% of the incidences, the bribe was accepted; and, in 0.9% or 2 incidences the individual was warned or advised not to offer a bribe to a public officer.

The Survey established that bribe offered acceptance was most common among administrative staff (34.0%), law enforcement officers (31.1%) and management staff (26.9%) as shown in Figure 28.0 below.

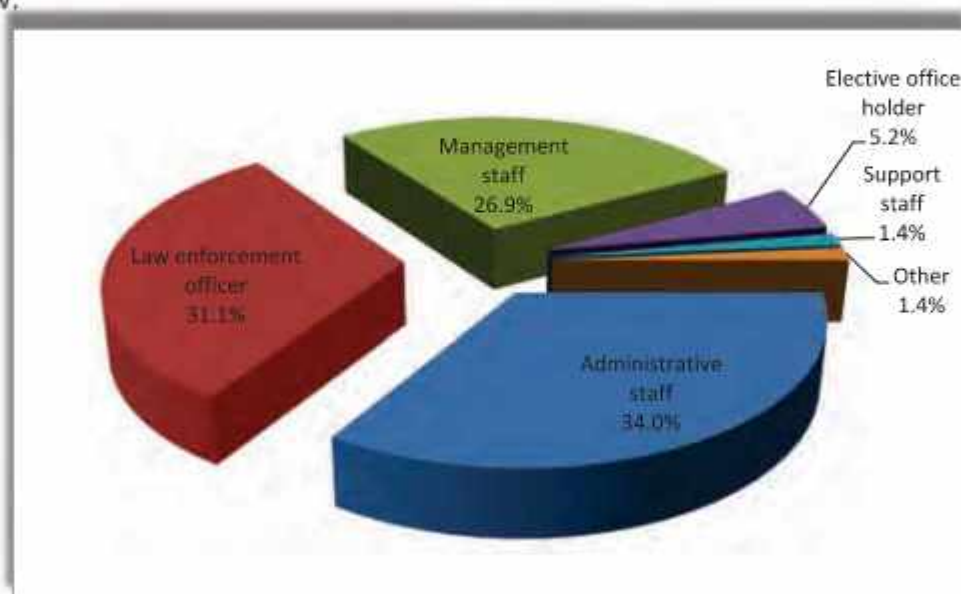


Figure 28.0 Bribe Offer Acceptance - Position of Public Officer

With respect to which public institution a bribe offer acceptance occurred, Figure 29.0 below shows that such incidences were more in Zambia Police Services (37.4%), health services (10.4%) and RTSA (9.5%).

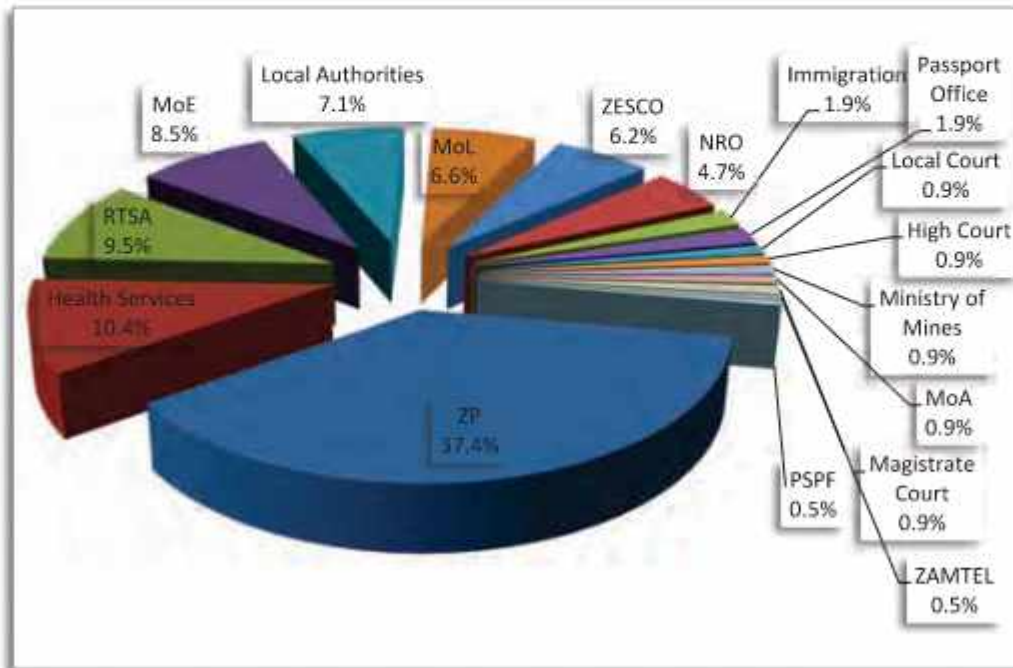


Figure 29.0 Bribe Offer in Public Institutions

The most dominant amount of the bribe offer paid to a public officer is observed to be K101 to 250, as shown in Figure 30.0 below. One case of sextortion is also observed.

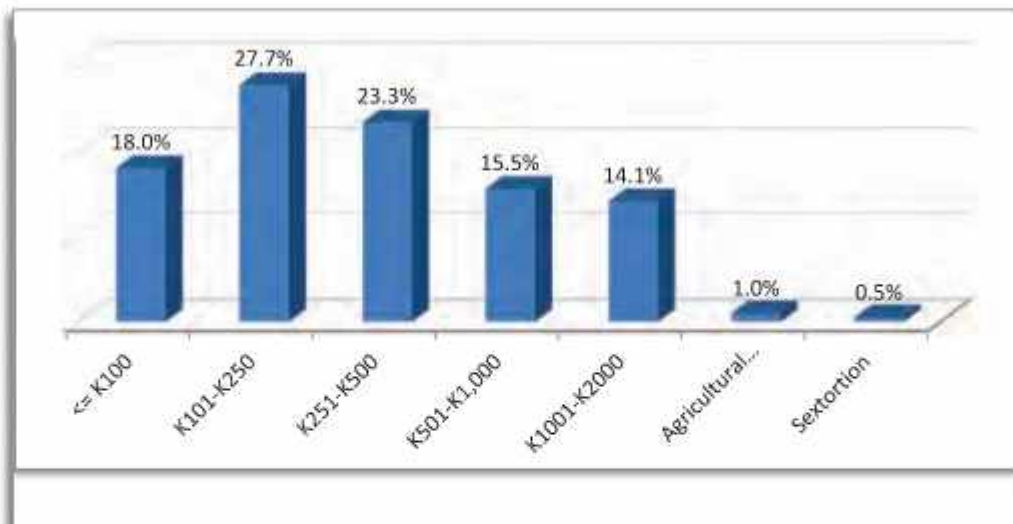


Figure 30.0 Bribe Offer Size

The reasons for bribe offer are to avoid delays (63.1%), to avoid penalties or sanctions (17.2%), it is a normal trend (13.8%) and to reduce costs (5.9%), as shown in Figure 31.0 below.

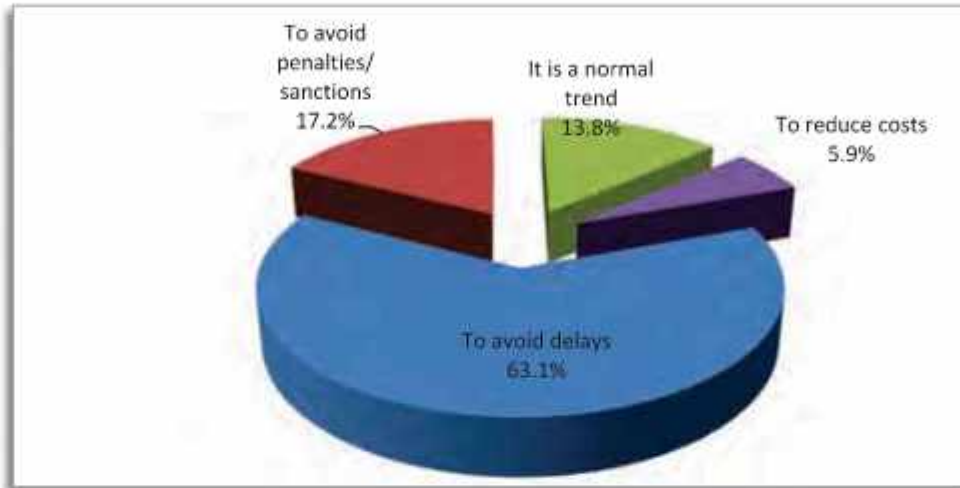


Figure 31.0 Bribe Offer Reasons

3.6.5 Factors that Promote Corruption

Respondent perceptions of which governance factors promote corruption in the country are because public sector employment is political and not based on merit, and there is a lot of favouritism and nepotism (28.0%); a trend of corrupt practices, especially regarding violation of rules by individuals with political connections (19.7%); mechanisms for Government accountability remain ineffective as whistleblowers are targeted (19.0%); perpetrators of corruption are rarely caught and severely punished (16.2%); rules and regulations related to functioning of the public sector are either selectively or poorly implemented (11.9%); and, and, weak demand transparency and accountability (5.2%) as shown in Figure 32.0 below.

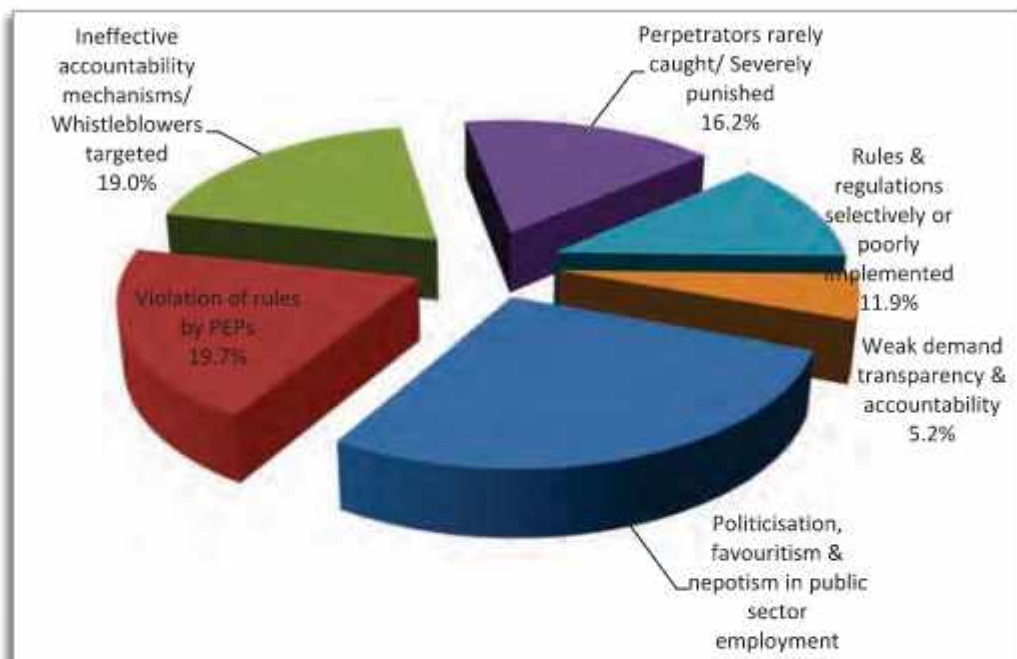


Figure 32.0 Factors that Promote Corruption

3.6.6 Awareness of Effects of Corruption

The Survey findings established that 99.2% of respondents that paid a bribe solicited; and 98.6% of those that offered a bribe, are aware that corruption negatively affects individuals' access to public services.

3.6.7 Summary Findings

The Survey findings on respondent knowledge of what constitute acts of corruption are predominantly bribery (36.4%) and abuse of office (28.6%).

Notable of these findings is that, when compared to the findings in the 2019 ZBPI Report, there is a 20.2 percentage point reduction in the number of respondents that indicated bribery; and an 11.8 percentage point increase in the number of respondents that indicated theft of public money (Figure 33.0).

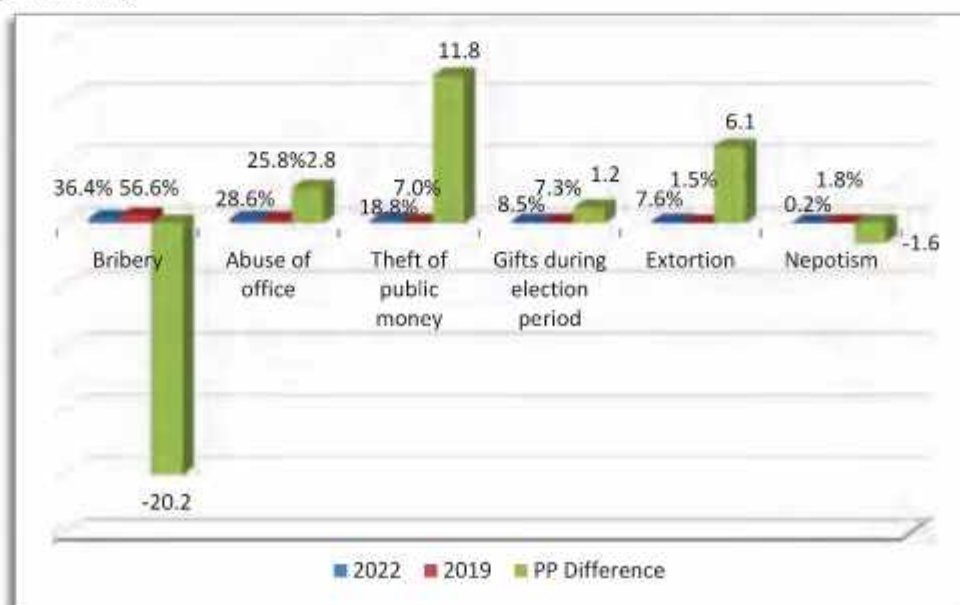


Figure 33.0 Knowledge of Acts of Corruption – 2022 and 2019

Respondent awareness of the existence Integrity Committees is considerably low, a majority (61.3%) are not aware. More respondents among women (66.7%) than among males (58.9%) are not aware of Integrity Committees.

Awareness of Integrity Committees is comparatively high among those employed in the public (27.2%) and private sector (23.0%); and, that lack of awareness of Integrity Committees is most common among the self-employed (77.8%), students (73.7%) and unemployed (78.8%).

Experiences of unethical behaviours in the selected public institutions are relatively low (14.6%); and so too is reporting of unethical behaviour or corruption experienced to an Integrity Committee (12.3%).

Generally reporting Bribe Seeking Incidents (BSI), when seeking a public service is very low, as the Survey findings are that only 4.6% of 373 respondents reported a bribe demand; and, evidence of lack of knowledge of where to report corruption is observed.

Respondents that offered a bribe or an inducement of any kind to a public officer to illegally circumvent prescribed or expected procedures when seeking a public service comprise 11.8% or 215 of 1,829 respondents. Compared to 2019, bribe offer incidences in 2022 dropped by 5.4 percentage points, as shown in Table 33.0 below.

Table 33.0 Bribe Offer – 2022 and 2019

Bribe Offer	2022	2019	PP Difference
Offered	11.8%	17.2%	-5.4
Did not offer	88.2%	82.8%	5.4
Grand Total	100.0%	100.0%	

Further, in 2022 in 99.1% of the incidences, the bribe was accepted, while in 2019 it was in 98.3% of the incidences. This evidences a 0.8 percentage point increase in bribe acceptance incidences. Bribe offered acceptance is most common among administrative staff (34.0%), law enforcement officers (31.1%) and management staff (26.9%); and, is most frequent in Zambia Police Services (37.4%), health services (10.4%) and RTSA (9.5%). The most dominant reason for bribe offer is to avoid delays (63.1%).

In addition, 99.2% of respondents that paid a bribe solicited and 98.6% of those that offered a bribe are aware that corruption negatively affects individuals' access to public services.

