



Government of Malawi

# **The Integrity Survey Report**

**An Integrity Assessment Report**

**For**

**The Directorate of Road Traffic and Safety Services (DRTSS)**

**And**

**The Immigration and Citizenship Services (ICS)**

**June 2019**

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## **ABBREVIATIONS AND ACRONYMS**

ACB	Anti-Corruption Bureau
CPA	Corrupt Practices Act
DRTSS	Directorate of Road Traffic and Safety Services
ICS	Immigration and Citizenship Services
NSO	National Statistical Office
UNODC	United Nations Office on Drugs and Crime

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## FOREWORD



The Anti-Corruption Bureau (ACB) is one of the governance institutions of the Republic of Malawi mandated to *take necessary measures for the prevention of corruption in public and private bodies*. For the preventive measures to be successfully implemented by the Bureau, they must be informed through various means including research. Apart from the Governance and Corruption Perception Survey, which is inconsistently carried out, the Bureau in 2017 decided to carry out the Integrity assessment on pilot basis. It is, therefore, the desire of the Bureau to present the first pilot Integrity Assessment survey Report.

The Integrity Assessment survey is geared towards assessing levels of integrity in chosen institutions, in this case, Directorate of Road Traffic and Safety Services (DRTSS) and Immigration and Citizenship Services (ICS).

The report is intended to inform DRTSS and ICS on their levels of integrity from the range of perceived and potential integrity and encouraging them to work towards improving it further through systematic correction and other engagements in order to embrace a meaningful change.

The report is further expected to provide the Bureau and the Government of Malawi with reliable information on the conditions of service delivery and the prevalence of corruption in the aforementioned institutions, as it is based on first-hand experience of corruption and fraud.

The Bureau wishes to undertake the Integrity surveys in more institutions in the subsequent phases.

The Bureau expresses its profound gratitude to the National Statistical Office for their technical assistance and the management of DRTSS and ICS for their contribution toward the survey instrument and processes.

Finally, the Bureau would like to put on record the generous financial support the Malawi Government provided to carry out the Integrity survey.

*Fighting corruption needs a holistic approach that ignites the attainment of a corrupt free Malawi.*

**Reyneck Matemba**  
**Director General**  
**Anti-Corruption Bureau**



## PREFACE



This report presents the findings of the first Integrity survey covering two institutions thus Immigration and Citizenship Services (ICS) and Directorate of Road Traffic and Safety Services (DRTSS). The Integrity survey was designed to measure the levels of integrity in ICS and DRTSS based on surveys of their clientele and employees.

Over the past few years, the two organizations have undertaken reforms to curb corrupt practices when offering services. This report therefore will act as a base to evaluate progress made in preventing corruption as they continue to provide their services in a timely and fair manner.

National Statistical Office is mandated by the Statistical Act 2013 to coordinate and provide guidance in data collection, analysis and dissemination of all official statistics. To this effect, NSO is pleased to work hand in hand with Anti-Corruption Bureau to plan and execute integrity surveys that will help institutions improve on the integrity of their institutions.

I wish to acknowledge the dedication and professionalism portrayed by data collectors, data keyers, NSO and ACB staff; in particular - Mr. Philip Mphakwa Simkonda – Statistician and Mr. Sam Kambani – ACB Senior Corruption Prevention Officer that were directly involved in the planning and execution of the survey. The two officers were supervised by Mr Medson Makwemba -Principal Statistician and Mr Jameson Ndawala - Deputy Commissioner of Statistics. Further acknowledgment should go to ACB editorial team that comprised Katoto Mtambo and Lydia Kawiya Phiri. My gratitude also goes to The Anti-Corruption Bureau for financing the project through their ORT budget.

**Mercy Kanyuka (Mrs)**  
**Commissioner of Statistics**

## SUMMARY OF THE FINDINGS

The Integrity survey is a pilot assessment of integrity that targeted two institutions namely; Immigration and Citizenship Services (ICS) and Directorate of Road Traffic and Safety Services (DRTSS). The survey co-opted responses from both employees herein referred to as internal stakeholders or service providers and the clientele herein referred to as external stakeholders or services users from both institutions. A representative sample of 815 was reached. The Anti-Corruption Bureau (ACB) with technical support from Malawi National Statistical Office (NSO) implemented the pilot Integrity survey with funding from Malawi Government. Some additional funding came from Department for International Development (DFID) through International Centre for Asset Recovery (ICAR).

The Integrity survey was designed to measure the levels of integrity in ICS and DRTSS based on surveys of their clientele and employees. The results serve to encourage ICS and DRTSS to make efforts to prevent corruption and promote citizens' rights in a transparent manner.

The integrity level of ICS and DRTSS is the aggregate of 'Perceived Integrity' and 'Potential Integrity'. The Perceived Integrity reflects the results from personal perception and experienced corruption. On the other hand, Potential Integrity reflects the results from the assessment of the circumstances that may enhance both service providers and users to engage in corrupt practices and focuses on administrative systems, work environment, personal attitude and corruption control measures.

**Personal perception:** The study found out that 61 percent of DRTSS service providers sensed officials take bribes, 44.4 percent of users agreed that bribes are paid out.

The study also found that 38.2 percent of ICS service providers agreed that bribery is demanded for a service to be done, 75.7 percent of service users agreed that a bribe is paid out to officials for a service.

It is very alarming that the study has shown that majority of service providers at DRTSS perceive that some officials take bribe.

**Experienced Corruption:** This is the actual level of corruption as experienced by both service users and providers. The survey established that both ICS and DRTSS service providers and users accepted to have asked or offered a bribe (10.5 percent for DRTSS service providers and 10.3 percent for ICS service providers) and (11.1 percent for DRTSS users and 16 percent for ICS users).

These bribes were often asked for or offered at the beginning of work or service (70.6 percent for DRTSS providers and 85.7 percent for ICS providers).

The main reason for paying or asking for a bribe at DRTSS was to facilitate or speed up the processes of the service (100 percent for DRTSS providers and 86.7 percent for users). For ICS, the need to mitigate or avoid punishment for violating laws and regulations was also cited by ICS service users as specific reason why a bribe was either asked or paid at 42.9 percent. All service providers at ICS said the reason was to facilitate or speed up the processes of the service

**Administrative system:** Good administrative systems are key to reduction of corruption opportunities. Standard administrative procedures at DRTSS are constantly applied. This is evidenced by the responses from both service providers (68 percent) and users (78 percent). While 59 percent of ICS service providers and 44 percent agree that standard administrative procedures are applied.

The level at which standard administrative procedures are perceived to be followed depend on whether they are explained sufficiently when availing the service to users. Majority at 81 percent of DRTSS service users accepted to have been told of the standard administrative procedures compared with 53 percent from ICS. However, 70 and 75 percentages of DRTSS and ICS service providers respectively said they clearly explained the standard administrative procedures to service users.

Use of middlemen popularly referred to as Dobadobas in order to quicken the service has been one of the problems existing in both institutions. On average, at DRTSS, 44 percent of service providers and 55 percent service users indicated that Dobadobas demanded more than MK10, 000 extra cash from service users as compared with 67 percent of service providers and 38 percent of service users from ICS.

**Working environment:** This is a nonfinancial factor affecting morale and motivation. It has been established that unofficial meetings within and beyond the office premise is seen to exist in both institutions. (About 21 percent of providers and 18.5 percent of users at DRTSS) and (16.2 percent of providers and 42 percent of users at ICS) said they had unofficial meetings.

**Personal attitude and behaviour:** This comprise: fairness in performance of duties, expectations of bribe **and** existence of official middlemen-Dobadobas,

The study has revealed that 71 percent of DRTSS service providers and 64 percent of ICS service providers discharge their duties in a fair and impartial manner.

However, the study also found that there are some employees who act like Dobadobas (46 percent for DRTSS and 54 percent for ICS).

**Corruption Control Measures:** Majority of ICS service providers at 66 percent and service users at 88 percent denied hearing of any anti-corruption measures being put in place to curb corruption. This is a clear manifestation of the need to intensify awareness activities.

It is even worse for DRTSS as 74.5 percent of Service providers and 83 percent of users said they had never heard about any integrity committees being put in place at the institution.

## **Recommendation and Conclusion**

The pilot Integrity survey recommend the following:

- a) To extend the tool to other institutions;
- b) Recommend mobilization of adequate resources;
- c) Encourage commitment from institutions under assessment;
- d) Strengthen systems and procedures that can eliminate the involvement of middlemen (dobadobas) and;
- e) Intensify awareness programs even within the institutions

The general findings of the Integrity survey show that both experienced and potential integrity lenses of both ICS and DRTSS are poor.

# CHAPTER 1: INTRODUCTION

## 1.1 Background

Anti-Corruption Bureau (ACB), herein referred as the 'Bureau', in joint collaboration with National Statistical Office (NSO) implemented the 2017-2018 Integrity survey<sup>1</sup> under pilot phase. The Integrity survey<sup>2</sup> is a concept hinged on measuring integrity of specific institutions under scrutiny. Transparency International (2009) defines integrity as the *behaviours and actions consistent with a set of moral or ethical principles and standards, embraced by individuals as well as institutions that create a barrier to corruption*. As for this study, integrity is defined as *stakeholders' perceptions and experiences about the degree to which public officials distance themselves from corruption and bribery* (Anti-Corruption & Civil Rights Commission, 2007).

The Pilot Phase survey targeted two public institutions namely: Immigration and Citizenship Services (ICS) and Directorate of Road Traffic and Safety Services (DRTSS).

Through this report, ICS and DRTSS should be able to understand their level of integrity from the spectrum of perceived and potential integrity. These Departments are expected to work towards improving and enhancing their services through systematic correction and other engagements to embrace a meaningful change.

The report is also expected to provide the Bureau<sup>3</sup> and the Government with reliable information on the conditions of service delivery and the prevalence of corruption in the country, as it is based on the first-hand experience of corruption and fraud.

The Bureau would like to adopt the Integrity survey-Integrity Assessment- by conducting such surveys every two years in more than 10 selected Ministries, Departments and Agencies (MDAs) using either donor funds or Malawi Government - Other Recurrent Transaction (ORT) funds, in partnership with National Statistical Office. This will continually measure integrity and evaluate the anti-corruption measures initiated by respective ministries, departments and agencies (MDAs) based on survey findings.

The Government of the Republic of Malawi under ORT solely funded this Pilot Integrity survey. The survey was coordinated by Corruption Prevention Department of the Bureau with technical support from National Statistical Office. Other departments that facilitated the successful implementation of the survey through collaboration are ICS and DRTSS.

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<sup>1</sup> Integrity survey refers to Integrity Assessment

<sup>2</sup> Integrity survey concept is similar to Integrity Assessment

<sup>3</sup> This refers to Anti-Corruption Bureau or in short ACB

## 1.2 Definitions and Objectives

### 1.2.1 Integrity survey

This Integrity survey or Integrity Assessment measures the levels of integrity in ICS and DRTSS based on surveys of their clientele and employees. It serves to encourage ICS and DRTSS to make voluntary efforts to prevent corruption and promote citizens' rights in a transparent manner. The results of the assessment will be disclosed to the public, and hopefully will contribute to encouraging ICS and DRTSS to improve their services that are found to be prone to corruption. This Pilot Integrity Assessment targeted two institutions and involved 815 internal and external respondents, the largest number of respondents ever reported relative to targeted institutions in the Bureau.

The major reason of carrying out this pilot Integrity survey against the Governance and Corruption Perception Survey is that before the introduction of this pilot Integrity survey, there had been no policy tool for objectively measuring the levels of integrity in ICS and DRTSS. The anti-corruption interventions were solely based on rather vague perception of the status of corruption as reflected in the Governance and Corruption Perception Surveys.

As earlier mentioned in the introduction, this survey defines integrity as *stakeholders' perceptions and experiences about the degree to which public officials distance themselves from corruption and bribery* (Anti-Corruption & Civil Rights Commission, 2007). The study is divided into two categories, namely: **Perceived Integrity** comprising of measuring corruption perceived or experienced by those clients who avail of the service. The **Potential Integrity** comprising of Administrative System-accountability; Working Environment of the Service Providers; Personal Attitude; and Control of Corruption.

### 1.2.2 Definition of Corruption

There is no direct definition of corruption in the Malawi Legal framework, The Corrupt Practices Act (CPA). The CPA defines corruption as doing thing corruptly. The Act defines corruptly as the doing of, or the engaging in, any corrupt practice. The Act defines corrupt practice as:

- a) the offering, giving, receiving, obtaining or soliciting of any advantage to influence the action of any public officer or any official or any other person in the discharge of the duties of that public officer, official or other person;
- b) Influence peddling; and
- c) The extortion of any advantage.

Other sources including Transparency International define corruption as abuse of power for private benefits. It can be classified as grand, petty and state capture depending on the amounts of money lost and the sector it occurs.

### **1.2.3 Integrity survey Objectives**

#### **1.2.3.1 Main Objectives**

The primary objective of the 2017-2018 Integrity survey is to improve public service delivery through the elimination of corruption opportunities in ICS and DRTSS.

#### **1.2.3.2 Specific Objectives**

- To provide base line performance Index that would serve as the benchmark against which ICS and DRTSS can strive to enhance integrity and promote good governance;
- To improve the satisfaction of citizens who are users of public services by preventing corruption in the process of public service delivery and increase transparency in administrative procedures;
- To improve the satisfaction of employee by increasing their pride as a member of either ICS or DRTSS with a high level of integrity; and
- To encourage ICS and DRTSS to make voluntary efforts to prevent corruption and promote citizens' rights in a transparent manner.

### **1.2.4 Scope of The Study**

#### **1.2.4.1 Criteria for Selecting Corruption –Prone Services**

For the service to be categorized as corruption prone service, the following criteria were employed:

- The service that were vulnerable to corruption as per compliment from ICS and DRTSS;
- Services with substantial economic impact for clients as a result of decision/handling of public official in charge;
- Services which cause serious reputational damage to clients as a result of decision/handling of public official in charge; and
- Public service which are highly monopolized and exclusive in terms of the way public officials in charge conduct duties.

### **1.2.5 Reference Period**

The reference period for all the services was nine (9) months (August 2017- April 2018) and all the tabulation was based on the reference period.

## CHAPTER 2: METHODOLOGY

### 2.1 Survey Design

The ideal sample size for a corruption survey as well as other social phenomenon depends on several factors including, prevalence of bribery, the indicators of corruption surveys, anticipated response rates, precision estimates, design marginal of error and confidence level, availability of resources. The following formula was used to come up with an ideal sample size:

$$n = \frac{z^2 \hat{p} (1 - \hat{p})}{e^2} * \frac{DEFF}{r}$$

Where:

**n** = Sample size

**Z**= normal distribution value in statistical tables for a pre-settled confidence (for example, for 95 per cent, 1.96)

**p̂** =proportion of prevalence of bribery was set at 50% (governance and corruption survey, 2013)

**e**=expected marginal of error was set at 0.05

**r**= is response rate is set at 80%

**DEFF** (Design effect) was set at 1.7

*Reference: UNODC, Manual on Victimization Surveys. (2017-18)*

### 2.2 Targeted Organizations and Services

The pilot Integrity survey targeted two Institutions, namely: ICS and DRTSS. A total of 13 services were targeted. Listed ICS services are: New passport; child passport; temporary passport; passport replacement; passport renewal; business permit; temporary permit; residential permit; and employment permit. Listed DRTSS services are: Learners driver's license; new driver's license; driver's license renewal; and driver's license replacement.

### 2.3 Size of Survey Sample.

The sample was a two-stage design method. In the first stage, we identified two key institutions with high perceived corruption (Malawi Governance and Corruption Survey, 2013), have direct contacts with the



clientele. The selected two key institutions were ICS and DRTSS. In the second stage a systematic sample of employees and clientele for the institutions were randomly selected proportional to their size. The allocation of the final sample of 815 respondents was as follows: ICS employees (84); ICS clientele (244); DRTSS employees (325); and DRTSS clientele (162).

Administratively the survey was conducted in the following areas: Blantyre City; Lilongwe City; Mzuzu City; Zomba City and Mangochi District.

## **2.4 Research Instrument: Questionnaire**

A simple questionnaire was used for 2017-18 Pilot Integrity survey; for both the internal stakeholder (employees) and external stakeholder (service users).