Lastly, respondent perceptions of which governance factors promote corruption in the country are because public sector employment is political and not based on merit, and there is a lot of favouritism and nepotism (28.0%); a trend of corrupt practices, especially regarding violation of rules by individuals with political connections (19.7%); mechanisms for Government accountability remain ineffective as whistleblowers are targeted (19.0%); perpetrators of corruption are rarely caught and severely punished (16.2%); rules and regulations related to functioning of the public sector are either selectively or poorly implemented (11.9%); and, weak demand transparency and accountability (5.2%).

3.7 Demographic Dimensions of Bribery Experiences

The section provides the findings of the Survey on selected demographic dimensions of bribery experiences probability and prevalence of bribery experience; bribe offer; bribe offer and awareness of effects of corruption; and, the rural - urban dichotomy.

3.7.1 Probability and Prevalence of Bribery Experience

The Survey established that the probability of a bribery experience or the percentage number of women (females) respondents that had a Bribe Seeking Incident (BSI) or a bribe was solicited during an individual's Service Seeking Interaction (SSI) in a particular public institution or private sector was 10.2%; and males it was 14.9%. Of the 85 respondents with physical disabilities, 16.5% or 14 had a Bribe Seeking Incident (BSI).

The prevalence of a bribery experience, which is the percentage number of individuals that paid bribes relative to the total number of observed Bribe Seeking Incidents (BSI), the Survey findings show that among women 57.1%; and 60.8% among males paid. Of the physically challenged that had a BSI incident, 35.7% paid the bribe that was solicited.

With respect to age cohort, 60.4% among respondents that are less than 35 years old paid the bribe that was solicited; 52.4% among those 36 to 45; 50.0% among those 46 to 55; and 60.0% among those 56 to 65 years old, as shown in Figure 34.0 below.

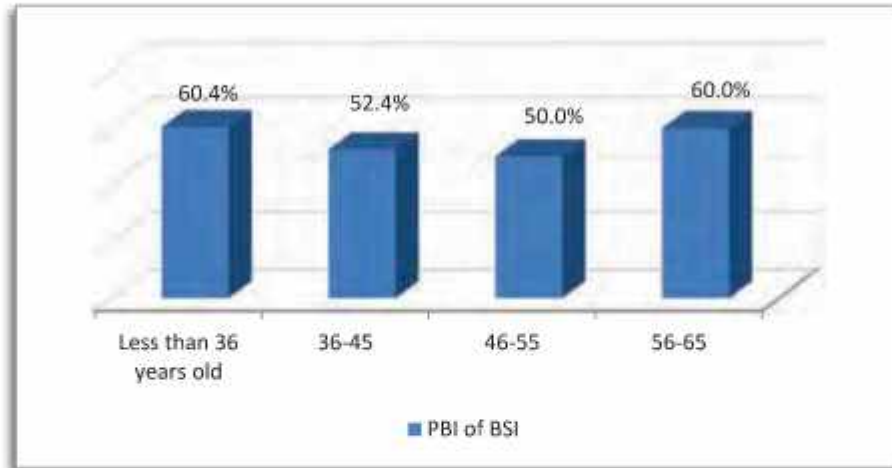


Figure 34.0 Age Cohort and PBI

The Survey findings also show that the percentage number of individuals that paid bribes that are single is 67.2%; married, 64.6%; divorced, 60.0%; separated, 58.8%; and, widowed 66.7%.

The prevalence of a bribery experience with respect to respondent highest level of education attained, the Survey established is 55.6% among those that have not been to school; pre-school and primary, 61.1%; secondary school, 68.6%; and tertiary, 61.6%.

On occupation or a respondent's current employment status, the Survey findings show that the payment of a solicited bribe is comparatively higher among those in the transport sector. That is, among those, who are self-employed in the sector it is 81.3%; employers (80.0%); and, formally employed (79.2%), as shown in Figure 35.0 below. Figure 35.0 also shows that payment of bribes solicited is least among retirees (47.4%).

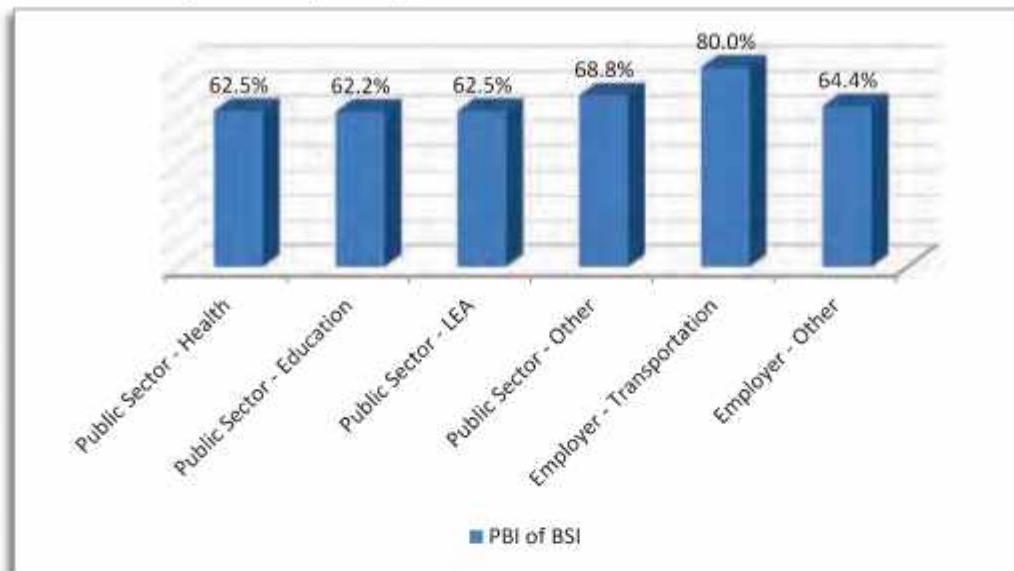


Figure 35.0(a) Employment and PBI

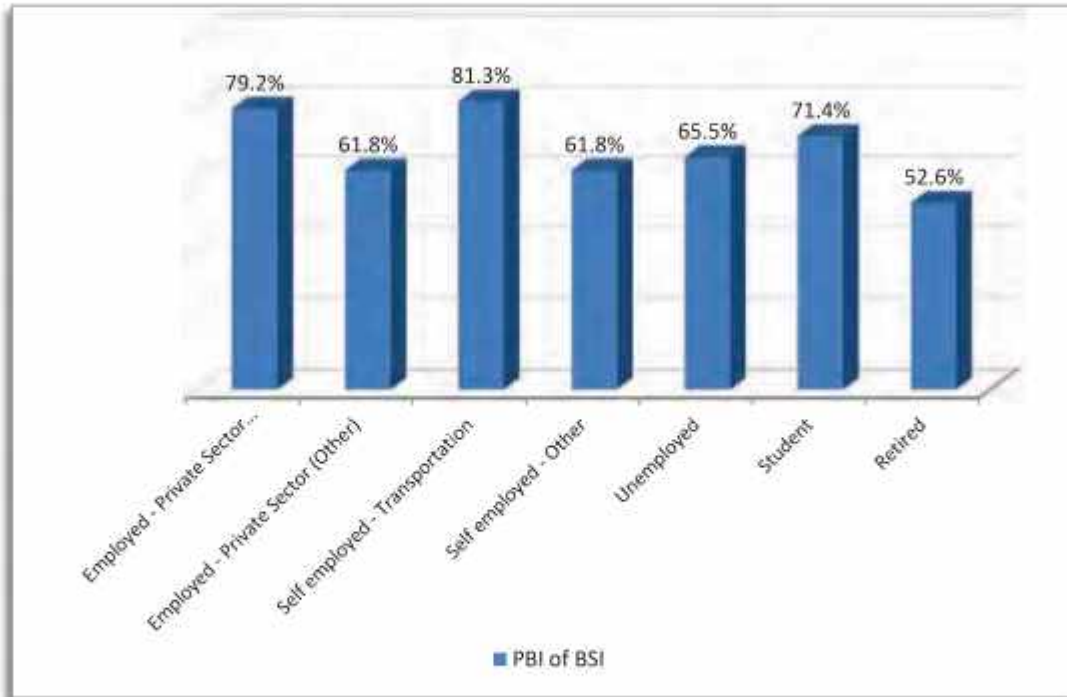


Figure 35.0(b) Employment and PBI

Payment of a bribe solicited with respect to a respondent's average monthly income, the Survey established that Paid Bribe Incidents (PBI) are comparatively more prevalent among those whose monthly income is K5,001 to K7,500 and among those above K7,500, 73.7% and 70.6% respectively (Figure 40.0).

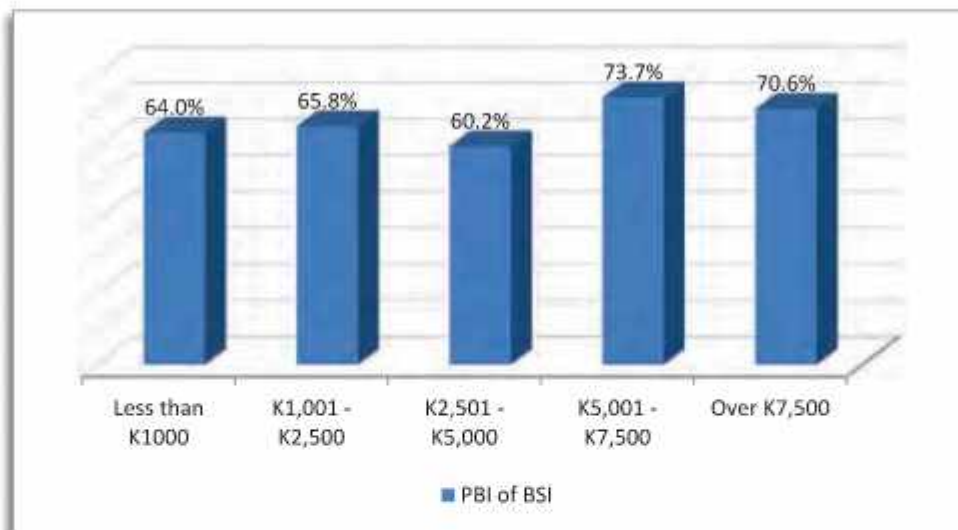


Figure 36.0 Income and PBI

3.7.2 Corruption Reporting

Of the 17 respondents that reported a bribe seeking incident, 34.4% or 6 are women, and 65.6% or 11 are male. With respect to a respondent's employment status, 2 respondents employed in the public sector reported a bribery incident; and the rest from the other categories of employment.

3.7.3 Bribe Offer

The demographic dimensions of bribe offer the Survey established are that 10.1% among women and 13.1% among male respondents offered a bribe or an inducement of any kind to a public officer, when seeking a public service from a public institution; and, 4.9% among the physically challenged did so.

With respect to age cohort, 12.0% among those less than 36 years old offered a bribe; 12.9% among those 36 to 45; 12.9% among 46 to 55; and 9.2% among those 56 to 65 years old.

Bribe offer and respondent employment status, the Survey observes is comparatively higher among individuals in the public sector (37.0%), and among those self-employed in the transport sector (35.6%), as shown in Figure 37.0 below.

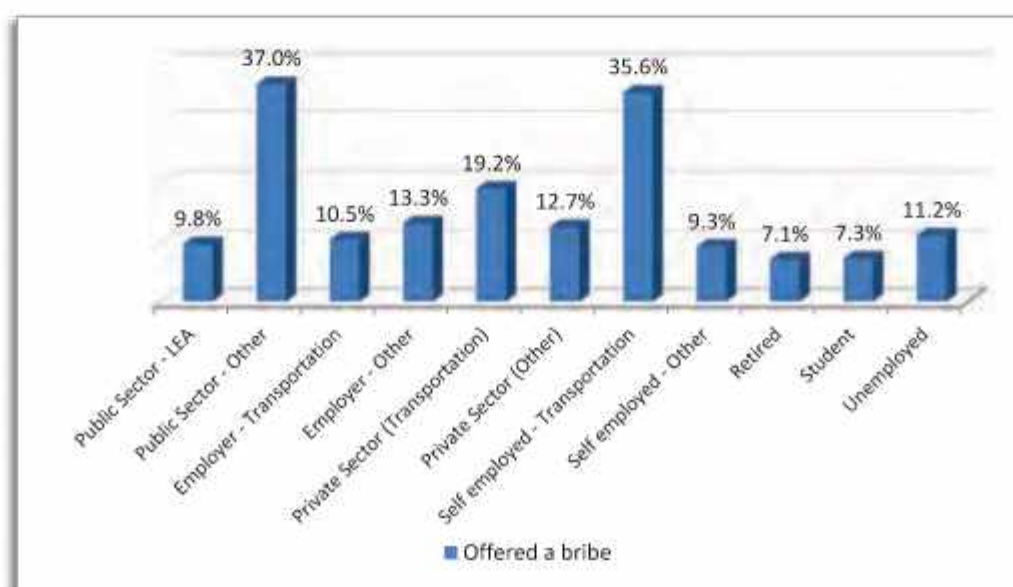


Figure 37.0 Employment and Bribe Offer

3.7.4 Bribe Offer and Awareness of Effects of Corruption

Bribe offer when considered with respect to respondent awareness that corruption negatively affects individuals' access to public services, the Survey findings show that among women that are aware that corruption negatively affects individuals' access to public services 96.4% offered a bribe; and 100.0% among the physically disabled and among males that are aware also offered a bribe.

With respect to a respondent's employment status, a 100.0% among employers, the public sector, retired, student and unemployed who are aware of the effects offered a bribe or an inducement of any kind to a public officer, when seeking a public service from a public institution (Figure 38.0).

Figure 43.0 also shows that among respondents employed in the private sector 93.3% and among those self-employed 96.6% of those aware of the effects of corruption offered a bribe.

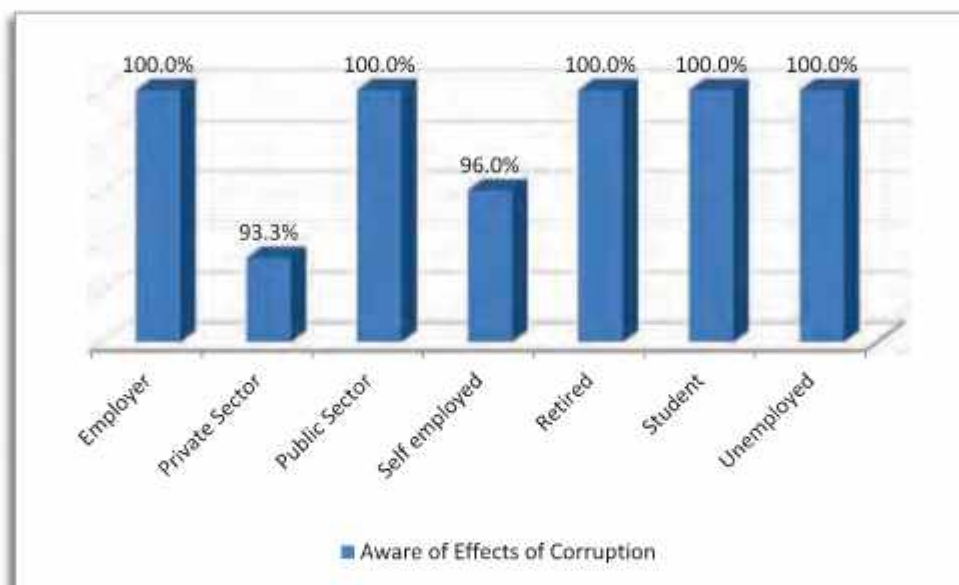


Figure 38.0 Employment, Bribe Offer and Awareness of Effects of Corruption

3.7.5 Rural - Urban Dichotomy³⁹

The Survey comprised 28.0% respondents from rural areas, and 72% from urban. This section provides the rural-urban dichotomy with respect to probability and prevalence of bribery experiences, bribe pay cost, bribe offer, and bribe offer and awareness of effects of corruption.

3.7.5.1 Probability and prevalence of bribery experience

The probability of a bribery experience, which is that a bribe is solicited during an individual's Service Seeking Interaction (SSI), is 14.8% among respondents in rural areas; and 22.1%, among those in urban areas.

The percentage number of individuals that paid bribes relative to the total number of observed Bribe Seeking Incidents (BSI) or prevalence is 69.6% and 63.2% among rural and urban respondents, respectively.

3.7.5.2 Bribe pay cost

The most common bribe pay cost among rural respondents is K101 to K250 constituting 31.5% of the respondents; and among urban respondents it is K250 to K500, constituting 26.6% of the respondents (Figure 39.0).

³⁹ Provincial capital vis-à-vis other.

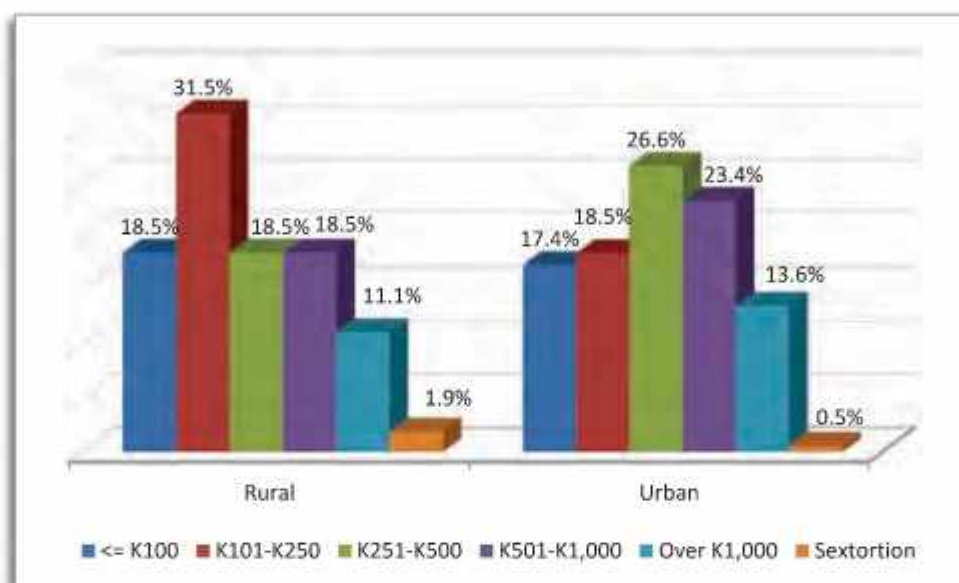


Figure 39.0 Rural - Urban Bribe Pay Cost

3.7.5.3 Bribe offer and awareness of effects of corruption

The rural-urban dichotomy of bribe offer, the Survey established is 11.1% among rural respondents offered a bribe or an inducement of any kind to a public officer, when seeking a public service from a public institution; and, 12.1% among urban respondents. With respect to briber offer and awareness of effects of corruption, 100.0% of respondents in rural areas are aware; and among urban respondents it is 98.1%.

3.7.6 Summary Findings

Probability and Prevalence of Bribery Experience

The Survey established that 10.2% among women, 14.9% among males and 16.5% among the physically challenged experienced a Bribe Seeking Incident (BSI) or a bribe was solicited during a Service Seeking Interaction (SSI).

The percentage number of individuals that paid bribes or prevalence of a bribery experience is 57.1% among women, 60.8% among males and 35.7% among the physically challenged.

The prevalence of a bribery experience is comparatively higher among individuals in the age cohort less than 35 years old as 60.4% paid the bribe that was solicited; and also, among those 56 to 65 years old, as 60.0% paid.

Payment of bribes solicited is also observed to be comparatively higher among respondents that are single (67.2%) and among those that are widowed (66.7%). With respect to respondent highest level of education attained it is among respondents that have completed secondary school (68.6%) and tertiary (61.6%).

Further, with respect to a respondent's current employment status, payment of a solicited bribe is comparatively higher among those self-employed and employers in the transport sector, 81.3% and 80.0% respectively.

Lastly, payment of a bribe solicited with respect to a respondent's average monthly income, is relatively more common among those whose monthly income is K5,001 to K7,500 and among those above K7,500, 73.7% and 70.6% respectively.

Corruption Reporting

Corruption reporting of a bribe seeking incident is more among males (65.6%), than among women (34.4%).

Bribe Offer

No significant variances are observed in the gender dimensions of bribe offer, as 10.1% among women and 13.1% among male respondents offered a bribe or an inducement of any kind to a public officer.

Bribe offer and age cohort is comparatively higher among those who are 36 to 45 years old (12.9%) and among those who are 46 to 55 (12.9%).

Respondent employment status with respect to bribe offer behaviours is higher among individuals in the public sector (37.0%), and among those self-employed in the transport sector (35.6%).

Bribe Offer and Awareness of Effects of Corruption

Bribe offer and awareness of the effects of corruption shows a consistent trend that individuals irrespective of their demographic groupings offer bribes despite being 100.0% aware that corruption negatively affects individuals' access to public services. Slight variances observed, are however, that 96.4% among women, 93.3% among respondents employed in the private sector and among those self-employed 96.6% that are aware that corruption negatively affects individuals' access to public services offered a bribe.

Rural - Urban Dichotomy

The probability of a bribery experience is comparatively higher among respondents in urban areas than among respondents in rural areas, 22.1% and 14.8% respectively. However, the prevalence of bribery experiences or the percentage number of individuals that paid bribes relative to the total number of observed Bribe Seeking Incidents (BSI) is higher among rural respondents than urban ones, 69.6% and 63.2% respectively.

The most common bribe pay cost is relatively lower among rural respondents (K101 to K250) than urban (K250 to K500).

No significant variance is observed in bribe offer behaviours between rural and urban respondents, as bribe offer is 11.1% among rural and 12.1% among urban respondents. In addition, all rural respondents who offered a bribe were aware of the effects of corruption, while among urban respondents, 98.1% were aware.

4.0 CONCLUSIONS

The 2022 ZBPI Survey interrogated public procurement and corruption, thereof; the state of bribery; bribery in selected public service provision; measurement of Bribery and governance; corruption knowledge, behaviours and reporting; and the demographic dimensions of bribery experiences.

4.1 Public Procurement and Corruption

In public procurement participation, integrity, transparency, and oversight and control are an indispensable and essential action for effective public procurement that provides value for money.

The percent number of suppliers/companies that participated in bidding for the supply of goods or services in the last 5 year is appreciably high (70.0%), with a significant number participating through open bidding (54.9%). These suppliers/companies comparatively participate more in the Ministry of Education (28.3%) and Ministry of Health at district level (25.2%).

The salient reasons for the high participation are that there is moderate to high free participation and access to public procurement as the percent number of companies registered as suppliers on the *Electronic - Government Procurement (E-GP)* (32.4%), and those on the E-GP that bid is considerably high (94.2%); the introduction of E-GP has facilitated access to public tenders in public procurement; there is easy access to knowing when a tender has been issued; tender notices are easy to understand and are as detailed as possible; procedures for businesses to follow when bidding for a public contract to supply goods and services are simple; integrity of procurement officers in implementing public procurement procedures is to a greater extent ethical, honest and professional; and that, E-GP has effected a reduction of direct interaction between procurement officials and companies.

In short, it can be inarguable that the relatively higher levels of participation are because there are appreciable efforts to streamline tendering procedures and reducing bureaucracy in public procurement in the country.

In addition, Key Informants note that ZPPA provides sufficient regulatory oversight and control of public sector procurement in order to ensure value for money for the public good; and that the ZPPA Code of Conduct to a large extent enhances the values and prescribed acceptable standards in the conduct of public procurement.

However, the extent of transparency in procurement procedures is rather moderate; solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders are sometimes issued; that companies that bid for public contracts are only sometimes treated equally; and that there are institutional challenges like coordination and cooperation between agencies.

Lastly, experiences of corruption in public procurement in selected public institutions is mostly due to vulnerabilities of delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process, and collusion between contractors and supervising officials.

Actual bribery experiences selected institutions, which are Zambia Medicines and Medical Supplies Agency (ZAMMSA); Ministry of Education; Ministry of Health – District; Ministry of Health – HQ; Ministry of Health – Province; Road Development Agency (RDA); Road Transport and Safety Agency (RTSA); Zambia Electricity Supply Corporation Limited (ZESCO); and, Local Authorities (Councils) account for 29.5%. The experiences are relatively higher in Ministry of Health (HQ) (52.6%) and Road Development Agency (RDA)(40.0%).

4.2 The State of Bribery

The state of bribery in selected public institutions is concerning. This is because the *probability of a bribery experience* or the percentage number of bribery experiences where a bribe was asked for when seeking a public service is discernibly high (24.1%); and more so that the *prevalence of a bribery experience* or the percentage number of individuals that paid a bribe that was solicited is 62.6%. That is, it is only in 37.4% cases where a bribe is asked, and it is not paid.

Higher probabilities and prevalence of a bribery experience are most evidenced in Zambia Police Service, RTSA, Ministry of Lands (Land issues only), Judiciary - Local Court, Local Authorities (Councils), Ministry of Education and Health Services

In the private sector, the probability and prevalence of a bribery experience are comparably lower, 5.7% and 38.9%, respectively.

The monetary amount (bribe size) or other form that induced an act that illegally circumvented the prescribed or expected procedures of accessing a service or good occurs is mostly Kwacha 501 to 1,000 in the public sector, and Kwacha 251 to 500 in the private sector.

Lastly, more incidences of sextortion, that is wherein an individual is coerced into paying a bribe with sexual acts rather than money, were observed in 2022 than in 2019. In 2022 there are five incidents, compared to two in 2019. The observed incidences are in Zambia Police Service, Road Transport and Safety Agency (RTSA), Zambia Electricity Supply Corporation Limited (ZESCO), National Pension Scheme Authority (NAPSA), and National Road Fund Agency (NRFA) (Toll Gates).

4.3 Services Most Prone to Bribery in Selected Institutions

Service-based bribery experience in selected public institutions⁴⁰ is that the services that are most prone to bribery, in Zambia Police are traffic related, Interpol/motor vehicle clearance, and police bond services; Road Transport and Safety Agency (RTSA), renewal of driving licence, driving offence enforcement, and vehicle licensing; Local Authorities (Councils), other services, property rates, and building permits; Ministry of Education, other services, teacher recruitment, and secondary school place; and, Zambia Electricity Supply Corporation Limited (ZESCO), power application/ electricity connections.

4.4 Measurement of Bribery

The Overall Aggregate Bribery Index is a measure of the likelihood of an individual seeking a public service paying a bribe solicited or demanded by a public officer or a person mandated to provide the service.

The Overall Aggregate Bribery Index shows that an individual seeking a service from a public institution had a **10.1%** likelihood of paying a bribe solicited by a public officer in the last 12 months. This is a **0.8** percentage point decrease when compared to 2019, which is indicative of a marginal decrease in the likelihood of paying a bribe solicited or demanded by a public officer or person mandated to provide the service.

The likelihood of paying a bribe solicited or demanded in the Survey selected public institutions is absent in Ministry of Infrastructure, Housing Urban and Development, RDA and ZAMTEL.

It is least likely in Ministry of Finance and National Planning, Zambia Revenue Authority (ZRA), National Pension Scheme Authority (NAPSA), Immigration Department, Patents and Companies

⁴⁰ Zambia Police Service, Road Transport and Safety Agency (RTSA), Local Authorities (Councils), Ministry of Education, and Zambia Electricity Supply Company (ZESCO)

Registration Agency (PACRA), Public Service Pensions Fund (PSPF), Ministry of Agriculture, Passport Office, National Registration Office, Judiciary (Courts) and Ministry of Lands (Land issues only).

The likelihood of paying a bribe solicited or demanded is most likely in Health Services (Hospital, Clinic, Health Centre), Ministry of Education, Local Authorities (Councils), Zambia Electricity Supply Corporation Limited (ZESCO), Zambia Police Service and Road Transport and Safety Agency (RTSA).

The 2022 Overall Aggregate Bribery Index relative to the 2019 Index shows appreciable decrease in the likelihood of paying a bribe solicited or demanded by a public officer in Zambia Police Service, Road Transport and Safety Agency (RTSA), Zambia Revenue Authority, National Registration Office, Ministry of Education, Local Authorities, Passport Office, and Road Development Agency (RDA). And concerning increases in Public Service Pensions Fund (PSPF), Ministry of Agriculture, Ministry of Lands (Land issues only), Health Services (Hospital, Clinic, Health Centre), and Zambia Electricity Supply Corporation Limited (ZESCO).

Existence of Service Delivery Charters and Integrity Committees and their likely effect on likelihood of paying a bribe solicited, evidences both decreases and increases. Decreases in the likelihood of paying a bribe solicited are observed in 63.6% of the institutions that have both service charters and Integrity Committees; and increases in 36.4%. Noteworthy, is that trends of decreases and increases observed in the likelihood of paying a bribe solicited are the same as those with respect to where an institution has Service Delivery Charters. Thence, it is likely that service charters have a desirable effect in reducing bribery experiences in public institutions.

Trends of the Overall Aggregate Bribery Index in preceding ZBPI reporting years based on comparative sixteen (16) public sector institutions evidence an increase in the probability of paying a bribe when seeking a public service up to 2012, as 2012 has a marginal downward change.

The Service Seeking Interaction (SSI)-Based Bribery Index introducing this year generated from numbers of interactions within a particular institution and bribery experiences and not number of respondents who interacted with an institution, establishes that in 2022 an individual seeking a service from a public institution has a **14.5** chance of either being asked for a bribe or paying a bribe solicited by a public officer in all interactions with any public institution.

The SSI-Based Bribery Index shows that in the last 12 months there was no chance of having a bribery experience in Ministry of Infrastructure, Housing Urban and Development, Road Development Agency (RDA) and Zambia Telecommunications Company Limited (ZAMTEL), which is consistent with the Overall Bribe Payers Index.

Percentage point difference comparison of the SSI-Based Bribery Index to the 2022 Aggregate Bribery Index shows observable variances in the likelihood of either being asked for a bribe or paying a bribe solicited by a public officer during his/her interaction with a specific selected public institution. A minus percentage point difference means a movement to less likely incidences of bribery experience; and, a positive point difference means a movement to more likely incidences of bribery experience.

Based on the SSI-Based Bribery Index, a movement to less likely incidences of bribery experience is observed in Zambia Police Service - excluding Traffic section (-27.2); Health Services (Hospital, Clinic, Health Centre) (-9.7); Ministry of Education (-6.1); Road Transport and Safety Agency (RTSA) (-5.9); Local Authorities (Councils) (-5.0); and, Zambia Electricity Supply Corporation Limited (ZESCO) (-0.2).

While, a movement to more likely incidences of bribery experience in Zambia Revenue Authority (ZRA) (8.9), Ministry of Agriculture (9.8), Patents and Companies Registration Agency (PACRA) (11.0), Judiciary (Courts) (11.5), National Pension Scheme Authority (NAPSA) (12.5) National Registration Office (13.8), Zambia Revenue Authority (ZRA) – Customs (16.3), Zambia Police Service - Traffic section (19.4), Ministry of Lands (Land issues only) (19.6), Immigration Department (20.2), Passport Office (29.9) and Public Service Pensions Fund (PSPF) (39.9).

The rationalisation of the SSI-Based Bribery Index is that it is elastic as it is based on number of service seeking interactions in an institution and, thus providing more discernible information as to whether a Bribe Seeking Incident (BSI) always translates into a Paid Bribe Incident (PBI) relative to Service Seeking Interaction (SSI).