The questionnaire had the following fields: Personal Information; Administrative System- Accountability; Working Environment of the Service Providers; Public Official's Behaviour and Attitude; Perception of Corrupt Practices; Control of Corruption; and Personal Experience of Corruption.

## **2.5 Selection and Training of Interviewers**

Bearing in mind the relevance of the role of interviewers within the survey cycle, special attention was given to the recruitment and training of interviewing team. Consideration was on education, those with Malawi School Certificate of Education and work experience, with interpersonal skills, integrity and those who can ensure confidentiality of collected data. The survey employed enumerator who were trained over a period of five days.

## **2.6 Data Collection and Processing**

The Integrity survey fieldwork was carried out by a team comprising of five enumerators and one supervisor which were assigned to the cities and district. A team was assigned a vehicle and a driver. The team was closely supervised by Technical Team from NSO and the Bureau. Data collection was carried out from November 2017 to March 2018. The survey used face to face interviews for the clientele and self-administration for employees and directly collected from the individuals.

All questionnaires were returned to NSO for data processing, which consisted of data entry and cleaning. Data entry was done using the Census and Survey Processing software (CSPRO). The data was processed using STATA, SPSS and Excel for graphing. The lower response rate of ICS employees is due to higher rejection rate.

## **2.7 Building Trust with Respondents**

### **2.7.1 Letter of Introduction**

Advance letters were sent to each institution's Controlling Officer to inform them about the survey objectives, target population and the period of the survey. The questionnaires for both employees and clientele were accompanied by an introductory letter.

### 2.7.2 Informed Consent

Informed consent refers to a respondent's acceptance of the participation in a survey only after being made aware of all the relevant implications, replications and alternatives that she or he is faced with.

consent can be obtained verbally or in writing. In this study informed consent included a description and explanation of the purpose of the study which included how long the respondent will be needed to participate, a description of the procedures, a description of anticipated benefits, the importance of giving truthful answers, disclosure of anonymity and how confidentiality of the data can be maintained. A disclosure of whom to contact with any questions was provided.

### 2.8 Response Rate

**Table 1: Response rate**

<b>Institution</b>	<b>Respondents</b>	<b>Sampled</b>	<b>Interviewed</b>	<b>Response Rate</b>
Directorate of Road Traffic and Safety Services	Employees	325	325	100
	Clients	162	162	100
Immigration and Citizenship Services	Employees	84	68	81
	Clients	244	244	100
<b>Total</b>		<b>815</b>	<b>798</b>	<b>98</b>

# CHAPTER 3: FINDINGS

## 3.1 Overall Integrity

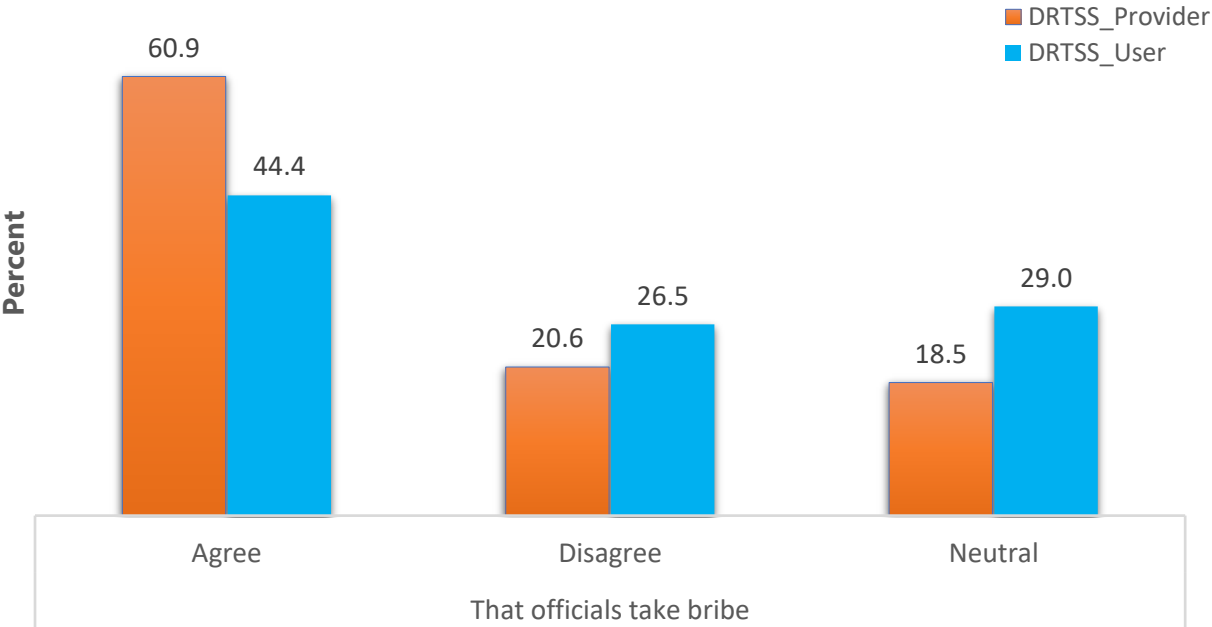
The overall integrity levels between ICS and DRTSS is the aggregate of 'Perceived Integrity' reflecting the personal perception and experience of respondents in terms of corruption and 'Potential Integrity' reflecting the potential factors for corruption as perceived by the respondents. The survey established that the aggregate Perceived Integrity for both institutions is poor.

## 3.2 Perceived Integrity

The perceived Integrity reflected the results from the personal perception and experience of respondents in terms of corruption. Respondents were asked if they sensed or perceived that officials or service users were taking bribes or asking for entertainment directly or indirectly.

The study wanted to know from both service providers and users on how they regard the levels of corrupt practices in the two institutions as regards to officials taking bribes or asking for entertainment.

**Figure 1: Percentage distribution of individuals' perception that officials actually take bribes at Directorate of Road Traffic and Safety Services**

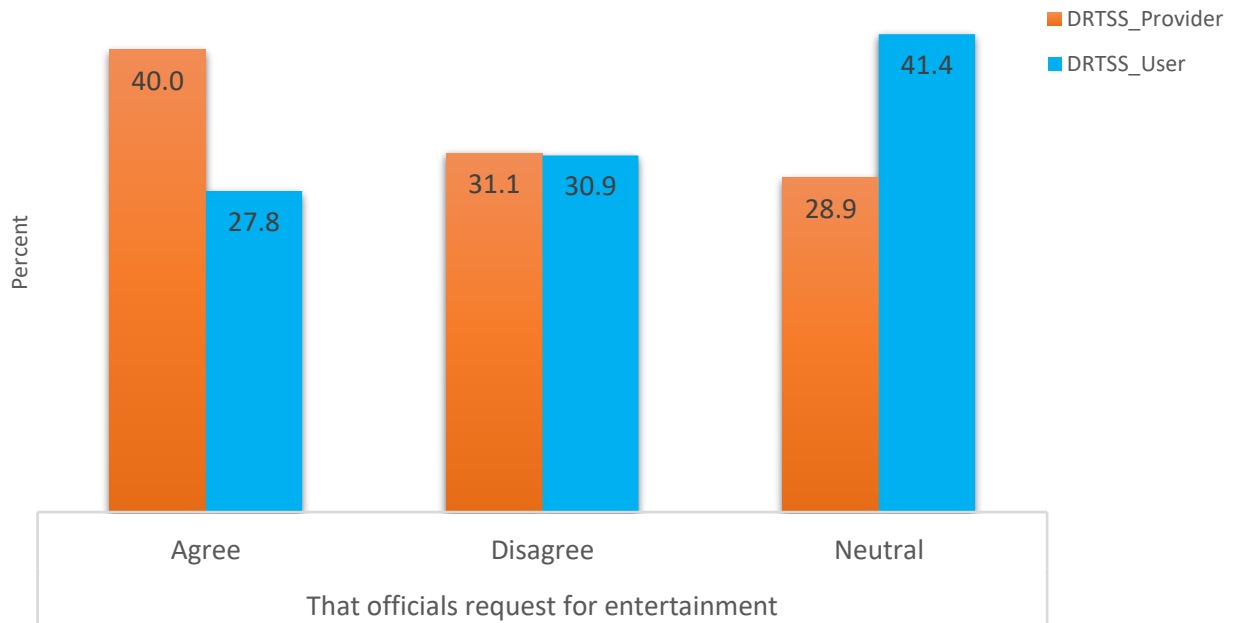


Source: Integrity Survey 2018 - National Statistical Office

Figure 1 above shows that 60.9 percent of service providers interviewed at DRTSS agreed that officials actually take bribes while 44.4 percent of service users agreed officials take bribes. Twenty nine percent of users and 18.5 percent of users could neither agree nor disagree that officials take bribes. Slightly above 20

percent of providers disagreed that officials take bribes (20.6 percent for service providers and 26.5 percent for users).

**Figure 2: Percentage distribution of perception that officials request for entertainment at Directorate of Road Traffic and Safety services**

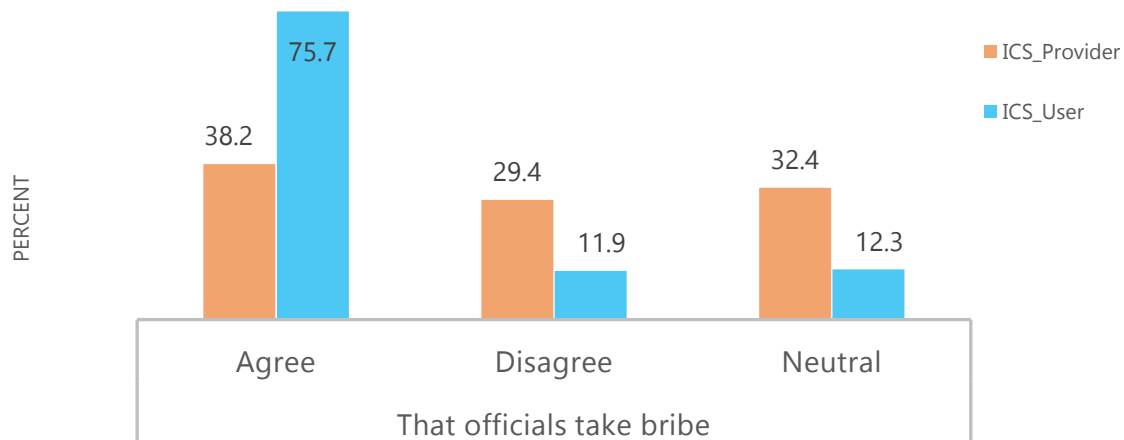


*Source: Integrity Survey 2018 - National Statistical Office*

Figure 2 above shows that a good proportion of users were noncommittal to have known or sensed that officials at DRTSS ask or are offered an entertainment at 41.4 percent compared to 27.8 percent of service users agreed to have sensed or seen officials receiving entertainment.

However, it can be noted from the figure that more of service providers (40 percent) agreed to have sensed officials receiving entertainment payments while more of the service users could neither agree nor disagree.

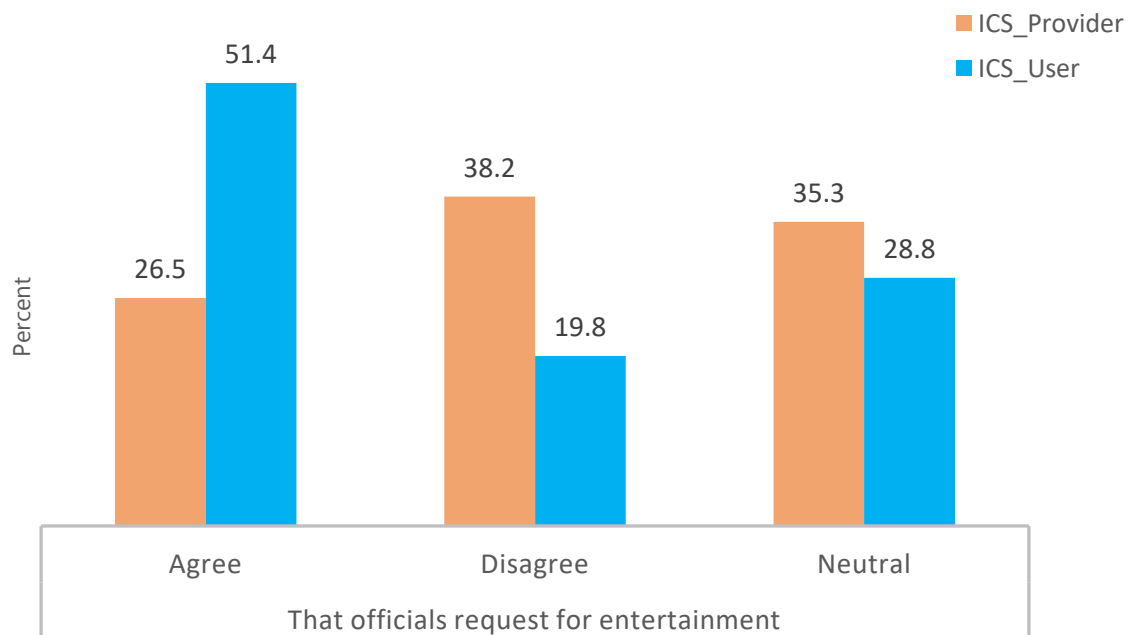
**Figure 3: Percentage distribution of individuals' perception that officials take bribe at Immigration and Citizenship Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 3 above shows that 75.7 percent of service users at ICS perceive that bribes take place at the institution compared to 38.2 percent of service providers. About 12 percent of users and 29.4 percent of providers disagree. A good proportion of service providers could neither agree nor disagree that officials take bribes at ICS.

**Figure 4: Percentage distribution of individuals' perception that officials request for entertainment at Immigration and Citizenship Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 4 above shows that 51.4 percent of users have a feeling that officials ask or are offered entertainment while about 20 percent disagree, and 28.8 percent could neither agree nor disagree.

Majority of service providers (38.2 percent) disagreed that officials at ICS take entertainment payments and a good proportion could neither agree nor disagree.

**3.2.1 Experienced Corruption**

Experienced corruption is the actual level of corruption as experienced by both service users and providers. It composed of amount of bribery/entertainment/gift and frequency of bribery received. Respondents were asked if they had ever offered or asked for a bribe or entertainment, at what time it was offered and how many times the bribe or entertainment was offered.

**Table 2: Percentage distribution of personal experience of corruption and period when the bribe/entertainment was offered**

	Personal experience of corruption			Period when a bribe or entertainment was offered			
	Total	Yes	No	Beginning of work or service	When work was progressing	After completion of work or service	All the above
	Count	%	%	%	%	%	%
ICS_Provider	68	10.3	89.7	85.7	0.0	0.0	14.3
ICS_User	243	16.0	84.0	71.8	23.1	5.1	0.0
DRTSS_Provider	325	10.5	89.5	70.6	20.6	8.8	0.0
DRTSS_User	162	11.1	88.9	83.3	16.7	0.0	0.0

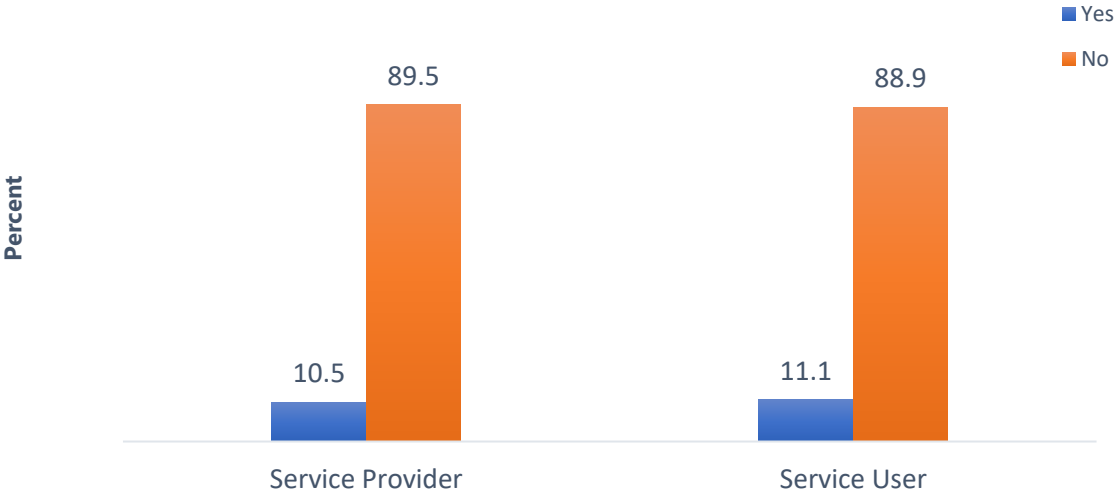
Source: Integrity Survey 2018 – National Statistical Office

Table 1 shows that 10.3 percent of ICS service providers agreed to have received a bribe in order to offer the service compared to 16 percent of the service users. Out of the providers about 85.7 percent of them said they did so at the beginning of the process of the service.