In retrospect, it is evident that in 2022 there are evident marginal downward trends in bribery experiences which mean improvement in some public institutions. However, this is likely negated by the equally marginal upward trends in some other institutions.

This inarguably serves to indicate that the problem of corruption in the country is still grave. For while other institutions are seemingly reducing their susceptibility to bribery experiences, others are '*rushing in to take their place*'!

Thence, perhaps, the factors that can be attributed to improvement can be learned from what could be changing in these institutions where there are anti-corruption interventions in place; and, these *better practices* can then be applied where there are evident downward changes in the likelihood of a bribery experience. This can also serve as a means of providing a factual/empirical basis or historical validity of what can work in anti-corruption interventions.

4.5 Measurement of Governance

The new concept of a Governance Index in the Zambia Bribe Payers Index is based on perceptual positive responses on the application of good governance indicators of participation, transparency, accountability, Rule of Law, and control of corruption.

The 2022 Governance Index score is 0.53. This means there is moderate application of good governance indicators of participation, transparency, accountability, Rule of Law and control of corruption.

However, from individual governance indicator assessment, it is observed that the application of participation and control of corruption is comparatively higher; and that in control of corruption in the country, the application of the good governance indicator of Rule of Law is the most applied, with transparency being the least applied.

Further, the perceptual rating of the problem of corruption in public offices in the past 12 months compared to a year ago is that the problem has been decreasing; and, fewer individuals in 2022 perceive the problem of corruption as increasing when compared to 2019, as a 50.8 percentage point decrease in perceptions of whether the problem of corruption is increasing is evident.

4.6 Knowledge Behaviours and Reporting

Corruption knowledge, behaviours and reporting is that on what constitute an act of corruption, bribery and abuse of office are prominent. However, a 20.2 percentage point reduction in noting bribery and 11.8 percentage point increase in noting theft of public money is observed when compared to 2019.

Awareness of the existence Integrity Committees is concerningly low, as 61.3% of the Exit Polls Survey respondents are not aware. And, comparatively more among women than among males are not aware of Integrity Committees.

Notable is that awareness of Integrity Committees is higher among those employed in the public and private sector; while the contrary, lack of awareness, is most common among the self-employed, students and the unemployed.

Further, it is observed that although experiences of unethical behaviours in the selected public institutions is relatively low, and reporting unethical behaviour or corruption experienced to an Integrity Committee is at an undesirable level.

In the same vein, reporting a Bribe Seeking Incident (BSI) when seeking a public service is concerningly low. Only 4.6% of 373 respondents are observed to have reported.

Bribe offer or an inducement of any kind to a public officer to illegally circumvent prescribed or expected procedures when seeking a public service is rife. It is observed that 11.8% or 215 of 1,829 Survey respondents offered a bribe to a public officer.

However, when compared to 2019, bribe offer incidences in 2022 dropped by 5.4 percentage points. And, while in 2019, 98.3% incidents of bribe offer acceptance were observed, in 2022 offer acceptance is observed to be 99.1%. This represents a marginal 0.8 percentage point improvement in bribe acceptance.

Administrative and management staff in public institutions and law enforcement officers are observed to be the most likely to accept a bribe offer; and the behaviour is relatively most frequent in Zambia Police Services, health services and RTSA. The most dominant reason for bribe offer is to avoid delays (63.1%).

Seemingly an individual's knowledge that corruption negatively affects individuals' access to public services is in and of itself not a deterrence to bribe pay and offer behaviours. For, in 99.2% incidences of a bribe solicited being paid and in 98.6% bribe offer incidents, the individuals were aware of the negative effects of corruption.

Governance factors that promote corruption in the country are mostly perceived to be because public sector employment is political and not based on merit, there are violation of rules by individuals with political connections, mechanisms for Government accountability remain ineffective as whistleblowers are targeted, perpetrators of corruption are rarely caught and severely punished, and that rules and regulations related to functioning of the public sector are either selectively or poorly implemented.

4.7 Demographic Dimensions of Bribery Experiences

The demographic dimensions of probability and prevalence of bribery experience are that experiences of a Bribe Seeking Incident (BSI), which is a bribe being solicited during a Service Seeking Interaction (SSI) have no significant gender variances, as 10.2% among women and 14.9% among males experienced a Bribe Seeking Incident (BSI).

However, with respect to prevalence of a bribery experience or Paid Bribe Incidents (PBI), the experience is more among males (60.8%) than among women (57.1%). In addition, Paid Bribe Incidents (PBI) is relatively common among individuals in the age cohort less than 35 years old 56 to 65 years old; individuals that are single and those that are widowed; those that have completed secondary school and tertiary; among those that are self-employed and employers in the transport sector; and, among those whose monthly income is K5,001 to K7,500 and among those above K7,500. Most notable is that Paid Bribe Incidents (PBI) is most pronounced among those that are self-employed and employers in the transport sector.

Corruption reporting of a bribe seeking incident is concerningly less among women (34.4%), than among males (65.6%).

Bribe offer or an inducement of any kind to a public officer to illegally circumvent prescribed or expected procedures when seeking a public service is observed to have marginal gender skewness towards males as it is observed that whereas among women 10.1% offered a bribe, among men it is 13.1%. In addition, bribe offer behaviours are most observed among individuals that are 36 to 55 years old, individuals in the public sector (37.0%) and those self-employed in the transport sector (35.6%).

Further, there is a consistent general trend that individuals irrespective of their demographic groupings offer bribes despite being sufficiently aware that corruption negatively affects individuals' access to public services.

Lastly, the probability of a bribery experience is observed to be comparatively lower among respondents in rural areas, than in urban areas, but the prevalence of bribery experiences or the percentage number of individuals that paid bribes relative to the total number of observed Bribe Seeking Incidents (BSI) is slightly higher among rural respondents (69.6%) than urban ones (63.2%).

5.0 EMERGING ISSUES AND RECOMMENDATIONS

5.1 Public Procurement and Corruption

Emerging Issue	Recommendation	Responsibility
The modes through which suppliers have knowledge of tender notices are still mostly traditional means (advertisements at institutions and newspapers).	Enhance knowledge of E-GP to enable a higher usage uptake.	ZPPA Procurement Entities CSOs
Transparency in procurement procedures is moderate.	Enhance transparency in public procurement procedures	ZPPA Procurement Entities
Solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders are sometimes issued.	Ensure that the solicitation documents are always issued.	
Companies that bid for public contracts are not all treated equally.	Ensure that companies that bid for public contracts are all treated equally.	ZPPA Procurement Entities LEAs
Existence of institutional challenges of coordination and cooperation between agencies.	Strengthen coordination and cooperation between agencies in public procurement	
Most experienced corruption vulnerabilities are delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process, and collusion between contractors and supervising officials.	Reduce corruption vulnerabilities due to delayed payments, abuse of non-competitive procedures, conflict of interest in the approval process, and collusion between contractors and supervising officials.	ZPPA Procurement Entities ACC and other LEAs
Bribery experiences are comparatively higher in Ministry of Health (HQ) and Road Development Agency (RDA).	Adopt target oriented strategies that are customised anti-corruption services.	

5.2 State of Bribery

Emerging Issue	Recommendation	Responsibility
The percentage number of individuals that paid a bribe that was solicited when seeking a public service is concerningly high (62.6%).	Adopt target oriented strategies that are customised anti-corruption services for different public institutions, which learn from institutions wherein the likelihood of paying a bribe solicited is minimal or nonexistent.	ACC TIZ
Noticeable slight increase in cases of sextortion.		

5.3 Services Most Prone to Bribery in Selected Institutions

Emerging Issue	Recommendation	Responsibility
There are bribery points of public service delivery in Zambia Police Service, Road Transport and Safety Agency (RTSA), Local Authorities (Councils), Ministry of Education, and Zambia Electricity Supply Company (ZESCO) where bribes solicited (probability) are all nearly paid (bribery prevalence).	Adopt specific target oriented public service provision interventions that are customised anti-corruption services for Zambia Police Service, Road Transport and Safety Agency (RTSA), Local Authorities (Councils), Ministry of Education, and Zambia Electricity Supply Corporation Limited (ZESCO).	Zambia Police Service RTSA Local Authorities (Councils) MoE ZESCO ACC TIZ

5.4 Measurement of Bribery

Emerging Issue	Recommendation	Responsibility
Although, there are evident marginal downward trends in bribery experiences which mean improvement in some public institutions, however, this is likely negated by the equally marginal upward trends in some other institutions. These observed increases in the likelihood of paying a bribe solicited in some institutions are despite anti-corruption interventions of service charters and Integrity Committees being in place.	Strengthen target oriented strategies based on better practices or historical validity of what initiated reduction in bribery experiences in other institutions.	ACC TIZ MPSAs
	Enhance public service seekers' awareness of existence of service charters and Integrity Committees in institutions where they are in place.	

5.5 Measurement of Governance

Emerging Issue	Recommendation	Responsibility
The application of good governance indicators of transparency and accountability in the conduct of public service is low, and can subvert the control of corruption.	Enhance transparency and accountability in the conduct of public service.	MPSAs ACC TIZ

5.6 Knowledge Behaviours and Reporting

Emerging Issue	Recommendation	Responsibility
Government's much heralded control of corruption intervention of Integrity Committees is seemingly an ' <i>unknown</i> ', with the exception that only relatively more persons in the public and private sector are aware of the existence of the intervention.	Enhance service seekers' awareness of existence of Integrity Committees in institutions where they are in place.	ACC TIZ
Women are the least aware of Integrity Committees.	Develop disaggregated demographics target oriented strategies to enhance awareness of Integrity Committees.	
There is evidenced antipathy to corruption reporting, and this is irrespective of whether reporting to an Integrity Committee, a public institution mandated to control corruption or an anti-corruption civil society organisation.	Consolidate partnerships with a multiplicity of stakeholders in the public and private sector and the community to promote probity as a means of (a) Reducing antipathy to corruption reporting; (b) Redressing indulgency in corrupt acts knowing too well that corruption negatively affects individuals' access to public services; and, (c) Creating localised ownership of anti-corruption interventions like Service Delivery Charters and Integrity Committees.	ACC TIZ Other CSOs Community Based Organisations
The most staff levels susceptible to bribe offer acceptance have been identified as administrative and management staff and law enforcement officers.		
Bribe offer acceptance behaviours are most common Zambia Police Services, health services and RTSA.		
Profoundly it has been established that an individual's knowledge that corruption negatively affects individuals' access to public services is not intrinsically a deterrence to bribe pay and offer behaviours.		

5.7 Demographic Dimensions of Bribery Experiences

Emerging Issue	Recommendation	Responsibility
Paid Bribe Incidents (PBI) and bribe offer behaviours continue to be pronounced among those that are self-employed and employers in the transport sector.	Develop target oriented strategies based on <i>better practices</i> to address the persistent experiences of bribery in the transport sector.	ACC TIZ
Women comparatively do not report acts of corruption.	Develop disaggregated demographics target oriented strategies to enhance awareness of corruption reporting mechanisms.	ACC TIZ Other CSOs Community Based Organisations
Individuals in rural areas pay bribes solicited the most.	Scale-up anti-corruption efforts in rural communities.	

Appendix I. Briefs on TI-Z and ACC

1. Transparency International Zambia (TI-Z)

Transparency International Zambia (TI-Z) is a local chapter of the global civil society movement Transparency International (TI), which is dedicated to the fight against corruption and the promotion of transparency, integrity, accountability and generally good governance in the discharge of public functions. TI-Z has a Vision statement of having A Zambia anchored on citizens and institutions of integrity and Mission statement being a leading anti-corruption crusader contributing to Zambia's development based on a culture of integrity, transparency and accountability through the promotion of good governance and zero tolerance to corruption.

Our main goal is to contribute to the reduction of corruption through promotion of good governance in Zambia by upholding the following general organizational objectives:

- (a) To effectively and efficiently play the role of a watchdog institution against corruption and to be catalytic in the promotion of integrity and good governance in Zambia;
- (b) To promote constructive debate and dialogue among various actors on the situation of corruption, good governance and integrity in Zambia;
- (c) To develop sustainable coalitions for the purposes of joint action and enhance information sharing among various stakeholders; and
- (d) To develop the organizational and human capacities of various actors to effectively deal with issues of corruption, good governance and integrity.

TI-Z is currently working to promote transparency, accountability, integrity, democracy, rule of law and human rights. The notion is that once these areas are improved, the prevalence of corruption would reduce. TI-Z is working to influence change at two levels, namely systemic change at institutional and policy levels and attitudinal and behavioural change at personal level focusing on people. The envisaged outcomes of this will be better Institutional processes and structures, policy adoption and amendments, i.e. policy, legal and institutional reforms as well as improvements in implementation and enforcement of policies laws and administrative requirements.

TI-Z is also working to foster attitudinal and behavioural change among people to conform to values of good governance. The idea is to empower people to; be aware of and claim their rights, hold their leaders accountable and act in ethical ways. The envisaged changes out of this will be more community action in demanding transparency, accountability and integrity from duty bearers (leaders and service providers), more activism, petitions and other calls for change, more reporting of grievances and seeking redress against injustice.

2. Anti-Corruption Commission

The Anti-corruption Commission (ACC) is established by the Anti-Corruption ACT No. 3 of 2012. The Corrupt Practices ACT first established the ACC initially⁴¹. The Corrupt Practices ACT was enacted on 24th September 1980, to stiffen penalties for corruption offences, which were hitherto quite weak under the Penal Code⁴². Subsequently, the Corrupt Practices ACT, was repealed and replaced by the Anti-Corruption Commission ACT number 42 Of 1996.

The Anti-Corruption Commission (ACC) is the main body tasked to combat corruption in Zambia. The mandate of the ACC is to prevent and take necessary and effective measures for the prevention of corruption in public and private bodies; to receive and investigate complaints of alleged or suspected corrupt practices, and subject to the directions of the Director of Public Prosecutions, to prosecute those suspected of involvement in corruption; to investigate any conduct of any public and private officer which in the opinion of the Commission may be connected with or conducive to corrupt practices; and to do such things as are incidental or conducive to the attainment of the functions.

The Commission also disseminates information on the evil and dangerous effects of corrupt practices on society; and enlisting and fostering public support against corrupt practices.

⁴¹ ACT No. 14 of 1980

⁴² Chapter 87 of the laws of Zambia

Appendix II. Bribery Experiential and Perceptual Survey Sample Sizes

Computation was based on the following:

District Sample Size

$$\text{Sample size} = \frac{\text{No. of Households}}{\text{Total Number of Households in Target Districts}} * 2000$$

Ward Sample Size

$$\text{Sample size} = \frac{\text{No. of Households}}{\text{Total Number of Households in Selected Ward}} * \text{District Sample Size}$$

In the ward, sampling intervals are computed as $k = N/n$ where N is the total number of households in the ward; n is the number of households selected in the ward.