At DRTSS about 11 percent of service providers agreed to have personally received a bribe in order to offer the service and 70.6 percent of these said they received it at the very beginning of work or service.

Of all DRTSS service users interviewed, 11.1 percent agreed that they personally experienced corruption when they applied for the service. Again the majority (83.3 percent) mentioned the beginning of the work as the time they mostly paid the bribe

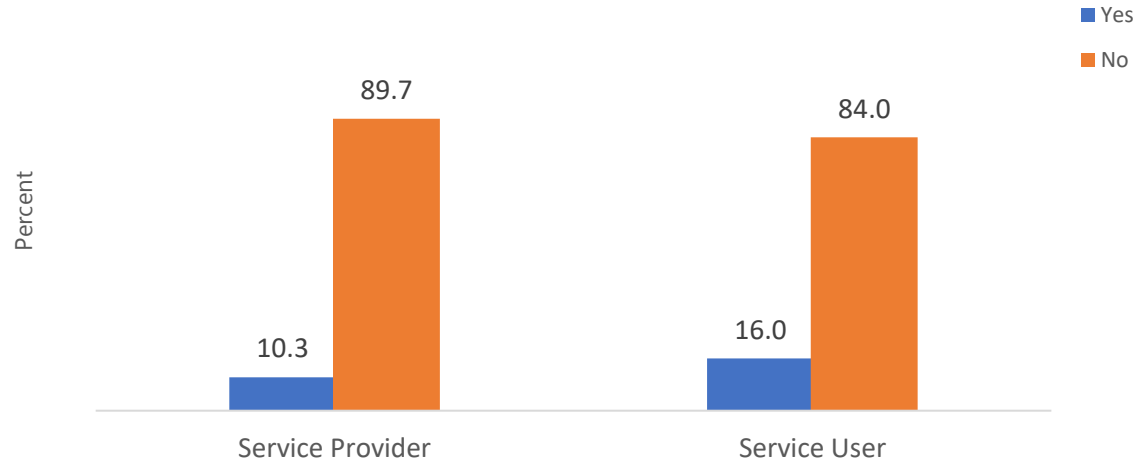
**Figure 5: Percentage distribution of personal experience of corruption at The Directorate of Road Traffic and Safety Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 5 shows that majority of the service providers denied having asked for a bribe. Only 10.5 percent of service provider at DRTSS agreed to have personally received a bribe or an entertainment while 11.1 percent of users agreed to have paid a bribe in order to have their service processed.

**Figure 6: Percentage distribution of personal experience of corruption at Immigration and Citizenship services**



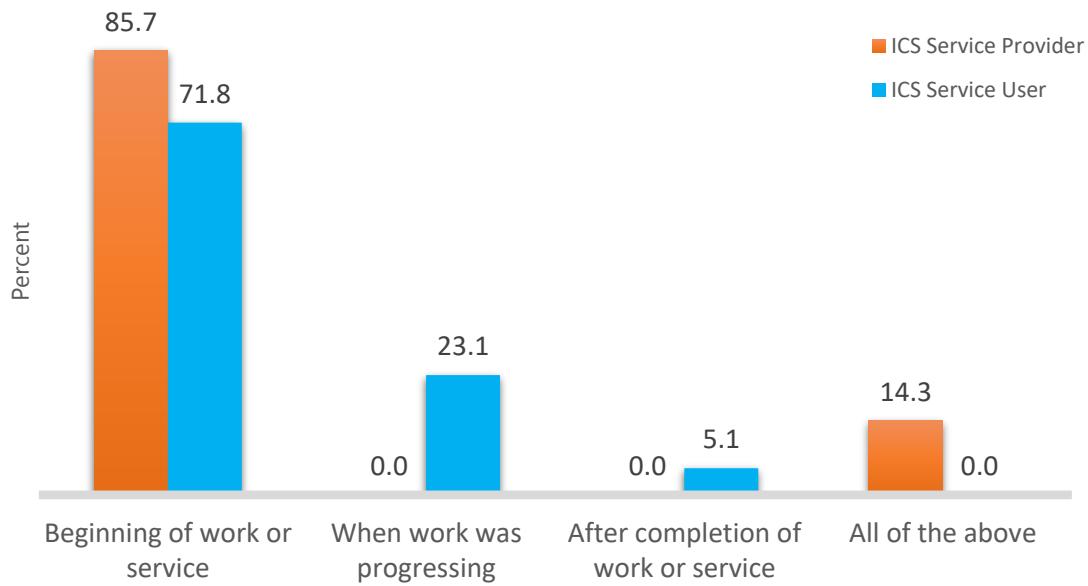
*Source: Integrity Survey 2018 – National Statistical Office*

Figure 6 above shows that majority of the service providers at Immigration (89.7 percent) denied having asked for a bribe. Only 10.3 percent of service providers at DRTSS agreed to have personally received a bribe or an entertainment while 16 percent of users agreed to have paid a bribe in order to have their service processed.

### 3.2.2 Period Corruption is Committed

It takes a prescribed period to have a service processed. The user must go through several processes. Because of this, it is likely that some corrupt practices can come up. Those that agreed to have accepted or offered bribes or entertainment were asked the period when this occurred.

**Figure 7: Percentage distribution of periods a bribe or entertainment was offered or requested at Immigration and Citizenship Services**

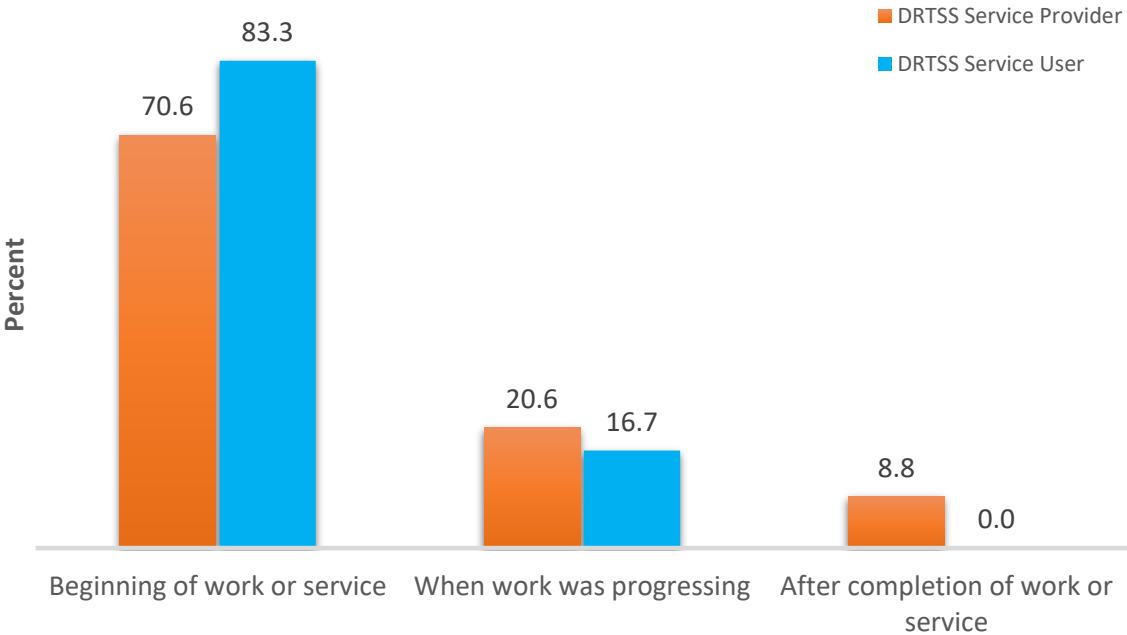


*Source: Integrity Survey 2018 – National Statistical Office*

The Survey established that at the ICS bribes are often times offered at the beginning of the work or service (85.7 percent) for service providers and 71.8 percent for service users. A few service users indicated when work was in progress (about 23.1 percent), after completion of the work (5.1 percent)



**Figure 8: Percentage distribution of periods the bribe or entertainment was offered or requested at Directorate of Road Traffic and Security Services**



*Source: Integrity Survey 2018 – National Statistical Office*

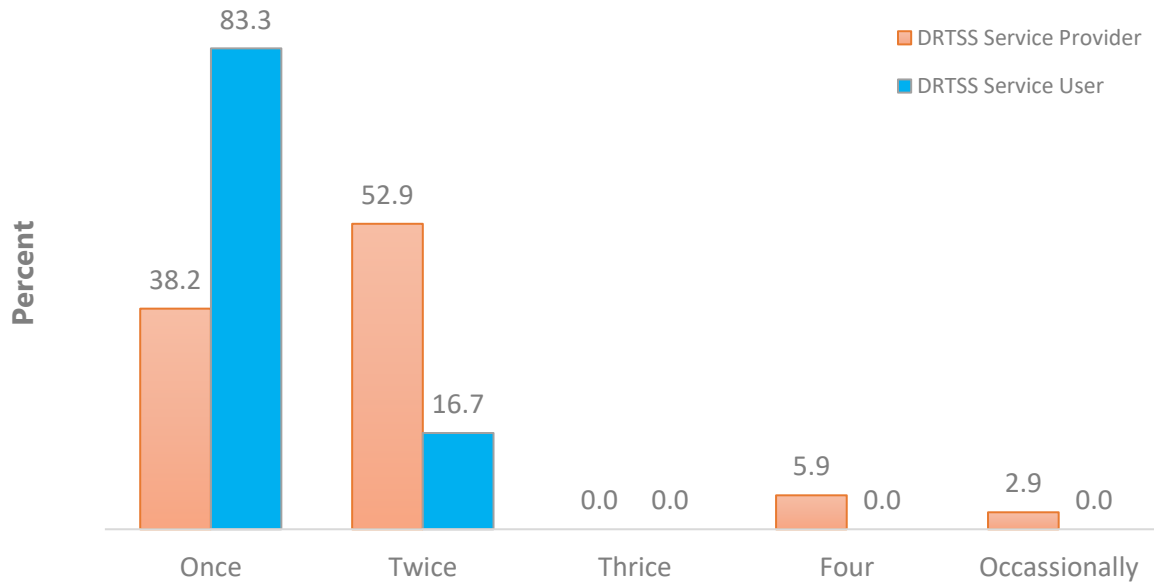
Figure 8 above shows that at the DRTSS 83.3 percent of service users indicated that most bribes are paid at the beginning of the process while the rest mentioned when work was in progress (16.7 percent).

For service providers, 70.6 percent said at the beginning of the service while 20.6 said when work was progressing and 8.8 percent said they received an entertainment after completion of work or service.

**3.2.3 Frequency at which the Corruption takes Place**

In trying to assess how often the corrupt practices take place, respondents were asked to indicate how many times during the processes of the service did they ask or offered a bribe or entertainment.

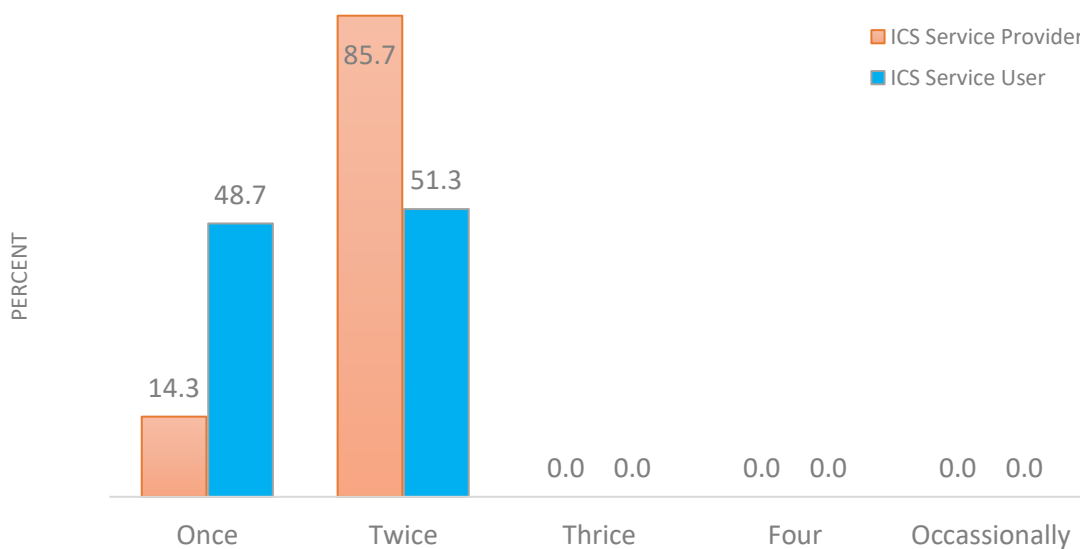
**Figure 9: Percentage distribution of number of times the bribe was offered at The Directorate of Road Traffic and Safety Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 9 above shows that about 83.3 percent of service users at DRTSS indicated that the bribe was offered or asked for only once while 16.7 percent said twice. Majority of service providers (52.9 percent) said they were offered bribes twice seconded by those that said twice (38.2 percent).

**Figure 10: Percentage distribution of number of times the bribe was offered at Immigration and Citizenship services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 10 above shows that at ICS most service providers (85.7 percent) who agreed to have been paid a bribe said they were paid twice. They were followed by those that said they were paid only once (14.3 percent).

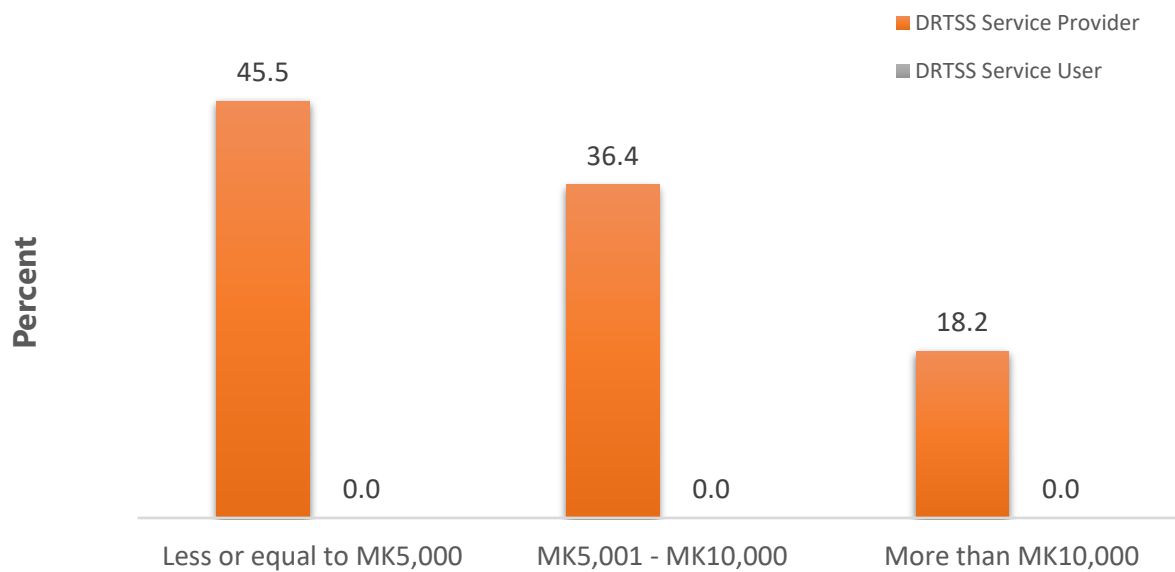
For service users, 51.3 percent said that they had to pay bribe twice 48.7 percent said they paid it only once.