A. Province/District Sample Size

Province/ District	Sample Size
Central	183
Kabwe	84
Mkushi	99
Copperbelt	234
Masaiti	42
Ndola	192
Eastern	129
Chadiza	32
Chipata	95
Lusaka	2
Luapula	158
Mansa	109
Samfya	49
Lusaka	565
Chongwe	75
Lusaka	490
Muchinga	128
Chinsali	59
Mpika	69
Northern	161
Kasama	120
Luwingu	41
North-Western	142
Kasempa	22
Solwezi	120
Southern	215
Choma	111
Monze	104
Western	85
Kaoma	28
Mongu	57
Grand Total	2000

B. District/Ward Sample Size

District/ Ward	Sample Size
Chadiza	32
Chadiza	16
Chanjowe	10
Kapachi	6
Chinsali	59
Chinsali	7
Ichinga	24
Ituntwe	12
Lubwa	16
Chipata	95
Dilika	25
Kanjala	14
Kapata	27
Msanga	23
Mwami	6
Choma	111
Kulundana	36
Mbabala	9
Moomba	7
Mubula	29
Simacheche	30
Chongwe	75
Chalimbana	5
Chongwe	31
Kanakantapa	5
Madido	34
Kabwe	84
Highridge	18
Kalonga	30
Kaputula	10
Kawama	26
Kaoma	28
Mulamatala	21
Naliele	3
Namafulo	4
Kasama	120
Buseko	15
Chiba	16
Julia Chikamoneka	19
Kupumaula	45
Mulilansolo	25
Kasempa	22
Kamusongolwa	8
Kikonkomene	8
Nkenyauna	6

Lusaka	492
Chainda	27
Chakunkula	33
Kabulonga	63
Kalikiliki	57
Kamwala	36
Kanyama	77
Matero	50
Mpulungu	85
Roma	64
Luwingu	41
Chulungoma	7
Katopola	21
Namukolo	12
Tolopa	1
Mansa	109
Chilwapa	18
Chofoshi	17
Mansa	24
Muchinka	29
Namwandwe	21
Masaiti	42
Chilulu	18
Shimibanga	24
Mkushi	99
Chibefwe	63
Nkolonga	36
Mongu	57
Kaande	4
Katongo	25
Lealui Lower	7
Lealui Upper	15
Lewanika	6
Monze	104
Chisekese	35
Chona	16
Monze Urban	46
Mwanza West	7
Mpika	69
Chishibesonde	13
Lubambala	18
Musakanya	38
Ndola	192
Chichele	43
Kantolomba	20
Skyways	64
Kafubu	38
Kansenshi	27

Samfya	49
Isamba	9
Lupili	22
Mano	18
Solwezi	120
Kamalamba	18
Kapjimpanga	24
Kimasala	47
Rodwell Mwepu	16
Tunvwanganai	15
Grand Total	2000

Appendix III. Exit Polls Selected Institutions and Districts

Institution/ District	Count
Immigration	20
Lusaka	20
LCC	20
Lusaka	20
Mol (Lands Department)	15
Lusaka	15
NCC	20
Ndola	20
PACRA	21
Lusaka	21
PSPF	20
Lusaka	20
RTSA	108
Chipata	20
Choma	15
Lusaka	35
Ndola	23
Solwezi	15
UTH	30
Lusaka	30
ZESCO	90
Chipata	20
Choma	15
Lusaka	20
Ndola	20
Solwezi	15
ZRA	102
Chipata	22
Choma	15
Lusaka	30
Ndola	20
Solwezi	15
Grand Total	446

Appendix IV. 2022 ZBPI Survey Questionnaires

A. Bribery Experiential and Perceptual Survey

2022 Zambia Bribe Payers Index

Household Respondent Survey Questionnaire

Introduction

The 2022 Zambia Bribe Payers Index Survey is being carried out by Transparency International Zambia and the Anti-Corruption Commission. The purpose of the Survey is to establish the extent of bribery in the delivery of public services in Zambia. The findings will be used to inform key policy strategies and approaches that can be adopted by Government and other stakeholders in order to reduce incidences of bribery in the various institutions, and in so doing improve public service delivery.

We would like to assure you that your responses will be treated with the utmost confidentiality and will be used only for the intended purpose. We therefore would like to ask you to be open and free. And we will not take more than 30 minutes of your time.

Please note that you can refuse to answer questions and can withdraw from participating at any time, without having to give a reason.

I have understood the purpose of the 2022 Zambia Bribe Payers Index Survey being undertaken; and, I herein voluntarily consent to be a respondent, and understand that I can refuse to answer questions and I can withdraw from participating at any time, without having to give a reason.

1. Questionnaire No:

2. Research Assistant Name

3. Date and Time of Interview:

INSTRUCTIONS: USE DROP DOWN MENU TO SELECT RESPONSE, WHERE APPROPRIATE

PART 1. Locational Information

Location (You do not have to ask respondent the below)

4. Province

Options | Central | Copperbelt | Eastern | Luapula | Lusaka | Muchinga | Northern | North – Western | Southern | Western |

5. District

Options | Kabwe | Mkushi | Masaiti | Ndola | Chadiza | Chipata | Mansa | Samfya | Chongwe | Lusaka | Chinsali | Mpika | Kasama | Luwingu | Kasempa | Solwezi | Choma | Monze | Kaoma | Mongu |

6. Ward:

PART 2: RESPONDENT DEMOGRAPHICS (ALL QUESTIONS MUST BE RESPONDED TO)

7 Sex of respondent [Male Female]

8 Age of respondent (as at last birthday) [18-25 26-35 36-45 46-55 56-65 66-75 More than 75 No response]

9 Marital status [Single Married Separated Divorced Widowed No response]

10 Area of Residence [High density Medium density Low density Village]

11 Highest level of education attained [Not been to school Primary (Pre-school to Grade 7) Basic (Grade 8 and 9) High school (Grade 10 – 12) Tertiary No response]

12 What is your occupation/current employment status? (Encircle one option that best describes a respondent's main economic activity) [FePub means Formally employed - Public sector/Government FePub: Education FePub: Health FePub: Law Enforcement (LEA - Police, ACC, DEC) FePub: Public Agency, Statutory Body, Commission, Parastatal (Other than LEA) FePub: Other FePvt means Formally employed - Private sector/ Government FePvt: Transport - Trucks FePvt: Transport - Buses, mini-bus, taxi FePvt: Banking (Incl, Micro Financial Services) FePvt: Construction FePvt: Manufacturing FePvt: Retail (other than banking or micro financial services) FePvt: Mining FePvt: Farming Other Sector (Specify) Emp means Employer Emp: Transportation (Trucks, buses, taxis) Emp: Retail/Trading Emp: Construction Emp: Manufacturing Emp: Commercial Farming Other (Specify) Sem means Self-employed (That is, does not have any person in his/her employ) SEM: Trader (other than marketeer) SEM: Small Scale Farmer SEM: Fisherman or woman SEM: Marketeer SEM: Transport - Truck SEM: Transport - Bus SEM: Transport - Car SEM: Transport - Motorbike/Bicycle Student Retired Unemployed No response]

13 Average monthly disposable income (income after taxes) [Less than K 500 K 500 - K 1,000 K 1,001 - K 2,500 K 2,501 - K 5,000 K 5,001 - K 7,500 Over K 7,500 No response]

14 Do you have any disabilities? [YES NO]

PART 3. BRIBERY INCIDENCE, PREVALENCE, FREQUENCY & BRIBE SIZE

SECTION 1. PUBLIC SECTOR SERVICE SEEKING INTERACTION (SSI)

15 In the last 12 months, which public sector institution did you visit or interact with (personally) to seek a public service? Instructions [Zambia Police Service Road Transport and Safety Agency (RTSA) Local Authorities (Councils) Ministry of Education Zambia Electricity Supply Corporation Limited (ZESCO) Ministry of Lands (Land issues only) Road Development Agency (RDA) Judiciary - Local Court Judiciary - Magistrate Court Judiciary - High Court Judiciary - Supreme/ Constitutional Court Health Services (Hospital, Clinic, Health Centre) National Registration Office Ministry of Agriculture Zambia Revenue Authority (ZRA) - Customs Zambia Revenue Authority (ZRA) - Tax Passport Office Immigration Department Ministry of Fisheries and Livestock Ministry of Finance and National Planning Patents and Companies Registration Agency (PACRA) Ministry of Infrastructure, Housing Urban and Development (formerly Works & Supply) National Pension Scheme Authority (NAPSA) Public Service Pensions Fund (PSPF) Zambia Telecommunications Company Limited (ZAMTEL) Zambia Medicines and Medical Supplies Agency (ZAMMSA) National Road Fund Agency (NRFA) (Toll Gates) Ministry of Mines (licensing)] IF RESPONDENT DID NOT VISIT THE INSTITUTIONS 1 TO 5, SKIP TO QUESTION 21.

16 If the institution you visited or interacted with is Zambia Police Service, what was the nature/type of service you sought? [Criminal Investigation Firearm Clearance Interpol/ Motor Vehicle Clearance Police Bond Traffic Related Victim Support Services (e.g., GBV) Other Police Clearance Certificate (e.g., Fingerprints) Other (Specify)]

17 If the institution you visited or interacted with is Road Transport & Safety Agency (RTSA), what was the nature/type of service you sought? [Driver Licensing Driving Offence Enforcement Examination for Certificate of Fitness Licensing of Driving School Licensing of Public Service Vehicle Registration of Motor Vehicle or Trailer Renewal of Driving Licence Vehicle Road Use Licensing (Road Tax) Other (Specify)]

18 If the institution you visited or interacted with is a Local Authority (Council), what was the nature/type of service you sought? [Building Permit Liquor Licensing Outdoor Advertising Property Rates Registration of Births, Marriages & Deaths Subdivision/Consolidation Permit Trading Licensing & Business Permits Vendors Licensing Firearm Licensing Other (Specify)]

19 If the institution you visited or interacted with is within the public education sector, what was the nature/type of service you sought? [College of Education Place Secondary School Place Primary School Place Vocational and Technical College Bursary University Student Loan/ Bursary Examination Results Examination Certificate Registration of Private Education Institution Renewal of Registration of Private Education Institution Other (Specify)]

20 If the institution you visited or interacted with is Zambia Electricity Supply Corporation Limited (ZESCO), what was the nature/type of service you sought? [Faults Reporting Power Application/ Electricity Connections Other (Specify)]

21 How many times did you visit or interact with the public sector institutions you have mentioned? [1 to 2 times 3 to 5 times Over 5 times]

22 Were you asked for a bribe or an inducement of any kind by a public officer(s) during your visit or interaction? [YES NO] If NO, skip to Q30

23 In which ONE public sector institution did public officer(s) or staff demand or ask for bribes most frequently? (Only ONE response allowed) [[Zambia Police Service Road Transport and Safety Agency (RTSA) Local Authorities (Councils) Ministry of Education Zambia Electricity Supply Corporation Limited (ZESCO) Ministry of Lands (Land issues only) Road Development Agency (RDA) Judiciary - Local Court Judiciary - Magistrate Court Judiciary - High Court Judiciary - Supreme/ Constitutional Court Health Services (Hospital, Clinic, Health Centre) National Registration Office Ministry of Agriculture Zambia Revenue Authority (ZRA) - Customs Zambia Revenue Authority (ZRA) - Tax Passport Office Immigration Department Ministry of Fisheries and Livestock Ministry of Finance and National Planning Patents and Companies Registration Agency (PACRA) Ministry of Infrastructure, Housing Urban and Development (formerly Works & Supply) National Pension Scheme Authority (NAPSA) Public Service Pensions Fund (PSPF) Zambia Telecommunications Company Limited (ZAMTEL) Zambia Medicines and Medical Supplies Agency (ZAMMSA) National Road Fund Agency (NRFA) (Toll Gates) Ministry of Mines (licensing)]

24 How many times in the past 12 months were you asked for a bribe by a public officer(s) during your visit or interaction? [1 to 2 times 3 to 5 times Over 5 times]

25 Did you pay the bribe that was asked for by a public officer(s) during your visit or interaction? [YES NO If NO skip to Q30]

26 How many times in the past 12 months did you pay a bribe in any form to a public officer(s) during your visit or interaction? [1 to 2 times 3 to 5 times Over 5 times]

27 In the past 12 months, to which public sector institution, did you pay a bribe in any form to a public officer(s) most frequently? (Only ONE response allowed) [[Zambia Police Service Road Transport and Safety Agency (RTSA) Local Authorities (Councils) Ministry of Education Zambia Electricity Supply Corporation Limited (ZESCO) Ministry of Lands (Land issues only) Road Development Agency (RDA) Judiciary - Local Court Judiciary - Magistrate Court Judiciary - High Court Judiciary - Supreme/ Constitutional Court Health Services (Hospital, Clinic, Health Centre) National Registration Office Ministry of Agriculture Zambia Revenue Authority (ZRA) - Customs Zambia Revenue

Authority (ZRA) - Tax Passport Office Immigration Department Ministry of Fisheries and Livestock Ministry of Finance and National Planning Patents and Companies Registration Agency (PACRA) Ministry of Infrastructure, Housing Urban and Development (formerly Works & Supply) National Pension Scheme Authority (NAPSA) Public Service Pensions Fund (PSPF) Zambia Telecommunications Company Limited (ZAMTEL) Zambia Medicines and Medical Supplies Agency (ZAMMSA) National Road Fund Agency (NRFA) (Toll Gates) Ministry of Mines (licensing)]

28 Approximately, how much was the largest bribe that you paid in the past 12 months to a public officer(s)? [Less than K50 K50-K100 K101-K 250 K251-K500 K501-K1,000 K1001-K2000 Over K2000 In kind - Agricultural commodities In kind - Business commodities In kind - Sexual favours Other (Specify)]

29 From which institution did a public officer(s) demand the largest bribe in the past 12 months? (Only ONE response allowed) [[Zambia Police Service Road Transport and Safety Agency (RTSA) Local Authorities (Councils) Ministry of Education Zambia Electricity Supply Corporation Limited (ZESCO) Ministry of Lands (Land issues only) Road Development Agency (RDA) Judiciary - Local Court Judiciary - Magistrate Court Judiciary - High Court Judiciary - Supreme/ Constitutional Court Health Services (Hospital, Clinic, Health Centre) National Registration Office Ministry of Agriculture Zambia Revenue Authority (ZRA) - Customs Zambia Revenue Authority (ZRA) - Tax Passport Office Immigration Department Ministry of Fisheries and Livestock Ministry of Finance and National Planning Patents and Companies Registration Agency (PACRA) Ministry of Infrastructure, Housing Urban and Development (formerly Works & Supply) National Pension Scheme Authority (NAPSA) Public Service Pensions Fund (PSPF) Zambia Telecommunications Company Limited (ZAMTEL) Zambia Medicines and Medical Supplies Agency (ZAMMSA) National Road Fund Agency (NRFA) (Toll Gates) Ministry of Mines (licensing)]

SECTION 2. THE PRIVATE SECTOR

30 In the last 12 months, which private sector institution did you visit or interact with (personally)? Respondents can, however, be guided. [Banking Construction Manufacturing Micro Financial Services Mining Private Education Retail (other than banking or micro financial services Other Sector (Specify)]

31 How many times did you visit or interact with the private sector institutions you have mentioned? [1 to 2 times 3 to 5 times Over 5 times]

32 Were you asked for a bribe or an inducement of any kind by a member of staff or members of staff in the sector, during your visit or interaction? [YES NO If NO, skip to Q40]

33 In which ONE private sector institution did a member of staff or members of staff demand or ask for bribes most frequently? (Only ONE response allowed) [Banking Construction Manufacturing Micro Financial Services Mining Private Education Retail (other than banking or micro financial services Other Sector (Specify)]

34 How many times in the past 12 months were you asked for a bribe by a member of staff or members of staff in the sector during your visit or interaction? [1 to 2 times 3 to 5 times Over 5 times]

35 Did you pay the bribe that was asked for by a member of staff or members of staff during your visit or interaction? [YES NO If NO, skip to Q40]

36 How many times in the past 12 months did you pay a bribe in any form to a member of staff or members of staff during your visit or interaction? [1 to 2 times 3 to 5 times Over 5 times]

37 In the past 12 months, to which private sector institution, did you pay a bribe in any form to a member of staff or members of staff most frequently? (Only ONE response allowed) [Banking Construction Manufacturing Micro Financial Services Mining Private Education Retail (other than banking or micro financial services Other Sector (Specify)]