### 3.2.4 Average Amount offered for a Bribe

The following Table shows the average amount of bribery offered during the period under research:

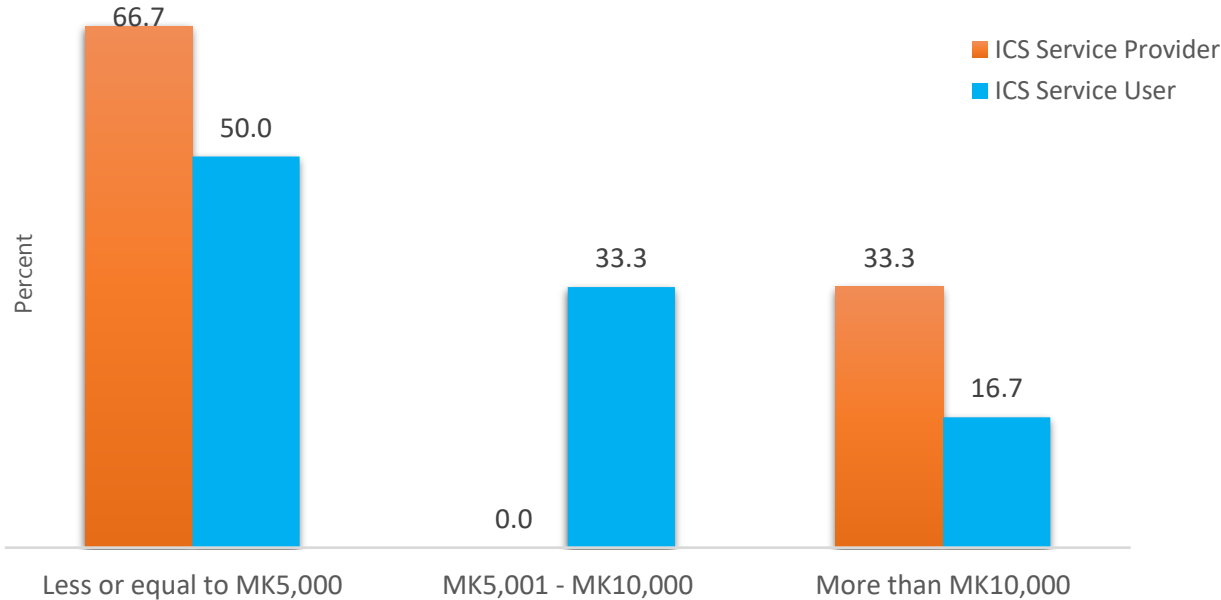
Figure 11 below illustrates that 45.5 percent of service providers at DRTSS said that they received a bribe of less or equal to MK5,000 while 36.4 percent an amount greater than MK5,000 but not more than MK10,000. About 18 percent agreed that an amount of more than MK10,000 was involved. For whatever reasons, all users at DRTSS that agreed to have offered a bribe refused to mention the amounts they paid out.

**Figure 11: Distribution of amounts offered or asked for as a bribe or an entertainment at the Directorate of Road Traffic and Safety Services.**



*Source: Integrity Survey 2018 – National Statistical Office*

**Figure 12: Percentage distribution of amounts offered or asked for as a bribe or an entertainment at The Immigration and Citizenship services.**



*Source: Integrity Survey 2018 – National Statistical Office*

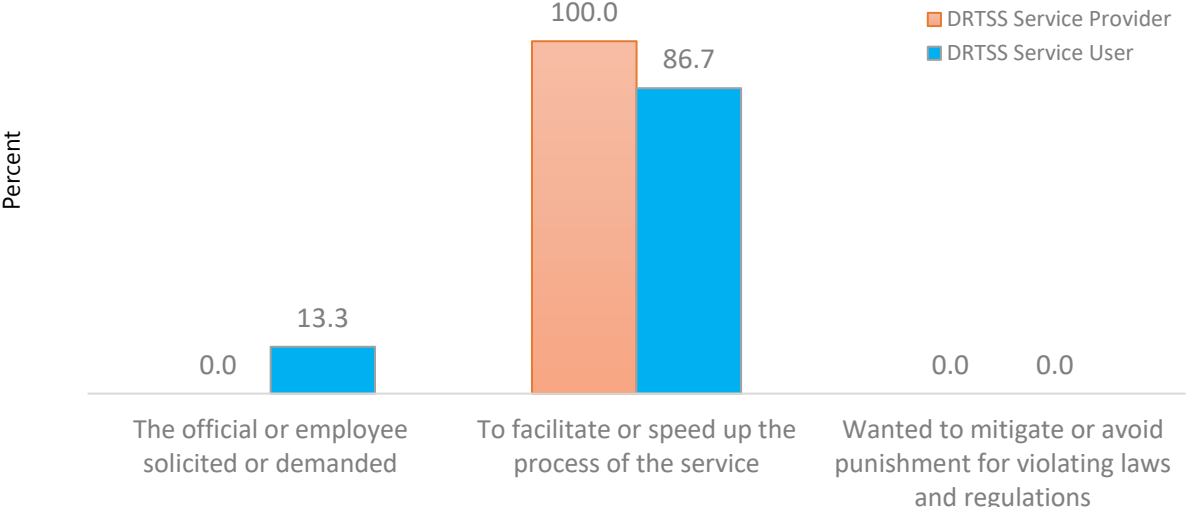
Figure 12 above illustrates that 50 percent of service users at ICS said that they offered a bribe of less or equal to MK5,000 while 33.3 percent an amount greater than MK5,000 but not more than MK10,000 while 16.7 percent mentioned amounts more than MK10,000.

Just like at DRTSS, majority of service providers (66.7 percent) indicated an amount less or equal to MK5,000 and the remainder (33.3 percent) said they received an amount greater than MK10,000.

**3.2.5 Reasons for Offering Bribes**

Since bribery can be offered for various reasons, the study attempted to find out why the respondents offered or asked for bribery. The following figure illustrates reasons for offering bribes:

**Figure 13. Percentage distribution of reasons for asking or offering a bribe or entertainment at Directorate of Road Traffic and Safety Services**

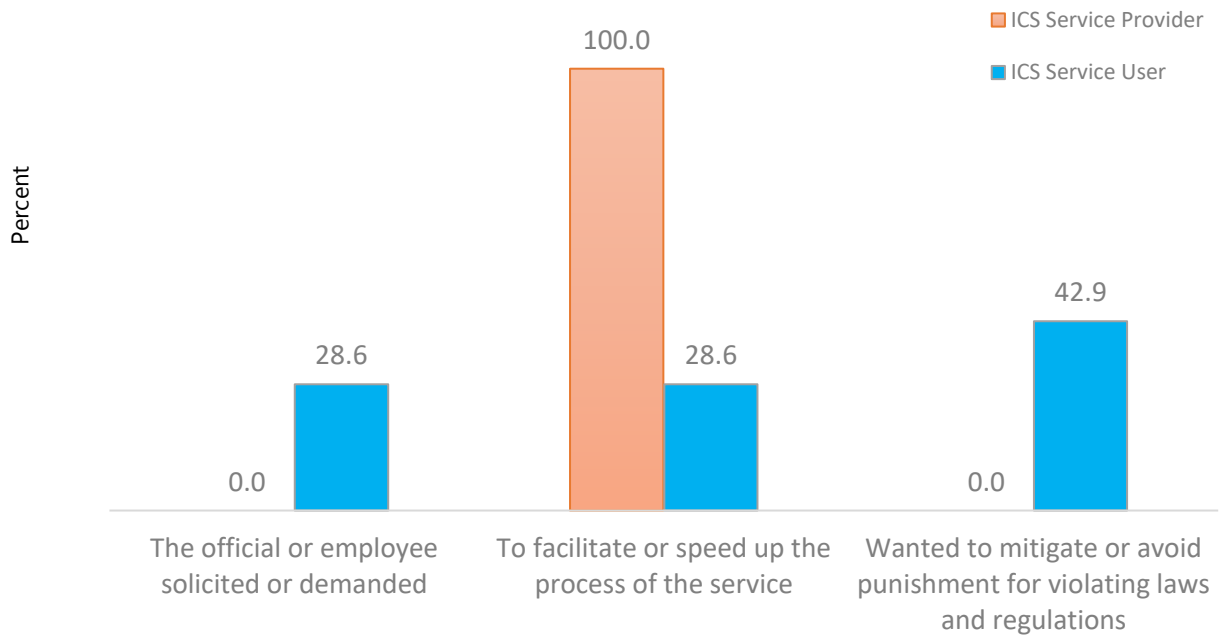


*Source: Integrity Survey 2018 – National Statistical Office*

Figure 13 shows that the majority of service users (86.7 percent) said that they paid the bribe to facilitate or speed up the process of the service and 13.3 percent said they did so because the officials solicited or demanded for it.

All service providers at DRTSS (100 percent) said that they were offered the bribe because the users wanted to speed up the processes of the service.

**Figure 14: Percentage distribution of reasons for asking or offering a bribe or entertainment at Immigration and Citizenship Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Just like at DRTSS, figure 14 shows that at ICS all service providers said that they were paid a bribe because the users wanted to facilitate or speed up the processes of the service.

However most of the service users at ICS (42.9 percent) said that they paid the bribe because they wanted to mitigate or avoid punishment for violating laws and regulations which they apparently violated.

### **3.2.6 Offering Entertainment**

Entertainment is seen to be one among the potential drivers of corruption. It is defined as a form of activity that holds the attention and interest of an audience or gives pleasure and delight. It can be an idea or task or any offering that satisfies one’s delightful moments.

Offering and accepting entertainment / hospitality is deeply embedded in the culture of doing business. Placing restrictions on its use is another best way of improving on integrity of organisations.

Often times service users or providers offer / ask for entertainment as way of speeding up the processes of a service. If this is solicited it will affect the integrity of an organisation in many ways.

The study therefore aimed at establishing if this practice is also rampant in the two institutions. Respondents were asked if they had offered or asked for an entertainment and how much was involved during or after the processing of the service.

**Table 3: Amounts involved in entertainment payments**

	DRTSS		ICS	
	Service Provider	Service User	Service Provider	Service User
	%	%	%	%
Less or Equal to MK5,000	31	33	50	38
MK5,001 - MK10,000	38	33	25	33
More than MK10,000	31	33	25	29

Table 2 above shows that the majority of service providers at DRTSS received entertainment amounts of cash between MK5,001 – MK10,000 (38 percent) seconded by those paying out less or equal to MK5,000 and More than MK10,000 at 31 percent each.

Equal proportion of service providers at 31 percent mentioned less or equal to MK5,000 and More than MK10,000.

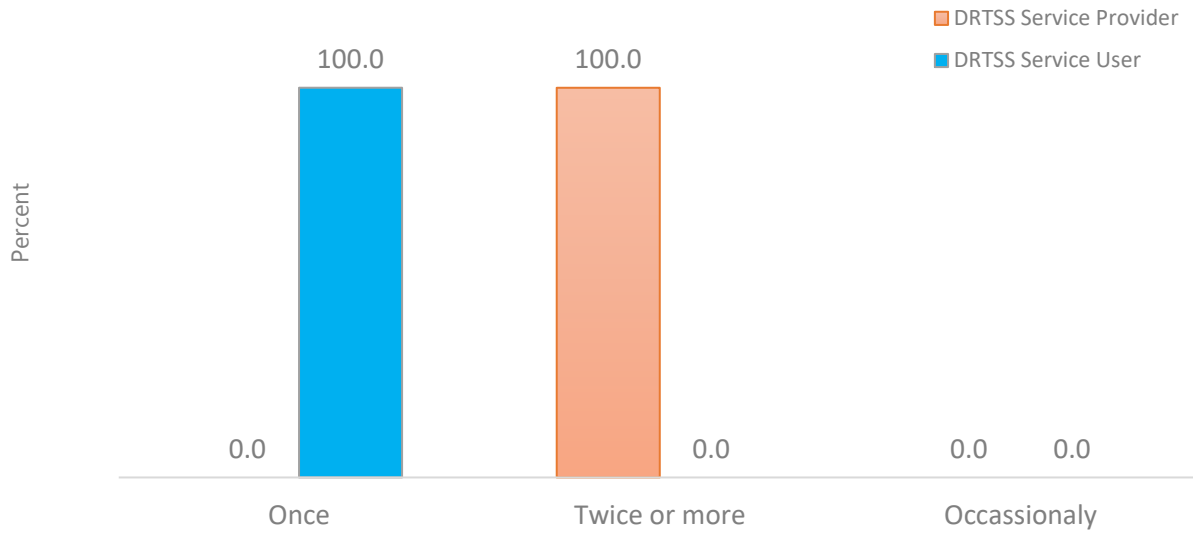
At ICS the half of service providers interviewed mentioned amounts of cash less or equal to MK5,000 while the other half at 25 percent each mentioned MK5,001 – MK10,000 and “More than MK10,000 respectively.

**3.2.7 Offering and asking for Gratuities, Tips, Extras other than Bribes or Entertainment**

A gratuity maybe a sum of money customarily given by a client or customer to a service worker or provider in addition to the basic price. Tipping is commonly given to certain service sector workers for a service performed, as opposed to money offered for a product or as part of a purchase price. The two institutions under study may be prone to this.

The study wanted to establish number of times respondents offered or asked for gratuities/tips/extras apart from bribery.

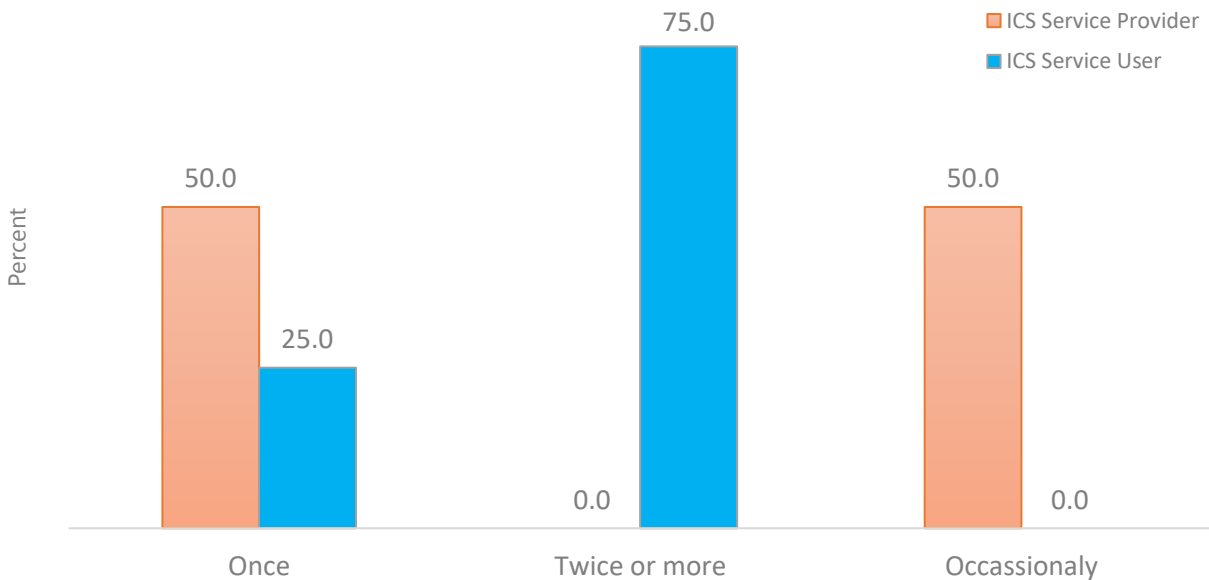
**Figure 15: Percentage distribution of number of times gratuities/tips extras were offered or asked at Directorate of Road Traffic and Safety Services**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 15 above shows all service users (100 percent) said they paid gratuities only once while all service providers indicated that they actually received gratuities twice or more.

**Figure 16: Percentage distribution of number of times gratuities/tips extras were offered or asked at Immigration and Citizenship Services**



*Source: Integrity Survey 2018 – National Statistical Office*



Figure 16 above shows that 50 percent of service providers said they received gratuities only once while the other 50 percent said that they received the gratuities or tips occasionally.

For service users at ICS 75 percent said they paid gratuities or tips twice or more while the rest (25 percent) did so only once.