38 Approximately, how much was the largest bribe that you paid in the past 12 months to a member of staff or members of staff in the sector? [Less than K50 K50-K100 K101-K 250 K251-K500 K501-K1,000 K1001-K2000 Over K2000 In kind - Agricultural commodities In kind - Business commodities In kind - Sexual favours Other (Specify)]

39 From which sector did a member of staff or members of staff demand the largest bribe in the past 12 months? [Banking Construction Manufacturing Micro Financial Services Mining Private Education Retail (other than banking or micro financial services Other Sector (Specify)]

PART 4. IMPLICATIONS AND CONSEQUENCES OF BRIBE REFUSAL (SEVERITY)

40 If you were asked for a bribe or inducement of any kind, did you get the service after failing or refusing to pay the bribe that was demanded by a public officer or an individual in the private sector? [YES NO]

41 What was the reaction or consequence after you refused to pay the bribe? Service was denied [Service was unnecessarily delayed Service was given promptly Service was given extraordinarily faster Other (Specify)]

42 If you paid the bribe that was demanded by a public officer or an individual in the private sector, did you feel compelled to pay in order to get a service even though you did not want to? [YES NO If NO, skip to Q44]

43 What factors led to you to paying a bribe? [To avoid delays To avoid penalties/sanctions Fear of service denial To reduce costs Lack of information It is a normal trend Other (Specify)]

PART 5. PUBLIC PROCUREMENT PARTICIPATION ACCESS & CORRUPTION

44 Do you own a company registered as a supplier with the Zambia Public Procurement Authority Electronic - Government Procurement (E-GP) or any Public Procurement Entity, that is public institution? [YES NO If YES, skip to Q50]

45 If NO to Question 47, why? [Not aware of Electronic - Government Procurement (E-GP) The process is not user-friendly Will register No response]

46 Which public institution(s) has your company, tendered/bid for the supply of any goods or services in the last 5 years? [Zambia Medicines and Medical Supplies Agency (ZAMMSA) Ministry of Education Ministry of Health - District Ministry of Health - HQ Ministry of Health - Province Road Development Agency (RDA) RTSA ZESCO Local Authorities (Councils) Other (Specify)]

47 How did you come to know that the public institution(s) had issued a tender notice for the supply of goods or services? [Electronic - Government Procurement (E-GP) ZPPA website Newspaper(s) Advert at the institution's offices Other (Specify)]

48 Did you have any bribery experience? [YES - An inducement was solicited YES - I offered an inducement I/O No response]

49 In your opinion/experience and according to general reports, who are the main perpetrators of procurement corruption? [Politically Exposed Persons Suppliers Public procurement officials Investors Elective public officials Other (Specify)]

PART 6. GOVERNANCE

50 In your opinion, do citizens and or individuals actively voice their concerns and engage with Government representatives? (Participation) [YES NO No response]

51 In your opinion, are citizens and or individuals easily able to access information regarding any decisions taken by public officials? (Transparency) [YES NO No response]

52 In your opinion, are all public office decision makers answerable to the public and institutional stakeholders? (Accountability) [YES NO No response]

53 In your opinion, do Law Enforcement Agencies function impartially and recognise the supremacy of law and its equal application to all individuals, including public officers irrespective of their position in Government? (Rule of Law) [YES NO No response]

54 In your opinion, does the Judiciary function impartially and recognise the supremacy of law and its equal application to all individuals, including public officers irrespective of their position in Government? (Rule of Law) [YES NO No response]

55 In your opinion, is the Government doing enough to combat bribery and corruption at an institutional and policy level? (Control of corruption) [YES NO No response]

56 Rank the application of following good governance indicators in combating corruption in Zambia? [Participation Transparency Accountability Rule of Law] Most applied = 1; Moderately applied = 2; Least applied = 3

57 How do you rate the problem of corruption in public offices in the past 12 months compared to a year ago? [Increasing Remained the same Decreasing Don't know]

58 Which of the following governance factors would you say promote corruption in Zambia?[Mechanisms for Government accountability remain ineffective as whistleblowers are targeted Public sector employment is political and not based on merit, and there is a lot of favouritism and nepotism A trend of corrupt practices, especially regarding violation of rules by individuals with political connections Rules and regulations related to functioning of the public sector are either selectively or poorly implemented The media, civil society and private sector do not have the capacity and will to raise a voice demanding transparency and accountability of Government Perpetrators of corruption are rarely caught and severely punished Other (Specify)]

PART 7. CITIZEN CORRUPTION KNOWLEDGE BEHAVIOURS & REPORTING

59 What in your opinion and knowledge constitutes corruption? [Bribery Extortion Abuse of office Theft of public money Gifts during election period Other (Specify)]

60 If in the last 12 months you were asked for a bribe by a public officer(s) or private sector person when seeking a public service, and you did not pay. Why did you not pay the bribe that was asked for? [Had no money I do not condone bribery Other (Specify)]

61 Did you report the demand for a bribe or inducement of any kind? [YES If NO, skip to Q66 NO, I do not know where to report corruption NO]

62 Which institution did you report to? (Only ONE response allowed) [Anti-Corruption Commission Transparency International Zambia Police Public Complaints Commission Zambia Police Service Same institution as the public officer requesting bribe Please specify: Other institution (Specify)]

63 What happened after your reporting?[Received feedback on action to be taken (case referred to another institution, your matter will be investigated or your matter will not be investigated) The matter was investigated and

I was informed of the outcome Problem was solved informally and I was given back the money/gift Have not received a response up to now Other (Specify)]

64 Which of the following statements can best represent your opinion on why you did not report the incidence of bribery?(Do not read out the responses. Listen for a response that approximates the statement. If NONE enter OTHER and seek an explanation) (Only ONE response allowed) [There is no point in reporting corruption because nothing useful will be done about it One can be arrested for reporting corruption There is no law that protects those that report corruption Other (Specify)]

65 In the past 12 months, when seeking a public service from a public institution, did you offer a bribe or an inducement of any kind to a public officer? [YES If NO, end NO]

66 What was the reaction from the officer? [Accepted the bribe Reported me to his/her supervisor Reported me to a law enforcement agency Warned me/ advised me not offer a bribe to a public officer Other (Specify)]

67 If the offer was accepted, what was the position of the public officer you offered a bribe or an inducement of any kind to? (Only ONE response allowed) [An elective office holder Management staff Administrative staff Law enforcement officer Other (Specify)]

68 In which public institution did this bribe offer acceptance occur? (Only ONE response allowed)[Zambia Police Service Road Transport and Safety Agency (RTSA) Local Authorities (Councils) Ministry of Education Zambia Electricity Supply Corporation Limited (ZESCO) Ministry of Lands (Land issues only) Road Development Agency (RDA) Judiciary - Local Court Judiciary - Magistrate Court Judiciary - High Court Judiciary - Supreme/ Constitutional Court Health Services (Hospital, Clinic, Health Centre) National Registration Office Ministry of Agriculture Zambia Revenue Authority (ZRA) - Customs Zambia Revenue Authority (ZRA) - Tax Passport Office Immigration Department Ministry of Fisheries and Livestock Ministry of Finance and National Planning Patents and Companies Registration Agency (PACRA) Ministry of Infrastructure, Housing Urban and Development (formerly Works & Supply) National Pension Scheme Authority (NAPSA) Public Service Pensions Fund (PSPF) Zambia Telecommunications Company Limited (ZAMTEL) Zambia Medicines and Medical Supplies Agency (ZAMMSA) National Road Fund Agency (NRFA) (Toll Gates) Ministry of Mines (licensing)]

69 Approximately, how much was the bribe offer paid to the public officer?[Less than K50 K50-K100 K101-K 250 K251-K500 K501-K1,000 K1001-K2000 Over K2000 In kind - Agricultural commodities In kind - Business commodities In kind - Sexual favours Other (Specify)]

70 Are you aware that corruption negatively affects individuals' access to public services? [YES NO]

71 If YES to Q70, why did you offer a bribe or an inducement of any kind? [To avoid delays To avoid penalties/sanctions To reduce costs It is a normal trend (Everybody does it) Other (Specify)]

END. THANK YOU.

B. Public Procurement Survey – Targeted Suppliers

Consent to Take Part in the Survey

I/we have understood the purpose of the Zambia Bribe Payers Index Survey being undertaken and, I/we herein:

a) Consent voluntarily to be a participant in this Survey and understand that I can refuse to answer questions and I can withdraw from participating at any time, without having to give a reason. b) Understand that taking part in the Assessment involves provision of information on public procurement with respect to integrity; transparency; stakeholder participation; accessibility; E-procurement; oversight and control; and, incidences and vulnerabilities to bribery. c) Understand that information I/we provide, will solely be used for the purposes herein stated in Section 1.0 Introduction. d) Understand that my/our responses will be treated with the utmost confidentiality and will be used only for the intended purpose. e) Give permission that the data collected through my/our responses be used for the purpose only. f) Understand that I/we will be afforded an opportunity to validate the findings, through a validation meeting.

1 Position of Respondent in Company [Owner Other (Specify)]

2 Questionnaire No:

3 Research Assistant Name

4 Date and Time of Interview:

Locational Information

Location (You do not have to ask respondent the below)

5 Province Options | Central | Copperbelt | Eastern | Luapula | Lusaka | Muchinga | Northern | North – Western | Southern | Western |

6 District Options | Kabwe | Mkushi | Masaiti | Ndola | Chadiza | Chipata | Mansa | Samfya | Chongwe | Lusaka | Chinsali | Mpika | Kasama | Luwingu | Kasempa | Solwezi | Choma | Monze | Kaoma | Mongu |

PART 1: RESPONDENT DEMOGRAPHICS

7 Type of Supplier

(as is Registered with ZPPA or any Public Procurement Entity, that is public institution) CAN BE MULTIPLE RESPONSES [Accommodation and Conference Facilities Agricultural Equipment Agricultural Inputs (fertiliser, etc) Air Conditioners and Lifts Building Contractors Car Hire Services Civil Engineering Works/ Consultants Cleaning Materials Computer Hardware & Maintenance Consultancy Services Customs Clearing Electrical and General Hardware Foodstuffs Hospital Equipment and Materials Insurance Mechanical Engineering Works/ Consultants Motor Vehicle Repairs, Service & Maintenance Motor Vehicles Supply and Spare parts Office Equipment Office Equipment Repairs and Maintenance Office Furniture Pharmaceuticals Printing Quantity Surveyors Radio and Communication Equipment Sanitary School Desks and Furniture Stationery and Office Supplies Training Services Uniforms and Protective Clothing Other (specify)]

8 Sex of respondent [Male Female]

9 Age of respondent (as at last birthday) [18-25 26-35 36-45 46-55 56-65 66-75 More than 75 No response]

10 Marital status [Single Married Separated Divorced Widowed No response]

11 Highest level of education attained [Not been to school Primary (Pre-school to Grade 7) Basic (Grade 8 and 9) High school (Grade 10 – 12) Tertiary No response]

12 Average monthly business turnover (Total amount of money a business receives as a result of the sales from goods and/or services over a certain period of time) [Less than K 5,000 K 5,000 - K 10,000 K 10,001 - K 20,000 K 20,001 - K 30,000 K 30,001 - K 40,000 K 40,001 - K 50,000 Over K 50,000 No response]

13 How many individuals does your company employ? (Contract employees, and not casual daily employees) [Less than 5 employees 5 to 10 employees 11 to 20 employees 21 to 30 employees 31 to 40 employees 41 to 50 employees Over 50 employees]

14 Do you have any disabilities? [YES NO]

PART 2. PUBLIC PROCUREMENT PARTICIPATION & ACCESS

15 When did your company register as a supplier of goods and services to public/ Government institutions? [Less than 2 years ago 2 years to less than 5 years ago 5 years to less than 10 years ago 10 years ago and more]

16 How many public/ Government institutions is your company registered with as a supplier of goods and services? [1 2 to 5 6 to 10 More than 10]

17 Is your company registered as a supplier with the Zambia Public Procurement Authority (ZPPA) Electronic - Government Procurement (E-GP)? [YES If YES skip to Q19 NO]

18 If NO to Question 17, why? [Not aware of Electronic - Government Procurement (E-GP) The process is not user-friendly Will register No response]

19 Has your company, tendered/bid for the supply of any goods or services in the last 5 years? [YES If NO skip to Q23 NO]

20 What type of bidding was it? [Open bidding Open selection Limited bidding Limited selection Simplified bidding Simplified selection Direct bidding Direct selection Electronic reverse auction Force account]

21 How did you come to know that the public institution(s) had issued a tender notice for the supply of goods or services? [Electronic - Government Procurement (E-GP) ZPPA website Newspaper(s) Advert at the institution's offices Other (Specify)]

22 Did your company win the tender? [YES NO]

23 In your opinion, to what extent is there free access to public procurement for all qualified companies/business? [Very high High Moderate Low Very low No response]

24 Do you agree that the introduction of the Electronic - Government Procurement (E-GP) has facilitated access to public tenders in public procurement? [Strongly agree Agree Neither agree or disagree Disagree Strongly disagree No response]

PART 3. INTEGRITY, TRANSPARENCY E-PROCUREMENT OVERSIGHT & CONTROL IN PROCUREMENT

25 From your experience, how would you rate procurement officials' performance on implementing public procurement procedures? [Very ethical, honest and professional Moderately ethical, honest and professional Not ethical, honest and professional No response]

26 In your opinion, are public procurement bid/tender notices simple to understand? [Very easy Easy Neutral/ Can not say Difficult Very difficult No response]

27 Would you say you are satisfied that public procurement bid/tender notices are as detailed as possible? [Extremely satisfied Very satisfied Unsure/ Can not say Slightly satisfied Not at all satisfied No response]

28 To what extent would you say that public procurement procedures are transparent? [Very high High Moderate Low Very low No response]

29 Would you say, the introduction of the Electronic - Government Procurement (E-GP) has effected an increase in transparency in public procurement?[Major effect Moderate effect Neutral Minor effect No effect No response]

30 Do you agree that the introduction of the Electronic - Government Procurement (E-GP) has reduced direct interaction between procurement officials and companies in public procurement? [Strongly agree Agree Neither agree or disagree Disagree Strongly disagree No response]

31 How would you rate the procedures for businesses to follow when bidding for a public contract to supply goods and services? [Very simple Simple Too bureaucratic Too complex No response]

32 Are solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders always issued? [Almost always Often Sometimes Seldom Never No response]

33 Would you say that companies bidding for a public contract are treated equally? [Almost always Often Sometimes Seldom Never No response]

34 If you were to lose a contract because the procedure was not implemented according to applicable rules, would you appeal to the ZPPA?[YES NO No response]

35 If NO to Question 34, why wouldn't you appeal? ENTER RESPONSE

36 Are you aware that ZPPA has a Code of Conduct for procurement officers, public officers, bidders and suppliers that seeks to enhance the values and prescribed acceptable standards in the conduct of public procurement? [YES If NO, Skip to Q38 NO]

37 In your opinion, to what extent has the ZPPA Code of Conduct enhanced the values and prescribed acceptable standards in the conduct of public procurement? [To a very large extent Large extent Moderate Small extent Very small extent No response]

PART 4. CORRUPTION IN PUBLIC PROCUREMENT

38 Which of the following procurement corruption vulnerabilities are most experienced in Zambia?(MULTIPLE RESPONSES ALLOWED) [Abuse of non-competitive procedures on the basis of legal exceptions - extreme urgency; contract splitting; non-supported modifications Collusion between contractors and supervising officials Conflict of interest and corruption in the approval process (i.e. no effective separation of financial, contractual and project authorities) Conflict of interest and corruption in the evaluation process (ie. familiarity with bidders over time, personal interests such as gifts) Delayed payments of invoices leading to inducement False or duplicate invoicing for goods and services not supplied Payment for sub-standard goods/services Product substitution or sub-standard work or service not meeting contract specifications Subcontractors and partners chosen in an un-transparent way or not kept accountable Suppliers withhold accurate cost or pricing data in their price proposals, resulting in an increased contract price (i.e. invoice mark-ups)]

39 Which public institution(s) has your company, tendered/bid for the supply of any goods or services in the last 5 years?[Zambia Medicines and Medical Supplies Agency (ZAMMSA) Ministry of Education Ministry of Health - District Ministry of Health - HQ Ministry of Health - Province Road Development Agency (RDA) RTSA ZESCO Local Authorities (Councils) Other (Specify)]

40 Did you have any bribery experience? [YES - An inducement was solicited YES - I offered an inducement NO No response]

41 In your opinion/experience and according to general reports, who are the main perpetrators of procurement corruption? [Politically Exposed Persons Suppliers Public procurement officials Investors Elective public officials Other (Specify)]

END. THANK YOU.