### 3.2.8 Unofficial Contact Between Service Providers and Service User During the Process of a Service.

This is referred to as additional contacts outside the official meeting hours, within and beyond the office premises including residence, making telephone calls and use of relationships to influence the decision on the officials rendering a service. It's a known fact that these contacts usually initiate corrupt practices.

The study attempted to establish the frequency at which officials were contacted by service users or officials contacting users unofficially during the period in order for the service to be done.

**Table 4: Number of times users contacted the officials or employee before they got the service processed**

	<b>Number of times officials or employees were contacted during the last 12 months to get the service processed</b>				
	Once	Twice	Thrice	Four	Occasionally
	%	%	%	%	%
DRTSS_User	60	15	10	13	2
ICS_User	25	29	22	20	4

The study established that 60 percent of users at DRTSS made unofficial contacts with service providers once before their service was processed compared to 25 percent at ICS. However at ICS majority of users (29 percent) made contacts twice seconded by those that said once (25 percent).

### 3.3 Potential Integrity

Under potential integrity the study tried to look at all issues or circumstances that may enhance both users and service providers engage in potential corrupt practices. The study therefore aimed at looking at the working environment, administrative systems put in place, personal attitude of the service providers and corruption control measures.

#### 3.3.1 Administrative System - Accountability

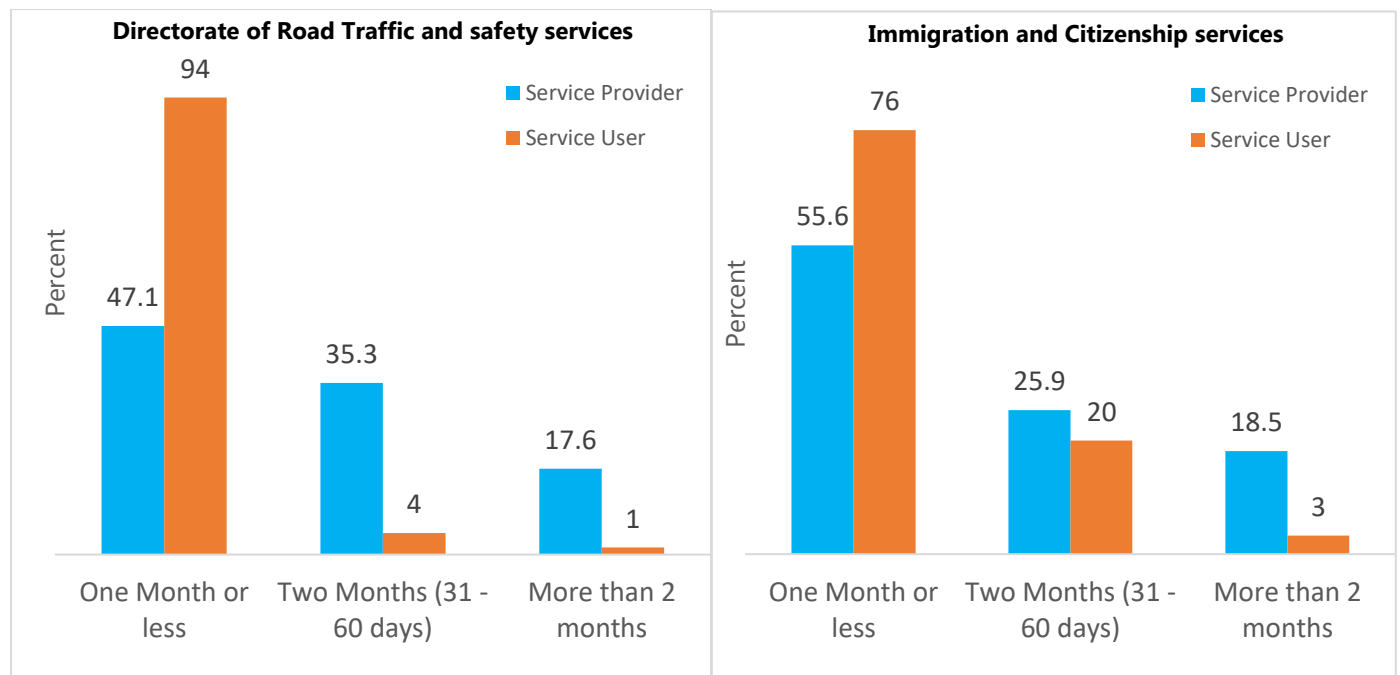
Good administrative system - accountability that institutions put in place may help deter acts of corruption. This constitutes practicability of standards and procedures, existence of external middlemen and the degree to which the information is publicly available and disclosed.

In the study respondents were asked to indicate how long it took them to have their service processed, was all necessary procedures followed, did officials meet their deadlines and the involvement of external or internal middlemen in the processing of the service.

#### 3.3.2 Length of Time to Process the Service

Respondents were asked how long it took them to have the service processed from the time they applied to the actual issuance of the service and whether this was done within the agreed time frame.

**Figure 17: Percentage distribution of average time taken for the service to be issued after an application at DRTSS and ICS**



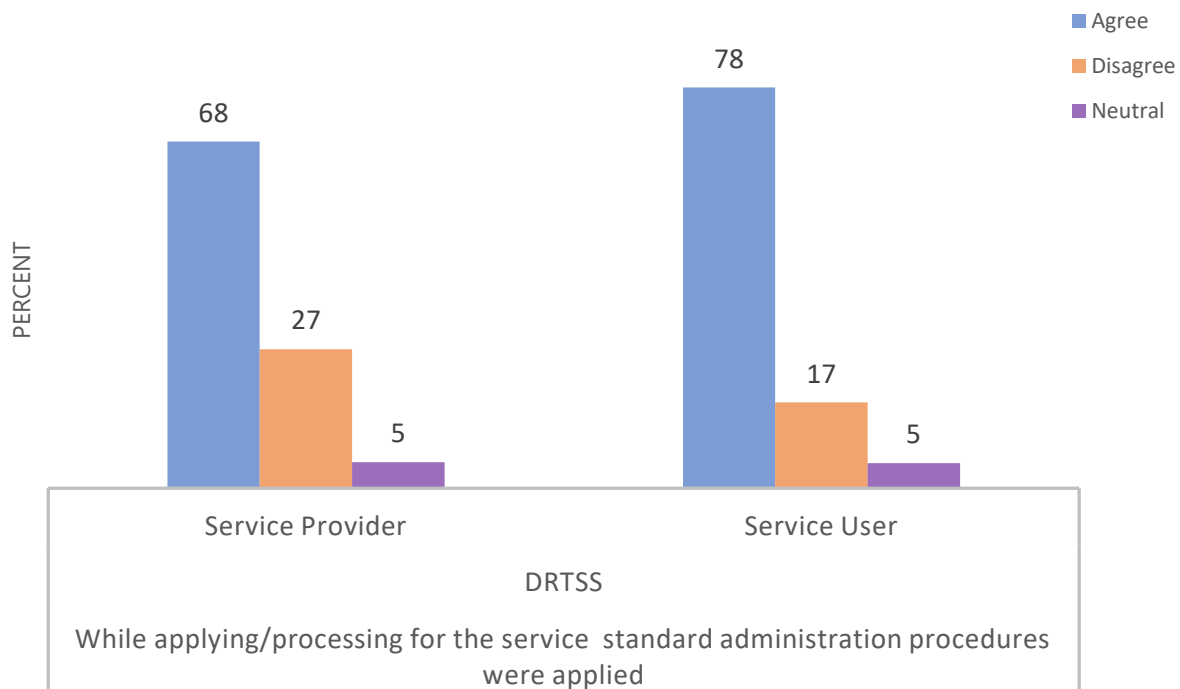
Source: Integrity Survey 2018 – National Statistical Office

Figure 17 above shows that 47.1 percent of service providers at DRTSS said that they were issued with the service within a month or less after they applied compared to 55.6 percent at Immigration and Citizenship services.

At least 35.3 percent of Service providers at DRTSS said within 2 months the service was processed compared to 25.9 percent at ICS.

The majority of users at DRTSS (94 percent) said they got their service issued within a month unlike at ICS (76 percent)

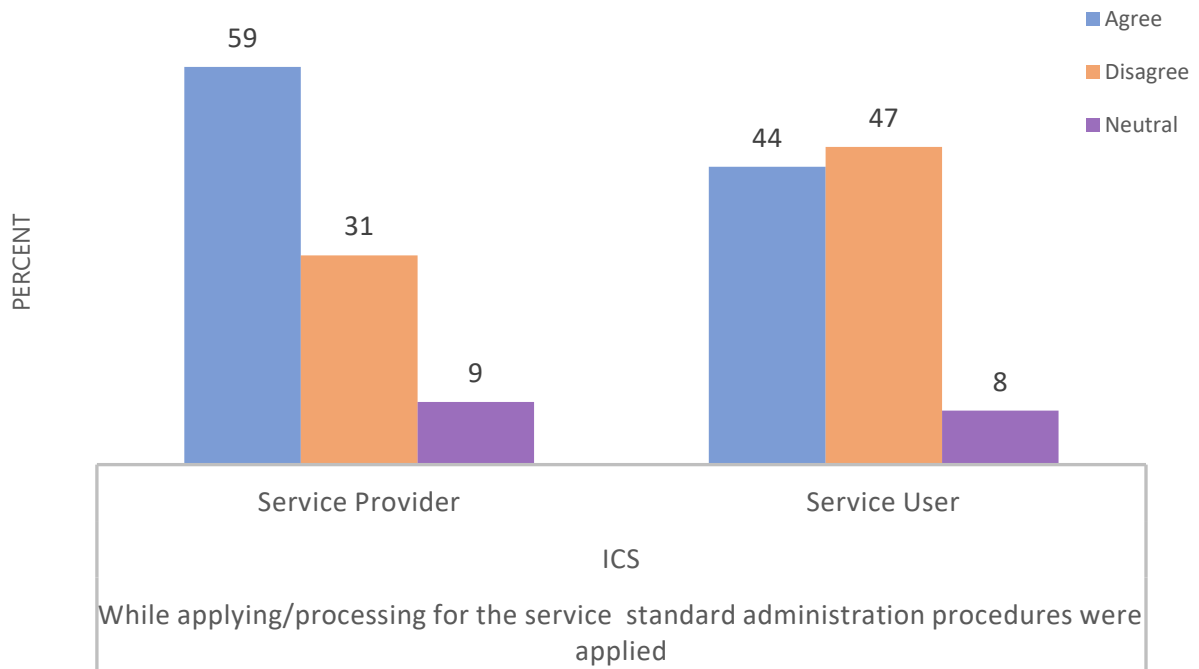
**Figure 18: Percentage distribution of whether standard administrative procedures at Directorate of Road Traffic and Safety Services were applied while processing a service**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 18 shows that in general 68 percent of service providers at DRTSS felt that standard administrative procedures were followed compared to 78 percent for service users. However, 27 percent of Service providers felt that some standard administrative procedures were not applied against 17 percent for service users.

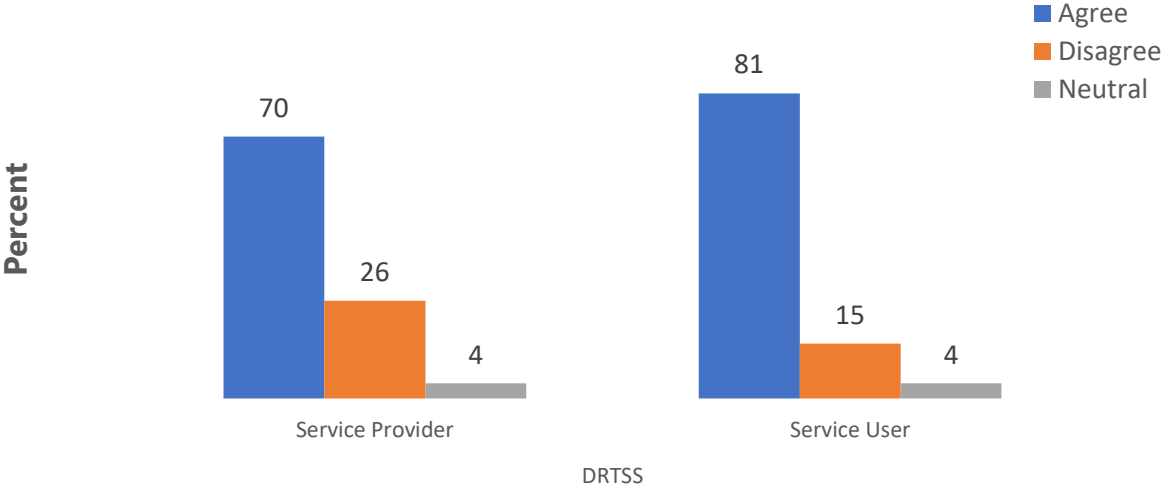
**Figure 19: Percentage distribution of whether standard administrative procedures at ICS were applied while processing a service**



*Source: Integrity Survey 2018 – National Statistical Office*

At ICS, 59 percent of service providers said that all standard administrative procedures were followed compared to 44 percent for service users. It can be noted that most users disagreed that ICS follows all standard administrative procedures (47 percent)

**Figure 20: Percentage distribution of whether administrative procedures were explained sufficiently when availing the service to users at DRTSS**

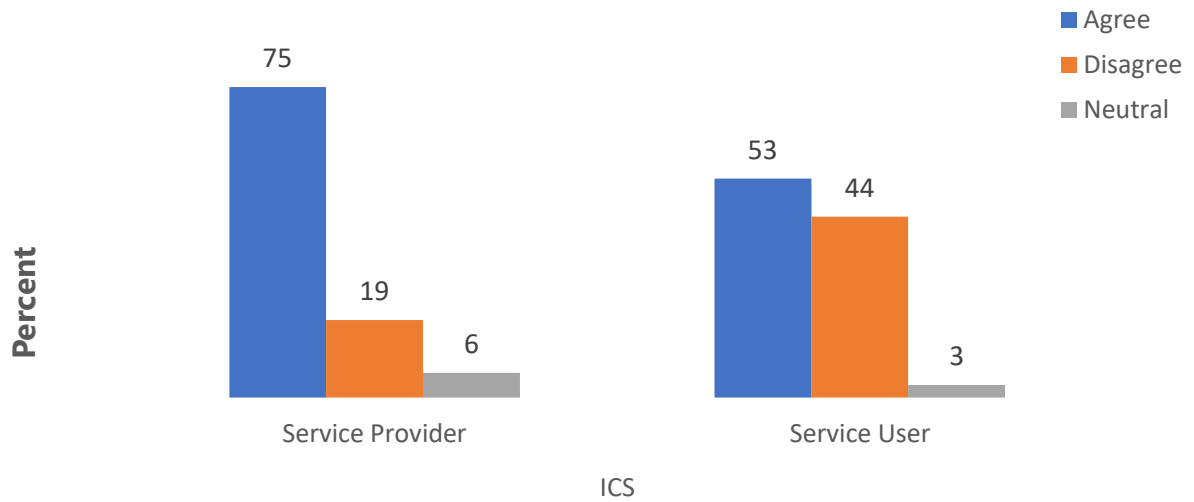


*Source: Integrity Survey 2018 – National Statistical Office*

The survey aimed at establishing if at all standard administrative procedures were clearly explained to users when availing the service to prevent corrupt tendencies or even inducing those involved to get loopholes for corrupt practices.

Figure 20 above shows that at DRTSS 70 percent of service providers agreed that administrative procedures were explained sufficiently to users while availing the service to them and 81 percent of users also agreed to this. However, 26 percent of service providers disagreed.

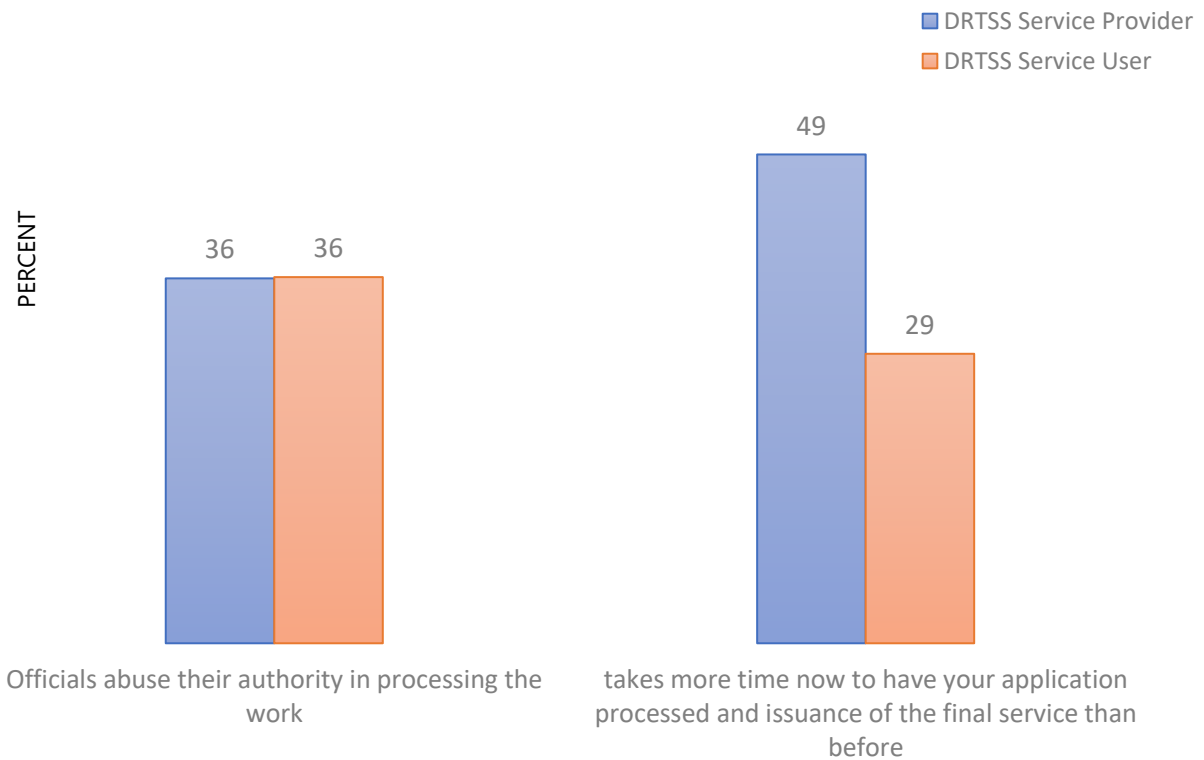
**Figure 21: Percentage distribution of whether administrative procedures were explained sufficiently when availing the service to users at ICS**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 21 shows that majority (75 percent) of ICS service providers agreed that users were told all administrative procedures. A few service providers (19 percent) disagreed to the fact that administrative procedures were sufficiently explained to the users. It can also be noted that while most ICS service users (53 percent) agreed to the fact that administrative procedures were sufficiently explained, there were also a good number who disagreed (44 percent).

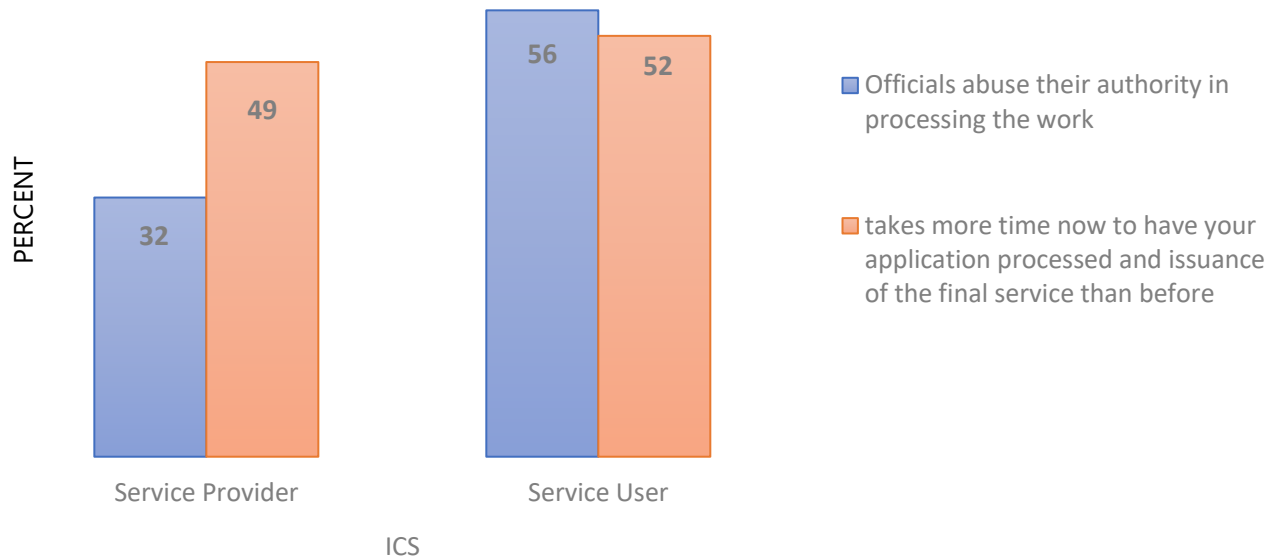
**Figure 22: Percentage distribution of those that felt officials abused their authority and those that said it took more time to have an application processed at DRTSS**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 22 shows that 36 percent for both service providers and service users felt that officials somehow abused their authority. It has been noted that 49 percent of DRTSS service providers and 29 percent of service users said that it takes more time now to have an application for a service processed and final issuance of the service compared to the past trend. Interesting to note that majority of these are the service providers themselves.

**Figure 23: Percentage distribution of those that felt officials abused their authority and those that said it took more time to have an application processed at ICS**



*Source: Integrity Survey 2018 – National Statistical Office*

Figure 23 shows that 56 percent of ICS service users and 32 percent of service providers were of the view that officials abused their authority. The survey further established that 52 percent of service users and 49 percent of service providers said it takes more time now to have an application processed than before.

### **3.3.3 Use of middlemen (Dobadobas)**

Use of middlemen famously known as dobadobas in order to have a service quickly processed has been a problem for both institutions for a while now. However, the use of these people is not enshrined in the regulations of these institutions. This, therefore, leads to corrupt practices because users must pay extra costs. It is important that institutions put in place transparent regulations and efficient controls to stop this illegal practice.

The survey wanted to know from both users and service providers if at all they ever engaged a middleman in order to have their service processed and why they did so.



**Table 5: Distribution of reasons why middlemen were used in the processing of the service by type of institution**

	Ever been assisted by/influenced to engage a middleman (dobadoba) to quickly access a service			Reason for choosing/directed to use a middleman (dobadoba)				
	Total	Yes	No	Direction from an official	They offer quick service	They are connected to officials	Unnecessary bureaucratic delays	Other (specify)
	Count	%	%	%	%	%	%	%
DRTSS_Provider	325	13.2	86.8	2.3	69.8	20.9	0.0	7.0
DRTSS_User	162	12.3	87.7	15.0	50.0	20.0	0.0	15.0
ICS_Provider	68	8.8	91.2	16.7	33.3	33.3	16.7	0.0
ICS_User	243	16.5	83.5	12.5	77.5	5.0	0.0	5.0

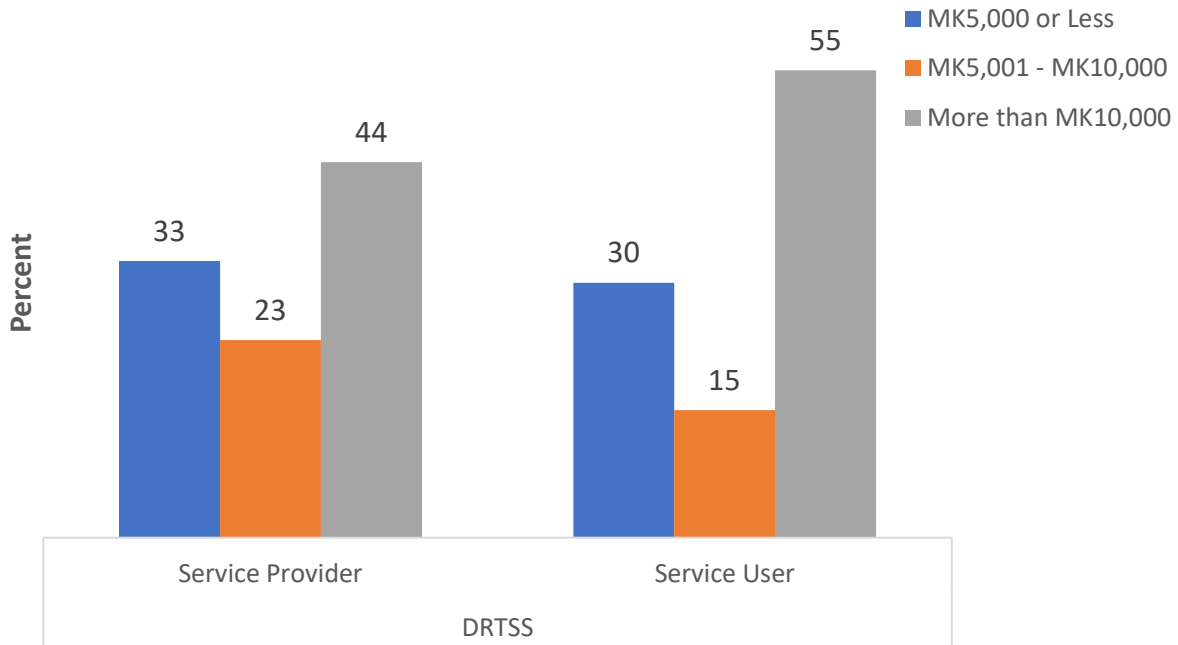
Table 4 shows that about 13.2 percent of DRTSS service providers accepted the existence of Dobadobas who assist users to quickly access a service because they are perceived to offer a quick service (69.8 percent), they are connected to officials (20.9 percent) and are directed by an official (2.3 percent). About 12.3 percent of DRTSS service users accepted to have ever been assisted by Dobadobas because they offer quick service (50 percent), they are connected to the official (20 percent) and are directed by an official to engage Dobadobas (15 percent).

It was also established from this survey that 8.8 percent of ICS service providers accepted the existence of Dobadobas who assist users to quickly access a service because they are perceived to offer a quick service (33.3 percent), they are connected to officials (33.3 percent), directed by an official (16.7 percent) and frustrated by unnecessary bureaucratic delays (16.7 percent). On the other hand, 16.5 percent of ICS service users accepted to have ever been assisted by Dobadobas because they offer a quick service (77.5 percent), service users are directed by an official to engage Dobadobas (12.5 percent) and Dobadobas are directly connected to the officials (5 percent).

### 3.3.4 Cash Paid to Middlemen at DRTSS

It's a known fact that middlemen are not doing this for free. Figure 24 below shows that most DRTSS service providers (44 percent) and service users (55 percent) said they paid Dobadobas amounts more than MK10,000. However, 33 percent of service providers and 30 percent of service users mentioned amounts equal or less than MK5,000.

**Figure 24: Percentage distribution of amounts paid to middlemen at DRTSS**

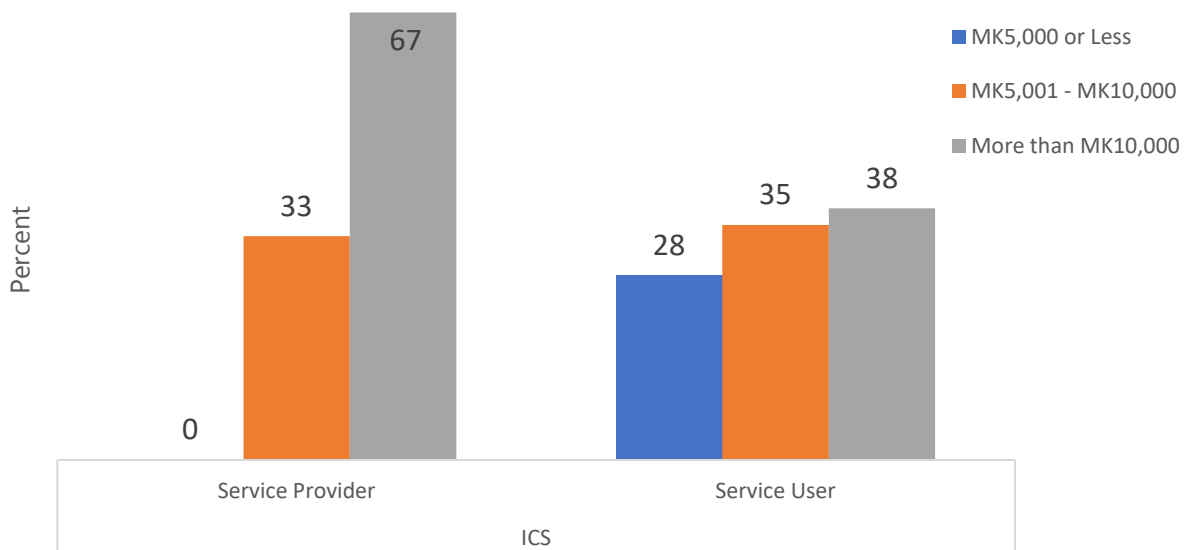


*Source: Integrity Survey 2018 – National Statistical Office*

### 3.3.5 Cash Paid to Middlemen at Immigration and Citizenship Services

Figure 25 below shows amounts paid out to middlemen at ICS. Majority at 67 percent of ICS service providers and 38 percent of service users said they paid amounts more than MK10,000. It has, further, been established that 33 percent of service providers and 35 percent of service users opt to use Dobadobas and pay an extra amount of cash in between MK5,001 to MK10,000.

**Figure 25: Percentage distribution of amounts paid to middlemen at ICS**



*Source: Integrity Survey 2018 – National Statistical Office*

### **3.3.6 Payments to the Village Heads for Authenticity of the Citizenship Forms**

One of the requirements for citizens to acquire passports and other related services is for the applicants to have their citizenship forms/ documents signed by the village headman to certify or authenticate that he or she indeed comes from the same village. Alternatively, it is required that you have your documents signed by the Commissioner of Oaths at the District Commissioner's office.

In this survey, service users at ICS were asked if they offered or asked to pay some amount to the chief in order to have their forms authenticated.

**Figure 26: Proportion of users at ICS who agreed to have paid village head for citizenship authenticity**

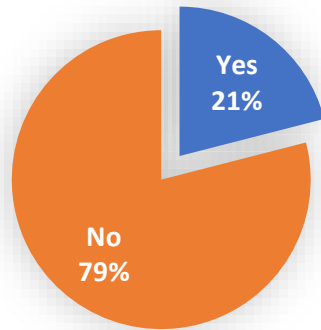


Figure 26 shows that only 21 percent of users at ICS paid a bribe to the village head to induce them to sign their citizenship authenticity forms.

*Source: Integrity Survey 2018 – National Statistical Office*

**Figure 27: Proportion of amount of bribe ICS service users paid to village chiefs for citizenship authenticity**

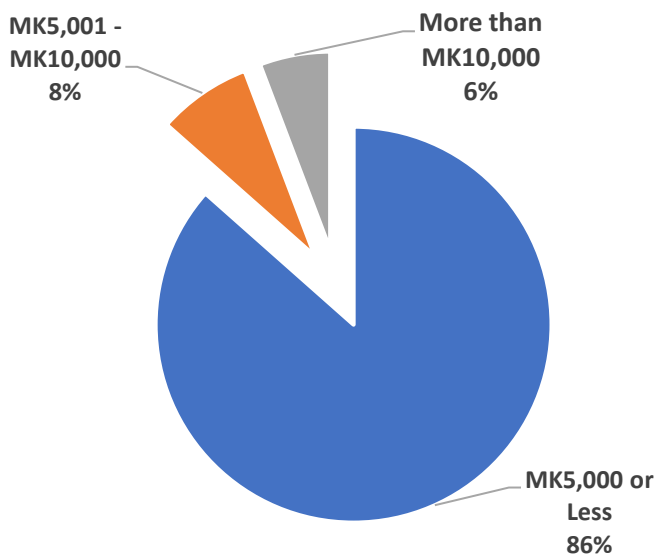


Figure 27 indicates that 86 percent of those that paid a bribe to the village chief in order to have their citizenship forms signed paid an amount not more than MK5,000 while 6 percent said they paid more than MK10,000.