C. Public Procurement Survey - Key Informants

Consent to Take Part in the Survey

I/we have understood the purpose of the Zambia Bribe Payers Index Survey being undertaken and, I/we herein: a) Consent voluntarily to be a participant in this Survey and understand that I can refuse to answer questions and I can withdraw from participating at any time, without having to give a reason. b) Understand that taking part in the Assessment involves provision of information on public procurement with respect to integrity; transparency; stakeholder participation; accessibility; E-procurement; oversight and control; and, incidences and vulnerabilities to bribery. c) Understand that information I/we provide, will solely be used for the purposes herein stated in Section 1.0 Introduction. d) Understand that my/our responses will be treated with the utmost confidentiality and will be used only for the intended purpose. e) Give permission that the data collected through my/our responses be used for the purpose only. f) Understand that I/we will be afforded an opportunity to validate the findings, through a validation meeting.

1 Questionnaire No:

2 Date and Time of Interview:

Locational Information

Location (You do not have to ask respondent the below)

3 Province Options | Lusaka |

4 District Options | Lusaka |

5 Consenting Public Institution/ CSO [Anti-corruption Commission (ACC) Auditor General's Office Ministry of Education Ministry of Health – HQ National Construction Council Road Development Agency (RDA) Road Transport and Safety Agency (RTSA) Zambia Electricity Supply Corporation Limited (ZESCO) Zambia Medicines and Medical Supplies Agency (ZAMMSA) Zambia Public Procurement Authority (ZPPA) Action Aid Alliance for Community Action (ACA) Chapter One Chartered Institute of Purchasing and Supply Consumer Unity and Trust Society (CUTS) Engineers Institute of Zambia (EIZ) OXFAM Zambia Transparency International Zambia (TI-Z)]

Official position of person(s) responding

6 How do you rate your institution's knowledge of public procurement in Zambia? Exceptional [Excellent Very good Good Fair Poor Very poor]

7 Does your institution participate in public procurement? [YES If NO skip to Q9 NO]

8 In what role? Specify

PART 1. PARTICIPATION ACCESS INTEGRITY, TRANSPARENCY E-PROCUREMENT OVERSIGHT & CONTROL IN PUBLIC PROCUREMENT

9 In your opinion, would you say that there is always free participation and access to public procurement for all qualified companies/ businesses? [Always Often Sometimes Rarely Never No response]

10 If Rarely and Never to Question 9, why do you say so? ENTER RESPONSE

11 Do you agree that the introduction of the Electronic - Government Procurement (E-GP) has facilitated participation and access to public tenders in public procurement? [Strongly agree Agree Neither agree or disagree Disagree Strongly disagree No response]

12 If Disagree and Strongly disagree to Question 11, why do you say so? ENTER RESPONSE

13 From your experience, how would you rate procurement officials' performance on implementing public procurement procedures? [Very ethical, honest and professional Moderately ethical, honest and professional Not ethical, honest and professional No response]

14 Would you say that public funds are used in public procurement according to the purposes intended? [Almost always Often Sometimes Seldom Never No response]

15 If Seldom and Never to Question 14, why do you say so? ENTER RESPONSE

16 In your opinion, are public procurement bid/tender notices simple to understand? [Very easy Easy Neutral/ Can not say Difficult Very difficult No response]

17 Would you say you are satisfied that public procurement bid/tender notices are as detailed as possible? [Extremely satisfied Very satisfied Unsure/ Can not say Slightly satisfied Not at all satisfied No response]

18 If Slightly satisfied and Satisfied to Question 17, why do you say so? ENTER RESPONSE

19 To what extent would you say that public procurement procedures are transparent? [Very high High Moderate Low Very low No response]

20 Would you say, the introduction of the Electronic - Government Procurement (E-GP) has effected an increase in transparency in public procurement? [Major effect Moderate effect Neutral Minor effect No effect No response]

21 If Minor effect and Not effect to Question 20 why do you say so? ENTER RESPONSE

22 Do you agree that the introduction of the Electronic - Government Procurement (E-GP) has reduced direct interaction between procurement officials and companies in public procurement? [Strongly agree Agree Neither agree or disagree Disagree Strongly disagree No response]

23 If "Disagree" and "Strongly disagree" to Question 22, why do you say so? ENTER RESPONSE

24 How would you rate the procedures for businesses to follow when bidding for a public contract to supply goods and services? [Very simple Simple Too bureaucratic Too complex No response]

25 Are solicitation documents for all bidders responding to bid notices or are on the shortlist of pre-qualified bidders always issued? [Almost always Often Sometimes Seldom Never No response]

26 Would you say that companies bidding for a public contract are treated equally? [Almost always Often Sometimes Seldom Never No response]

27 If Seldom and Never to Question 26, why do you say so? ENTER RESPONSE

28 Do you think ZPPA provides sufficient regulatory oversight and control of public sector procurement in order to ensure value for money for the public good? [Very sufficient Sufficient Not sufficient Not at all No response]

29 If "Not sufficient" and "Not at all" to Question 28, why do you say so? ENTER RESPONSE

30 Do you agree that the legal framework that regulates public procurement is strongly adhered to? [Strongly agree Agree Neither agree or disagree Disagree Strongly disagree No response]

31 If "Disagree" and "Strongly disagree" to Question 30, why do you say so? ENTER RESPONSE

32 Are there areas in the legal framework that need improvement to ensure maximum combating effort against procurement corruption? [YES NO No response]

33 If YES to Question 32, which areas in particular? ENTER RESPONSE

34 Are you aware that ZPPA has a Code of Conduct for procurement officers, public officers, bidders and suppliers that seeks to enhance the values and prescribed acceptable standards in the conduct of public procurement? [YES NO]

35 In your opinion, to what extent has the ZPPA Code of Conduct enhanced the values and prescribed acceptable standards in the conduct of public procurement? [To a very large extent Large extent Moderate Small extent Very small extent No response]

36 How adequate is the involvement of the Anti-corruption Commission, private sector organisations, civil society and others in public procurement process in promoting Government accountability and fostering trust in public institutions in the country? [Very adequate Adequate Not adequate I am not aware No response]

37 If "Not adequate" to Question 36, why do you say so? ENTER RESPONSE

PART 2. CORRUPTION IN PUBLIC PROCUREMENT

38 Which of the following procurement corruption vulnerabilities are most experienced in Zambia? (MULTIPLE RESPONSES ALLOWED) [Abuse of non-competitive procedures on the basis of legal exceptions - extreme urgency; contract splitting; non-supported modifications Collusion between contractors and supervising officials Conflict of interest and corruption in the approval process (i.e. no effective separation of financial, contractual and project authorities) Conflict of interest and corruption in the evaluation process (ie. familiarity with bidders over time, personal interests such as gifts) Delayed payments of invoices leading to inducement False or duplicate invoicing for goods and services not supplied Payment for sub-standard goods/services Product substitution or sub-standard work or service not meeting contract specifications Subcontractors and partners chosen in an un-transparent way or not kept accountable Suppliers withhold accurate cost or pricing data in their price proposals, resulting in an increased contract price (i.e. invoice mark-ups)]

39 Of these procurement corruption vulnerabilities which FIVE are most experienced in Ministry of Education?

40 Ministry of Health - HQ?

41 Ministry of Health - District Health Office?

42 Ministry of Health - Provincial Health Office?

43 Road Development Agency (RDA)?

44 RTSA?

45 Zambia Medicines and Medical Supplies Agency (ZAMMSA)?

46 ZESCO?

47 What institutional challenges are faced by procurement regulatory and law enforcement agencies when executing their duties in combating procurement corruption? [Inadequate coordination and cooperation between agencies Inadequate training and expertise Inadequate human and technical resources Inadequate financial resources Lack of comprehensive public procurement policies Compromised institutions Other (Specify)]

48 In your opinion/experience and according to general reports, who are the main perpetrators of procurement corruption? [Politically Exposed Persons Suppliers Public procurement officials Investors Elective public officials Other (Specify)]

49 In your opinion, what are the gaps or weaknesses that are being exploited by perpetrators of procurement corruption? How can these be improved?

END. THANK YOU.

D. Exit Polls Survey

Thank you for kindly accepting to spare some of your time for this interview. The Zambia Bribe Payers Index Survey is being carried out by Transparency International Zambia and the Anti-Corruption Commission. The purpose of the Survey is to establish the extent of the public's awareness of existence of Integrity Committees in the selected institutions, and reporting of unethical behaviour or corruption to the Integrity Committees; experiences of reduction in time taken to access a service; and public service user satisfaction. The findings will be used to inform key policy strategies and approaches that can be adopted by Government and other stakeholders in order to improve public service delivery.

We would like to assure you that your responses will be treated with the utmost confidentiality and will be used only for the intended purpose. We therefore would like to ask you to be open and free. And we will not take more than 30 minutes of your time.

Please note that you can refuse to answer questions and can withdraw from participating at any time, without having to give a reason.

I have understood the purpose of the 2022 Zambia Bribe Payers Index Survey being undertaken; and, I herein voluntarily consent to be a respondent, and understand that I can refuse to answer questions and I can withdraw from participating at any time, without having to give a reason.

1. Questionnaire No:

2. Research Assistant First Name

3. Research Assistant Last Name

4. Date of Interview/ Time:

PART 1. Locational Information

Location (You do not have to ask respondent the below)

6. Province

Options | Central | Copperbelt | Eastern | Luapula | Lusaka | Muchinga | Northern | North – Western | Southern | Western |

7. District

Options | Kabwe | Ndola | Chipata | Mansa | Lusaka | Chinsali | Mpika | Kasama | Solwezi | Choma | Mongu |

8. Institution [Chipata General Hospital; Immigration Department; Lusaka City Council; Ministry of Lands (Lands Department); Ndola City Council; Patents and Companies Registration Agency (PACRA); Public Service Pension Fund (PSPF); Road Transport and Safety Agency (RTSA); University Teaching Hospital (UTH); Zambia Electricity Supply Corporation Limited (ZESCO); and, Zambia Revenue Authority]

PART 2: RESPONDENT DEMOGRAPHICS (ALL QUESTIONS MUST BE RESPONDED TO)

PART 2: RESPONDENT DEMOGRAPHICS (ALL QUESTIONS MUST BE RESPONDED TO)

9 Sex of respondent [Male Female]

10 Age of respondent (as at last birthday) [18-25 26-35 36-45 46-55 56-65 66-75 More than 75 No response]

11 Marital status [Single Married Separated Divorced Widowed No response]

12 Area of Residence [High density Medium density Low density Village]

13 Highest level of education attained [Not been to school Primary (Pre-school to Grade 7) Basic (Grade 8 and 9) High school (Grade 10 – 12) Tertiary No response]

14 What is your occupation/current employment status? (Encircle one option that best describes a respondent's main economic activity) [FePub means Formally employed - Public sector/Government FePub: Education FePub: Health FePub: Law Enforcement (LEA - Police, ACC, DEC) FePub: Public Agency, Statutory Body, Commission, Parastatal (Other than LEA) FePvt means Formally employed - Private sector/ Government FePvt: Transport - Trucks FePvt: Transport - Buses, mini-bus, taxi FePvt: Banking (Incl, Micro Financial Services) FePvt: Construction FePvt: Manufacturing FePvt: Retail (other than banking or micro financial services) FePvt: Mining FePvt: Farming Other Sector (Specify) Emp means Employer Emp: Transportation (Trucks, buses, taxis) Emp: Retail/Trading Emp: Construction Emp: Manufacturing Emp: Commercial Farming Other (Specify) Sem means Self-employed (That is, does not have any person in his/her employ) SEM: Trader (other than marketeer) SEM: Small Scale Farmer SEM: Fisherman or woman SEM: Marketeer SEM: Transport - Truck SEM: Transport - Bus SEM: Transport - Car SEM: Transport - Motorbike/Bicycle Student Retired Unemployed No response]

15 Average monthly disposable income (income after taxes) [Less than K 500 K 500 - K 1,000 K 1,001 - K 2,500 K 2,501 - K 5,000 K 5,001 - K 7,500 Over K 7,500 No response]

16 Do you have any disabilities? [YES NO]

PART 4. AWARENESS OF INTEGRITY COMMITTEES

25 Are you are aware that, in this institution, there is an Integrity Committee to which you can report any experiences of unethical behaviour or corruption? [Extremely aware Moderately aware Somewhat aware Slightly aware Not at all aware]

26 Have you ever experienced any unethical behaviour or corruption in this institution? [Yes No]

27 Did you report the unethical behaviour or corruption experienced to the Integrity Committee? [Yes No]

28 If NO to Question 19, where did you report? [Did not report anywhere Reported to - ENTER INSTITUTION]

Appendix V. Disaggregated Listing of Respondent Current Employment/ Occupation

Respondent Occupation	Percent
Employer - Commercial Farming	0.5%
Employer - Construction	0.7%
Employer - Manufacturing	0.6%
Employer - Retail/Trading	5.2%
Employer - Transportation (Trucks, buses, taxis)	1.0%
Employer - Other	3.8%
Formally employed (Private sector) - Banking (Incl, Micro Financial Services)	2.2%
Formally employed (Private sector) - Construction	1.7%
Formally employed (Private sector) - Farming	7.2%
Formally employed (Private sector) - Manufacturing	0.8%
Formally employed (Private sector) - Mining	2.1%
Formally employed (Private sector) - Retail (other than banking or micro financial services)	2.0%
Formally employed (Private sector) - Transport - Buses, mini-bus, taxi	2.3%
Formally employed (Private sector) - Transport - Trucks	1.6%
Public Sector - Education	9.0%
Public Sector - Health	5.9%
Public Sector - Law Enforcement (LEA - Police, ACC, DEC)	2.2%
Public Sector - Public Agency, Statutory Body, Commission, Parastatal (Other than LEA)	2.0%
Public Sector - Other	2.2%
Self-employed - Fisherman or woman	0.5%
Self-employed - Marketeer	8.9%
Self-employed - Small Scale Farmer	5.4%
Self-employed - Trader (other than marketeer)	6.2%
Self-employed - Transportation (Bus)	0.6%
Self-employed - Transportation (Car)	1.1%
Self-employed - Transportation (Motorbike/Bicycle)	0.3%
Self-employed - Transportation (Truck)	0.6%
Unemployed	13.2%
Student	2.1%
Retired	5.1%
No response	2.8%
Grand Total	100.0%

Appendix VI. Service Seeking Interaction (SSI) in Selected Public Institutions

No.	Institution	No. of Interactions	Percent
1	Health Services (Hospital, Clinic, Health Centre)	638	22.3%
2	Immigration Department	13	0.5%
3	Judiciary - High Court	11	0.4%
4	Judiciary - Local Court	67	2.3%
5	Judiciary - Magistrate Court	15	0.5%
6	Judiciary - Supreme/ Constitutional Court	1	0.0%
7	Local Authorities (Councils)	336	11.7%
8	Ministry of Agriculture	50	1.7%
9	Ministry of Education	410	14.3%
10	Ministry of Finance and National Planning	3	0.1%
11	Ministry of Fisheries and Livestock	13	0.5%
12	Ministry of Infrastructure, Housing Urban and Development	2	0.1%
13	Ministry of Lands (Land issues only)	79	2.8%
14	Ministry of Mines (licencing)	9	0.3%
15	National Pension Scheme Authority (NAPSA)	24	0.8%
16	National Registration Office	62	2.2%
17	National Road Fund Agency (NRFA) (Toll Gates)	2	0.1%
18	Passport Office	21	0.7%
19	Patents and Companies Registration Agency (PACRA)	19	0.7%
20	Public Service Pensions Fund (PSPF)	10	0.3%
21	Road Development Agency (RDA)	5	0.2%
22	Road Transport and Safety Agency (RTSA)	290	10.1%
23	Zambia Electricity Supply Corporation Limited (ZESCO)	259	9.0%
24	Zambia Medicines and Medical Supplies Agency (ZAMMSA)	1	0.0%
25	Zambia Police Service	470	16.4%
26	Zambia Revenue Authority (ZRA) - Customs	16	0.6%
27	Zambia Revenue Authority (ZRA) - Tax	33	1.2%
28	Zambia Telecommunications Company Limited (ZAMTEL)	5	0.2%
	Total	2864	100.0%

Appendix VII. Methods of Public Procurement in Zambia

Part V, of the Public Procurement Act, provides for the prescribed methods of procurement. These include:

(a) **Open bidding**

The objective of open bidding is to obtain value for money and promote private sector participation through the maximum possible competition; and is used for the procurement of goods, works and non-consulting services.