*Source: Integrity Survey 2018 – National Statistical Office*

**Figure 28: Percentage of those that paid at the District Commissioner for authenticity of the citizenship forms**

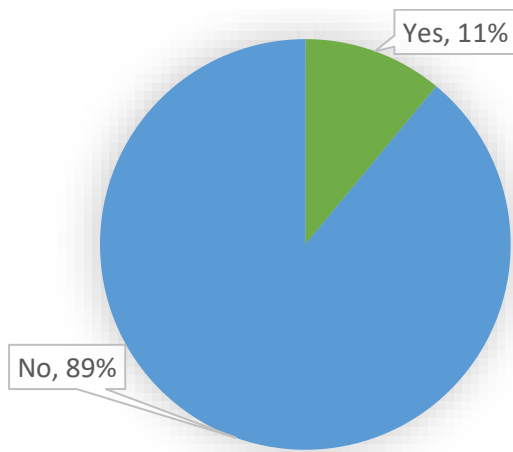


Figure 28 illustrates that only 11 percent of users at ICS paid something to the District Commissioner in order to have their citizenship forms signed.

*Source: Integrity Survey 2018 – National Statistical Office*

### **3.4 Working Environment**

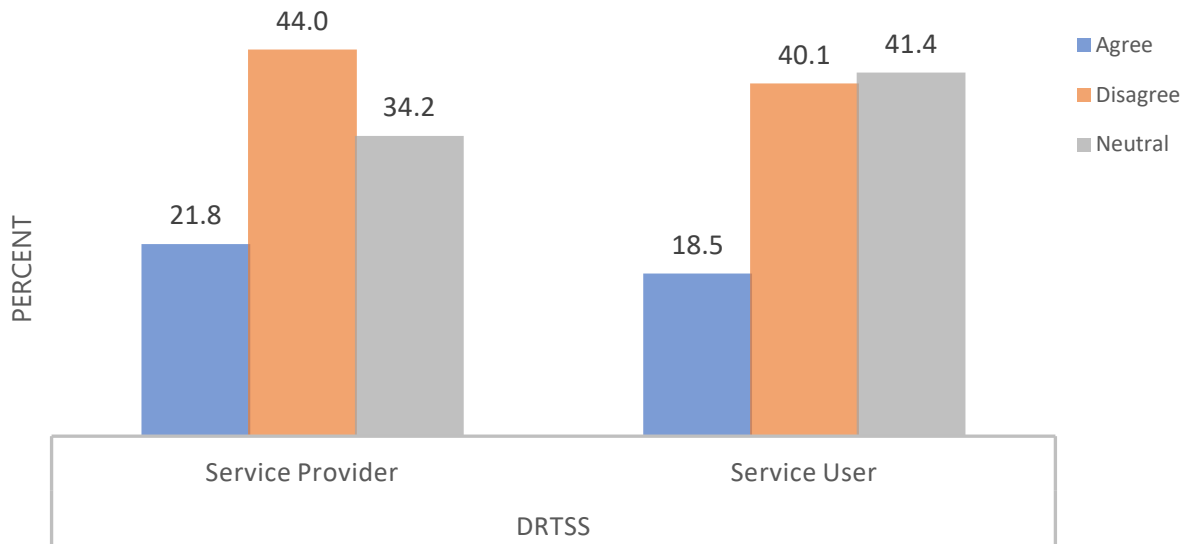
Workplace climate is also one of the nonfinancial factors affecting morale and motivation. Staff members that are satisfied with their work environment will more likely comply with the organization’s rules and interests. If they are happy, they will most likely put their personal interests behind, refrain from dishonest behaviour, and engage in corrupt activities.

#### **3.4.1 Unofficial Meetings and Personal Influence**

Another difficult area to address in order to stop corrupt practices is the issue of unofficial meetings outside the official hours and beyond the office premises including entertainment areas, residence. Some make telephone calls that are also unofficial. In most cases these are prearranged either directly or indirectly.

The study wanted to know if this practice is prevalent in the two institutions and if this leads to bribes and entertainment other than help speed up the processing of the service.

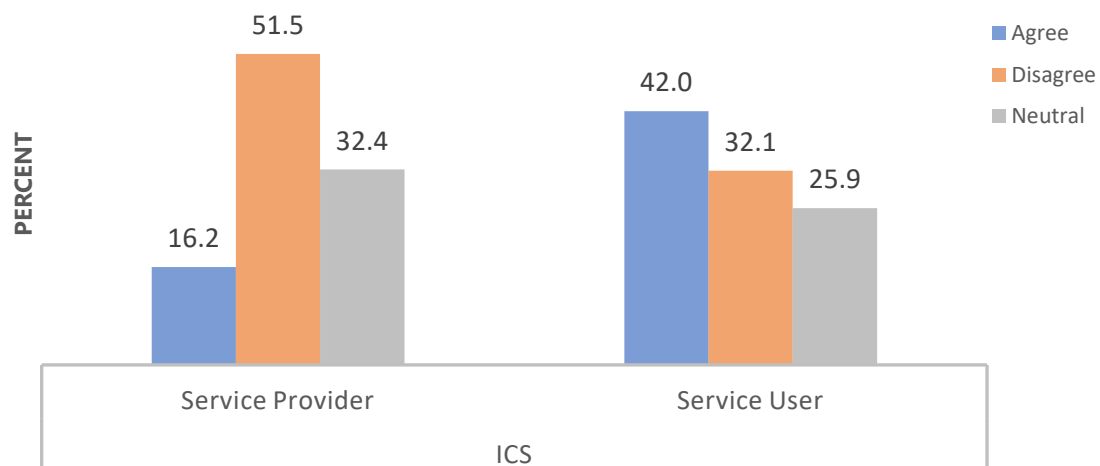
**Figure 29: Percentage distribution of respondents' views on whether unofficial meetings are necessary to get a service at DRTSS**



Source: Integrity Survey 2018 – National Statistical Office

Figure 29 above illustrates that most DRTSS service providers (44 percent) and service users (40.1 percent) disagreed that unofficial meeting took place and were necessary to get the service done. A considerable number of service providers (34.2 percent) and service users (41.4 percent) were not willing to give an answer to this. However, 21.8 percent of service providers and 18.5 percent of service users agreed.

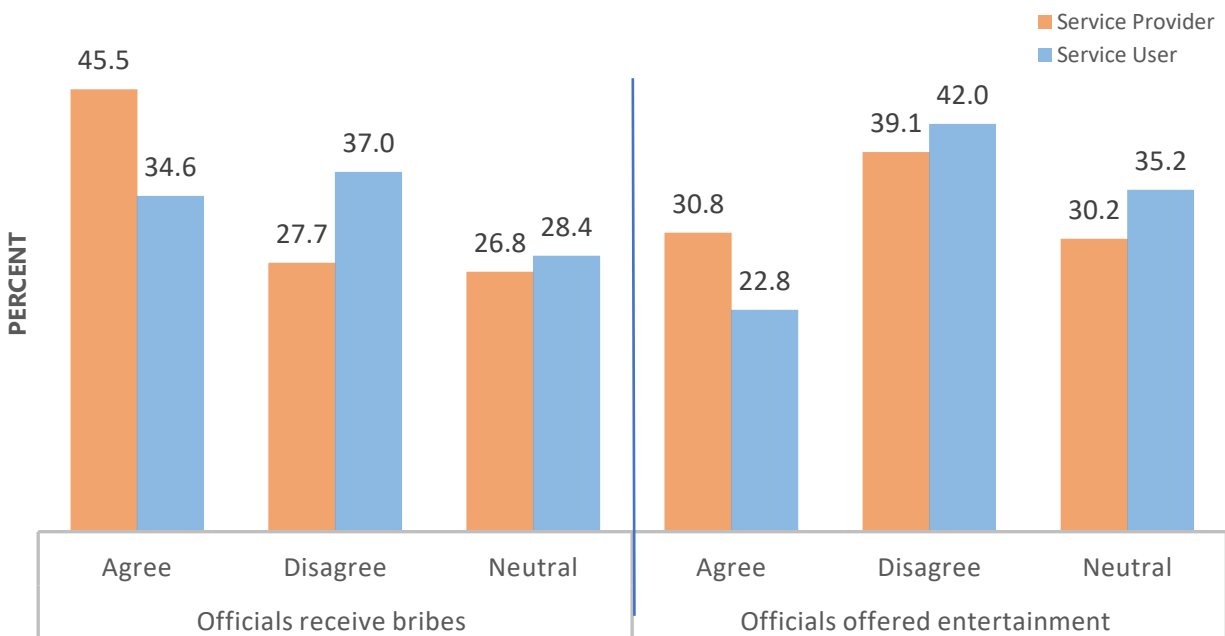
**Figure 30: Percentage distribution of respondents' views on whether unofficial meetings are necessary to get a service at ICS**



Source: Integrity Survey 2018 – National Statistical Office

Figure 30 above shows 51.5 percent of ICS service providers and 32.1 percent of service users disagreed that unofficial meetings take place. Fairly, 42 percent of service users and 16.2 percent of service providers accepted that unofficial meeting are necessary to get a service done at ICS. Surprisingly, 25.9 percent of service users and 16.2 percent of service providers could neither agree nor disagree.

**Figure 31: Percentage distribution of respondents who said Officials or employees involved in process of the service had frequently offered bribe or entertainment for the past one year at DRTSS**

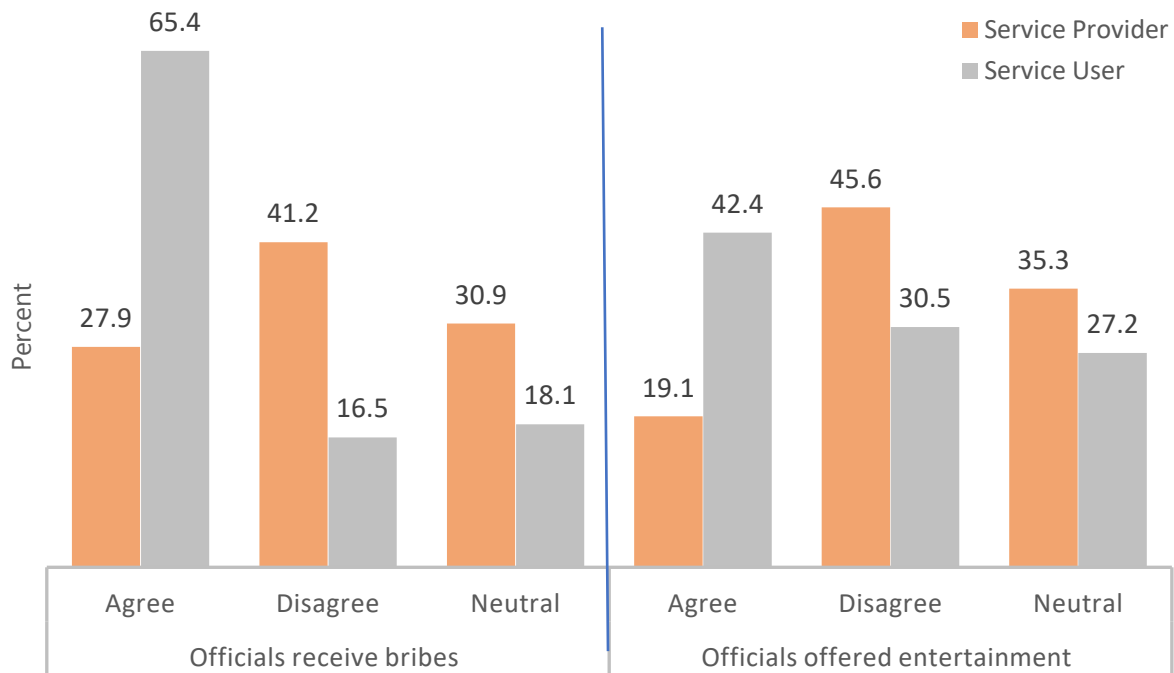


Source: Integrity Survey 2018 – National Statistical Office

Figure 31 above illustrates that majority of DRTSS service providers (45.5 percent) and service users (34.6 percent) agreed that officials or employees involved in the processing of the service were frequently offered **bribes**. The service providers (27.7 percent) and service users (37 percent) disagree to the aforementioned. It has been noted that a few service providers (26.8 percent) and service users (28.4 percent) decided to remain neutral.

Service providers (30.8 percent) accepted to have received **entertainment** from service users to entice them to render a service in favour of a service user but only 22.8 percent of service users accepted the same. However, 42 percent of service providers and 39.1 percent of service users denied to have been frequently received or offered entertainment for favours.

**Figure 32: Percentage distribution of respondents who said Officials or employees involved in process of the service had frequently offered bribe or entertainment for the past one year at ICS**



Source: Integrity Survey 2018 – National Statistical Office

Figure 32 above shows majority of service users (65.4 percent) and a few service providers (27.9 percent) agreed to either have received or offered a bribe and/or saw colleagues receive a **bribe**. It is envisaged that 41.2 percent of service providers and only 16.5 percent of service users disagree.

A very small number of service providers (19.1 percent) and a sizeable number of service users (42.4 percent) accepted to have received **entertainment** for the reference period. However, 45.6 percent of service providers and 30.5 percent of service users denied having been frequently received or offered entertainment for favours.



### 3.4.2 Public Official's Behavior and Attitude

The study wanted to establish if the behavior of officials could enhance corrupt practices in the two institutions. Views were sought from both service providers and service users if they thought officials discharged their duties in the most fair and impartial manner and if at all in the course of processing a service, they seemed to expect a bribe or entertainment.

**Figure 33: Percentage distribution of respondents' views on public officials' behavior and attitude by service provider**

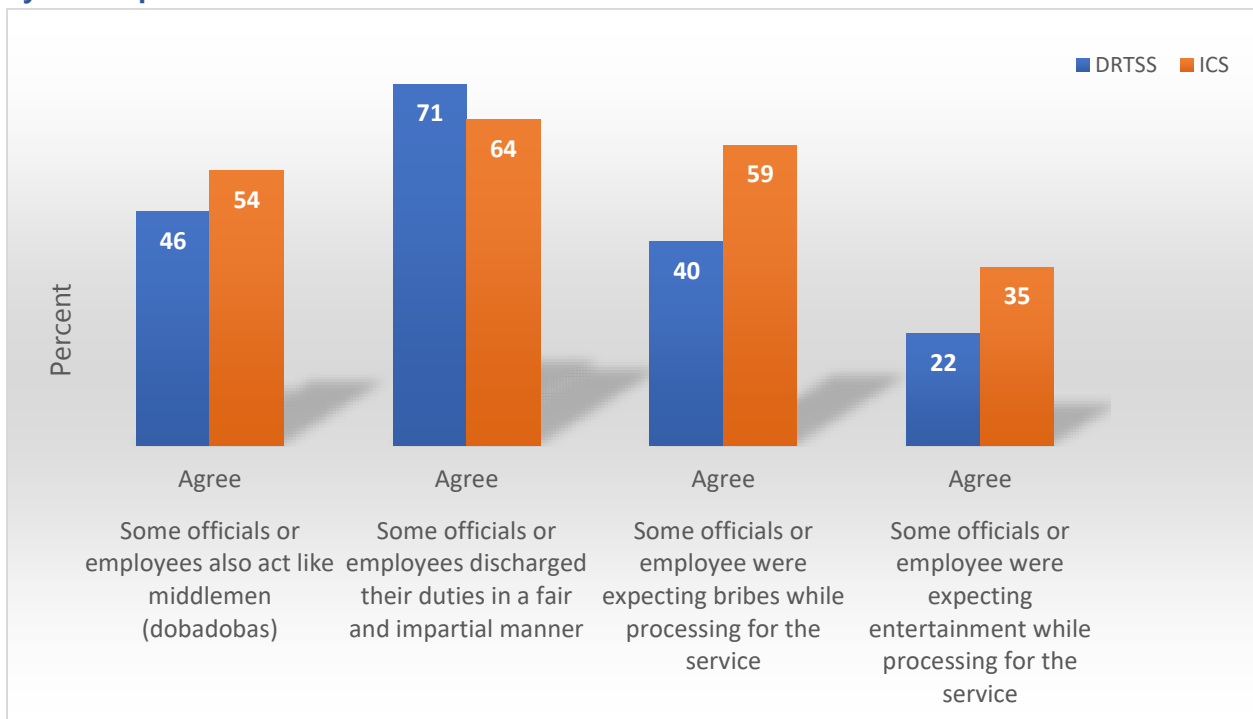


Figure 33 shows that 46 percent of respondents at DRTSS agreed that some officials also act like middlemen. 71 percent agreed that some officials or employees discharged their duties in a fair and impartial manner while 40 percent agreed some officials were expecting bribes while processing for the service.