(b) **Open selection**

The objective of open selection is to promote private sector participation to obtain the best possible shortlist in order to obtain value for money; and is used for the procurement of all consulting services.

(c) **Limited bidding**

The objective of limited bidding is to obtain competition and value for money to the extent possible where the circumstances do not justify or permit the use of open bidding. Limited bidding is used where the goods, works or non-consulting services are only available from a limited number of suppliers; or there is an urgent need for the goods, works or services and engaging in open bidding would be impractical.

(d) **Limited selection**

The objective of limited selection is to obtain competition and value for money to the extent possible where the circumstances do not justify or permit the use of open selection. And is used where consulting services are only available from a limited number of suppliers or there is an urgent need for the consulting services and engaging in open selection would be impractical.

(e) **Simplified bidding**

The objective of simplified bidding is to obtain competition and value for money to the extent possible, while maintaining economy and efficiency, where the circumstances do not justify the use of open bidding. This is used where the estimated value of the goods, works or non-consulting services does not exceed the prescribed threshold.

(f) **Simplified selection**

The objective of simplified selection is to obtain competition and value for money to the extent possible, while maintaining economy and efficiency, where the circumstances do not justify the use of open selection; and, is used where the estimated value of the consulting services does not exceed the prescribed threshold.

(g) **Direct bidding.**

The objective of direct bidding is to achieve timely and efficient procurement, where the circumstances or value of the procurement do not justify or permit the use of competition. Direct bidding may be used where:

- (i) the goods, works or non-consulting services are only available from a single source and no reasonable alternative or substitute exists;
- (ii) due to an emergency, there is urgent need for the goods, works or non-consulting services making it impractical to use other methods of procurement because of the time involved in using those methods;
- (iii) additional goods, works or non-consulting services must be procured from the same source because of the need for compatibility, standardisation or continuity;
- (iv) an existing contract could be extended for additional goods, works or non-consulting services of a similar nature and no advantage could be obtained by further competition; or
- (v) the estimated value of the goods, works or non-consulting services does not exceed the prescribed threshold.

(h) Direct selection

The objective of direct selection is to achieve timely and efficient procurement, where the circumstances or value of the procurement do not justify or permit the use of competition. Direct selection may be used where:

- (i) the consulting services are only available from a single source and no reasonable alternative or substitute exists;
- (ii) due to an emergency, there is urgent need for the consulting services, making it impractical to use other methods of procurement because of the time involved in using those methods;
- (iii) additional consulting services must be procured from the same source because of the need for compatibility, standardisation or continuity; or
- (iv) an existing contract may be extended for additional consulting services of a similar nature and no advantage could be obtained by further competition.

(i) Electronic reverse auction

The objective of electronic reverse auction, is to enable a procuring entity to seek competitive pricing by inviting pre-qualified suppliers to participate in a realtime dynamic online procurement proceeding. A procuring entity may use electronic reverse auction, if:

- (i) it is feasible for the procuring entity to formulate a detailed description of the subject matter of the procurement;
- (ii) there is a competitive market of bidders anticipated to be qualified to participate in the electronic reverse auction, to ensure effective competition; and
- (iii) the criteria to be used by the procuring entity in determining the successful bid are quantifiable and can be expressed in monetary terms.

And that, a procuring entity shall only qualify to use the reverse auction method if it has:

- (i) a procurement portal; and
- (ii) an appropriate secure software with electronic procurement capabilities and functionalities approved by the Zambia Public Procurement Authority (ZPPA).

(j) Force account

The objective of force account is to permit a procuring entity to use its own resources, equipment and personnel to undertake some construction works, where force account is the only practical method of undertaking those works. The use of force account may be justified where:

- (i) the quantities of work involved cannot be defined in advance;
- (ii) the works are small and scattered or in remote locations for which qualified construction firms are unlikely to bid at reasonable prices;
- (iii) work is required to be carried out without disrupting ongoing operations;
- (iv) risks of unavoidable work interruption are better borne by the procuring entity than by a bidder or supplier; or
- (v) there is an emergency that requires prompt attention.

Note that Section 53 provides for community participation in procurement.

Appendix VIII. Probability of Bribery Experience in Selected Public Institutions

No.	Institution	No. of Interactions	BSI	Probability
1	Health Services (Hospital, Clinic, Health Centre)	638	76	11.9%
2	Immigration Department	13	3	23.1%
3	Judiciary - High Court	11	3	27.3%
4	Judiciary - Local Court	67	17	25.4%
5	Judiciary - Magistrate Court	15	3	20.0%
6	Judiciary - Supreme/ Constitutional Court	1	0	0.0%
7	Local Authorities (Councils)	336	73	21.7%
8	Ministry of Agriculture	50	9	18.0%
9	Ministry of Education	410	77	18.8%
10	Ministry of Finance and National Planning	3	1	33.3%
11	Ministry of Fisheries and Livestock	13	3	23.1%
12	Ministry of Infrastructure, Housing Urban and Development	2	0	0.0%
13	Ministry of Lands (Land issues only)	79	30	38.0%
14	Ministry of Mines (licencing)	9	4	44.4%
15	National Pension Scheme Authority (NAPSA)	24	4	16.7%
16	National Registration Office	62	17	27.4%
17	National Road Fund Agency (NRFA) (Toll Gates)	2	1	50.0%
18	Passport Office	21	8	38.1%
19	Patents and Companies Registration Agency (PACRA)	19	3	15.8%
20	Public Service Pensions Fund (PSPF)	10	5	50.0%
21	Road Development Agency (RDA)	5	0	0.0%
22	Road Transport and Safety Agency (RTSA)	290	87	30.0%
23	Zambia Electricity Supply Corporation Limited (ZESCO)	259	75	29.0%
24	Zambia Medicines and Medical Supplies Agency (ZAMMSA)	1	0	0.0%
25	Zambia Police Service	470	182	38.7%
26	Zambia Revenue Authority (ZRA) - Customs	16	4	25.0%
27	Zambia Revenue Authority (ZRA) - Tax	33	5	15.2%
28	Zambia Telecommunications Company Limited (ZAMTEL)	5	0	0.0%
	Total	2864	690	24.1%

Significance level	0.05
Standard deviation	42.2
Sample size	690
Confidence Interval	3.1

Appendix IX. Prevalence of Bribery Experience in Selected Public Institutions

No.	Institution	BSI	PBI	Prevalence
1	Health Services (Hospital, Clinic, Health Centre)	76	45	59.2%
2	Immigration Department	3	3	100.0%
3	Judiciary - High Court	3	2	66.7%
4	Judiciary - Local Court	17	11	64.7%
5	Judiciary - Magistrate Court	3	3	100.0%
6	Judiciary - Supreme/ Constitutional Court	0	0	#DIV/0!
7	Local Authorities (Councils)	73	39	53.4%
8	Ministry of Agriculture	9	4	44.4%
9	Ministry of Education	77	39	50.6%
10	Ministry of Finance and National Planning	1	1	100.0%
11	Ministry of Fisheries and Livestock	3	1	33.3%
12	Ministry of Infrastructure, Housing Urban and Development	0	0	#DIV/0!
13	Ministry of Lands (Land issues only)	30	20	66.7%
14	Ministry of Mines (licencing)	4	0	0.0%
15	National Pension Scheme Authority (NAPSA)	4	3	75.0%
16	National Registration Office	17	8	47.1%
17	National Road Fund Agency (NRFA) (Toll Gates)	1	1	100.0%
18	Passport Office	8	7	87.5%
19	Patents and Companies Registration Agency (PACRA)	3	2	66.7%
20	Public Service Pensions Fund (PSPF)	5	4	80.0%
21	Road Development Agency (RDA)	0	0	#DIV/0!
22	Road Transport and Safety Agency (RTSA)	87	59	67.8%
23	Zambia Electricity Supply Corporation Limited (ZESCO)	75	42	56.0%
24	Zambia Medicines and Medical Supplies Agency (ZAMMSA)	0	0	#DIV/0!
25	Zambia Police Service	182	134	73.6%
26	Zambia Revenue Authority (ZRA) - Customs	4	2	50.0%
27	Zambia Revenue Authority (ZRA) - Tax	5	2	40.0%
28	Zambia Telecommunications Company Limited (ZAMTEL)	0	0	#DIV/0!
	Total	690	432	62.6%

Significance level	0.05
Standard deviation	28.7
Sample size	432
Confidence Interval	2.7

Appendix X. Confidence Intervals

(a) Probability of Bribery Experience in Selected Public Institutions

Significance level	0.05
Standard deviation	42.2
Sample size	690
Confidence Interval	3.1

(b) Prevalence of Bribery Experience in Selected Public Institutions

Significance level	0.05
Standard deviation	28.7
Sample size	432
Confidence Interval	2.7

(c) Probability of Bribery Experience in Zambia Police

Significance level	0.05
Standard deviation	21.0
Sample size	182
Confidence Interval	3.1

(d) Prevalence of Bribery Experience in Zambia Police

Significance level	0.05
Standard deviation	16.5
Sample size	134
Confidence Interval	2.8

(e) Probability of Bribery Experience in RTSA

Significance level	0.05
Standard deviation	11.9
Sample size	87
Confidence Interval	2.5

(f) Prevalence of Bribery Experience in RTSA

Significance level	0.05
Standard deviation	8.7
Sample size	59
Confidence Interval	2.2

(g) Probability of Bribery Experience in Local Authorities

Significance level	0.05
Standard deviation	6.9
Sample size	73
Confidence Interval	1.6

(h) Prevalence of Bribery Experience in Local Authorities

Significance level	0.05
Standard deviation	4.4
Sample size	39

	Confidence Interval	1.4
(i) Probability of Bribery Experience in Ministry of Education		
	Significance level	0.05
	Standard deviation	5.6
	Sample size	77
	Confidence Interval	1.3
(j) Prevalence of Bribery Experience in Ministry of Education		
	Significance level	0.05
	Standard deviation	3.6
	Sample size	77
	Confidence Interval	0.8
(k) Probability of Bribery Experience in ZESCO		
	Significance level	0.05
	Standard deviation	25.6
	Sample size	75
	Confidence Interval	5.8
(l) Prevalence of Bribery Experience in ZESCO		
	Significance level	0.05
	Standard deviation	11.5
	Sample size	42
	Confidence Interval	3.5
(m) 2022 Aggregate Bribe Payers Index		
	Incidence	
	Significance level	0.05
	Standard deviation	38.4
	Sample size	685
	Confidence Interval	2.9
	Prevalence	
	Significance level	0.05
	Standard deviation	24.7
	Sample size	431
	Confidence Interval	2.3
	Frequency	
	Significance level	0.05
	Standard deviation	21.2
	Sample size	273
	Confidence Interval	2.5

(n) SSI-Based Bribery Index

Probability	
Significance level	0.05
Standard deviation	38.4
Sample size	685
<hr/>	
Confidence Interval	2.9
Prevalence	
Significance level	0.05
Standard deviation	24.7
Sample size	431
<hr/>	
Confidence Interval	2.3

Appendix XI. Calculating the Conventional Aggregate Bribery Index

The Aggregate Bribery Index is computed using the weighted average of three key performance indicators (KPIs). These are:

- (a) *Incidence* - Whether a respondents was asked for a bribe during a visit to or interaction with a selected public institution in the preceding 12 months to seek a public service
- (b) *Prevalence* - Whether a respondents paid the bribe that was demanded; and,
- (c) *Frequency* - In which institution a respondent paid bribes most frequently.

First, the KPI weighted average score for each individual Public Institution is computed, as:

KPI Weighted Average Score

$$= \left[\left(I \frac{\text{Institution Aggregate}}{\sum(\text{No. of Responses})} \right) + \left(P \frac{\text{Institution Aggregate}}{\sum(\text{No. of Responses})} \right) + \left(F \frac{\text{Institution Aggregate}}{\sum(\text{No. of Responses})} \right) \right] * 100$$

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. For an individual institution, this also provides what is termed as the Aggregate Index.

Second, the Overall Aggregate Bribery Index is computed as:

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

Interpreting the Aggregate Bribery Index is twofold.

First, at country level, a KPI Weighted Average Score of, for example 10.0%, means that a public service seeker has a 10.0% likelihood of paying a bribe solicited by a public officer within a specific selected public institutions covered in the Survey.

Second, an Overall Aggregate Bribery Index, for example 50.0%, means that an individual seeking a public service had a 50.0% likelihood of paying a bribe solicited by a public officer from a public institution.

Appendix XII. Calculating the SSI-Based Bribery Index

The Service Seeking Interaction (SSI)-Based Bribery Index is generated from the following:

- (a) Which selected public institution a respondent interacted with in the preceding 12 months to seek services, that is *Service Seeking Interaction (SSI)* or the frequency or how often a service was sought, and not the number of respondents that sought a service or visited an institution;
- (b) Whether a bribe was asked for (demanded) from the respondent during the interaction, that is the *probability of a bribery experience*; and,
- (c) Whether the respondent paid the bribe that was demanded, that is *prevalence of a bribery experience*.

The SSI weighted average score for each individual Public Institution is first computed, as:

$$SSI \text{ Weighted Average Score}_x = \left[\left(\frac{Pb_x + Pv_x}{\sum(Pb_{(All \text{ Institutions})} + Pv_{(All \text{ Institutions})})} \right) \right] * 100$$

Note that, the Weighted Average is multiplied by 100, to reduce it to a percent.

Then, the SSI-Based Bribery Index is computed as:

$$SSI - Based \text{ Bribery Index} = \left[\left(\frac{\sum(SSI \text{ Weighted Average Score}_x)}{\sum(SSI_{(All \text{ Institutions})})} \right) \right] * 100$$

That is, the Index is the sum of the individual institutional weighted average divided by the total SSI in the selected public institutions.

Interpreting the SSI-Based Bribery Index is twofold.

First, at country level, an individual institutional weighted average score of, for example 10.0%, means that a public service seeker has a 10.0% likelihood of either being asked for a bribe or paying a bribe solicited by a public officer during his/her interaction with a specific selected public institution. Second, an SSI-Based Bribery Index of, for example 10.0%, means that an average individual has a 10.0% likelihood of either being asked for a bribe or paying a bribe solicited by a public officer in all interactions with any public institution.

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