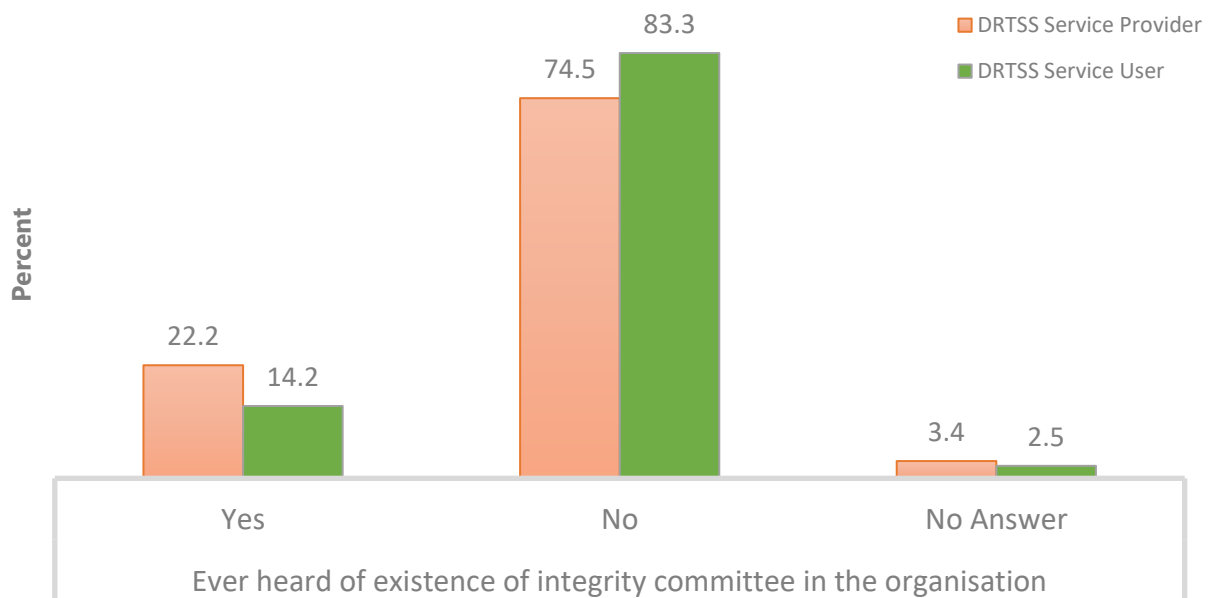
For ICS the study established that over half of respondents (54 percent) agreed that some officials or employees also act like middlemen. Pleasing to note that just like at DRTSS most respondents at ICS (64 percent) agreed that some officials discharged their duties in a fair and impartial manner although 59 percent said some officials were expecting bribes while processing for the service while 35 percent said official were also expecting entertainment.

### 3.5 Corruption Control Measure

This refers to the existing measures the ICS and DRTSS are putting in place to curb corruption. This include preventive measures such as: existence of active Institutional Integrity Committee; and existence of friendly reporting mechanisms.

The study wanted to know if respondents ever heard of existence of integrity committees in the two institutions and how they heard about it, whether they complained about the way public officials processed their service.

**Figure 34: Proportion of respondents who ever heard about existence of integrity committee at DRTSS**

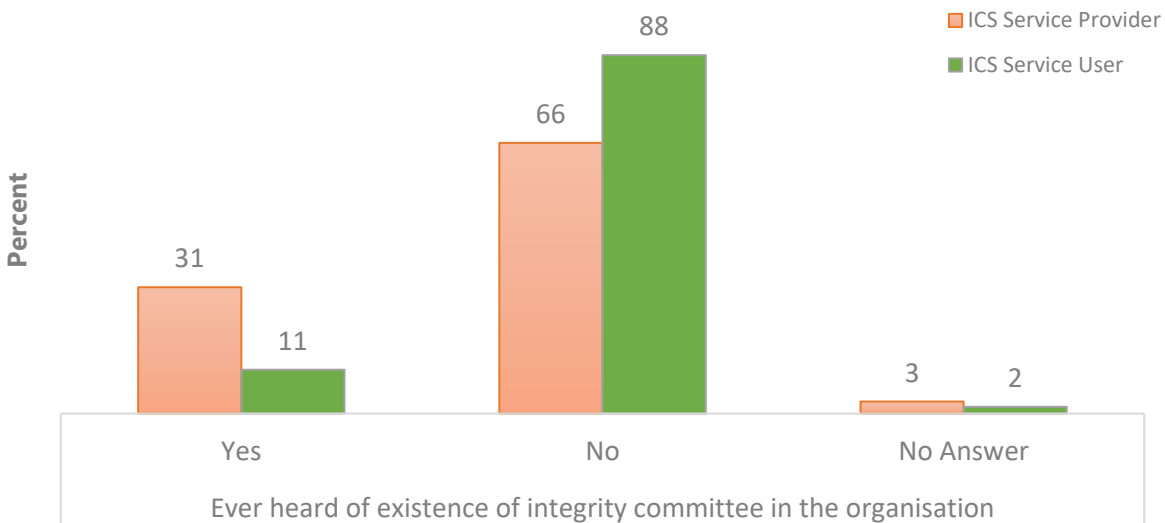


*Source: Integrity Survey 2018 – National Statistical Office*

Figure 34 shows that 74.5 percent of service providers said they have not heard about an integrity committee at DRTSS. Only 14.2 percent of service users knew about integrity committee at DRTSS.

About 3 percent of service providers and 2.5 percent of users failed to give an answer

**Figure 35: Proportion of respondents who ever heard about existence of integrity committee at ICS**



*Source: Integrity Survey 2018 – National Statistical Office*

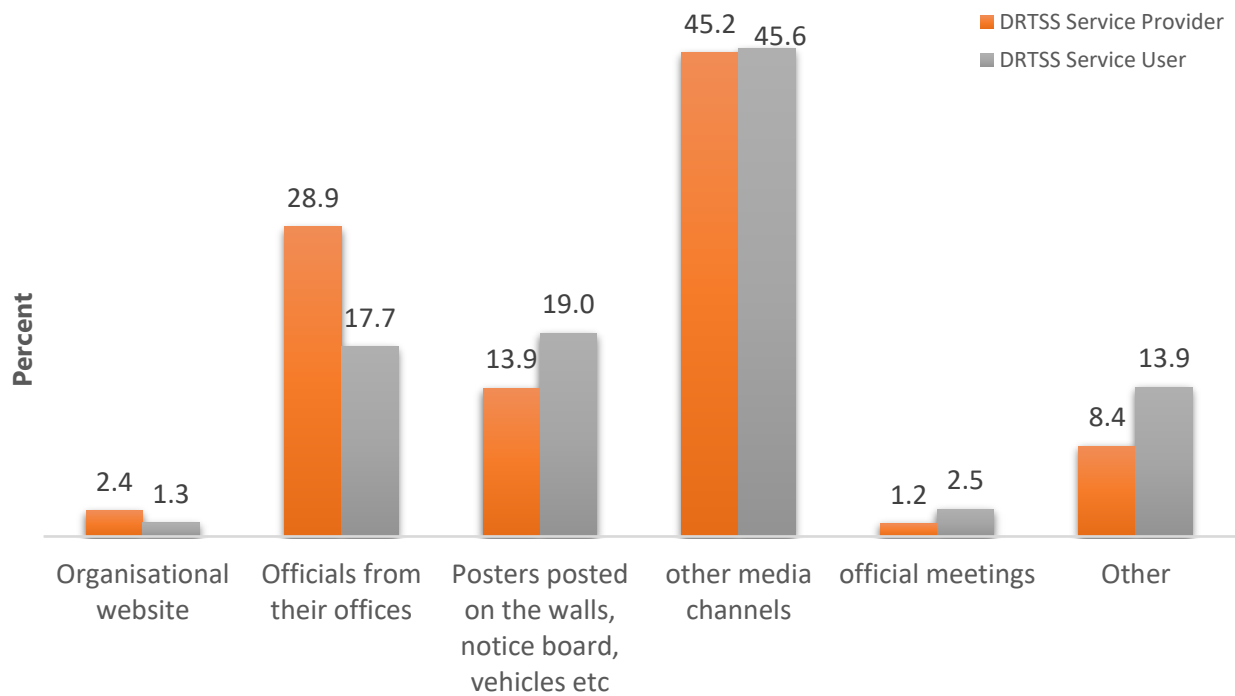
Figure 35 shows that majority of ICS service users (88 percent) denied hearing of integrity committee being put in place to curb corruption. Interestingly, 66 percent of service providers said that they had not heard about the Integrity committee at their own organisation. Only 31 percent of service providers and 11 percent of service users said they heard about the existence of the integrity committee at ICS.

### **3.6 How Stakeholders Heard about Integrity Committees in Organisations**

Integrity committees are very important for an organization if it's serious about curbing corrupt practices. One of its duties is to receive, consider and provide redress on all complaints emanating from within and outside the organization.

The survey wanted to understand the channel at which internal and external stakeholders heard of the anti-corruption measures the two institutions put in place. This was important to establish if organisations are really doing much to spread the messages that can make stakeholders trust the institutions.

**Figure 36: Percentage distribution of how respondents heard about integrity committee at DRTSS**



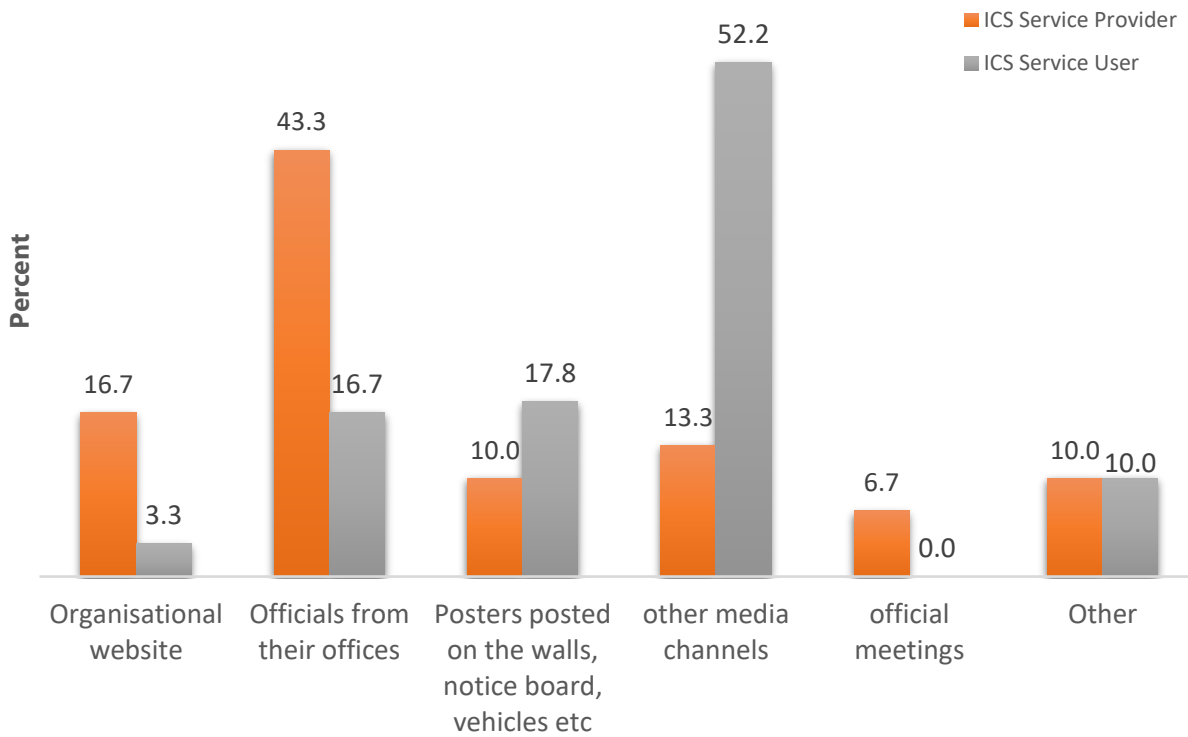
*Source: Integrity Survey 2018 – National Statistical Office*

Figure 36 above presents the mode at which stakeholders heard of anti-corruption measures at DRTSS. The survey established that majority of DRTSS service providers (45.2 percent) and service users (45.6 percent) heard from other media channel sources. The Information, Communication and Technology materials and officials and/or integrity committee members from their respective offices also take part in publicizing the existence of integrity committees.

Figure 37 below indicates that 52.2 percent of ICS service users heard existence of integrity committee from other media channels while the majority of service providers (43.3 percent) heard from officials at their offices.

Comparing stakeholders, it was found that majority of ICS service providers indicated that they got the message from officials at their offices at 43 percent unlike 52 percent of users who said that they mainly head about integrity committees from other media channels.

**Figure 37: Percentage distribution of how respondents heard about integrity committee at ICS**

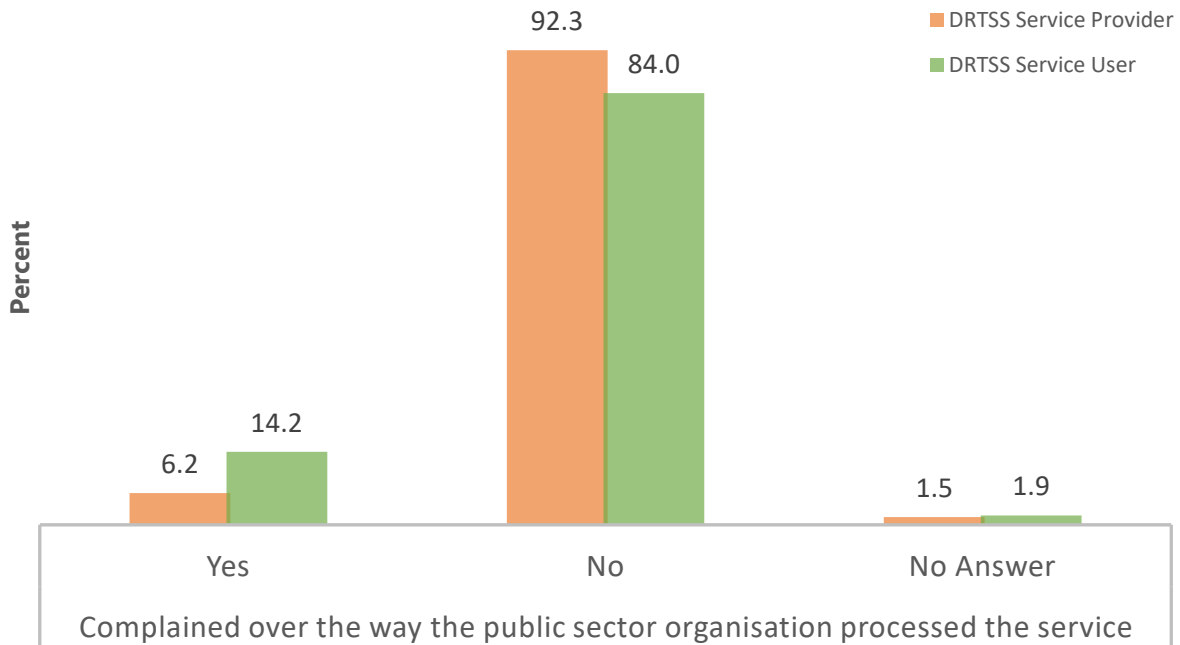


*Source: Integrity Survey 2018 – National Statistical Office*

### **3.7 Filing of a Complaint with Authorities**

Users and indeed service providers are required to file a complaint with authorities or integrity committee once they notice that they are not assisted within the required standards. To this effect, the study tried to find out if at all respondents felt it necessary to file a complaint with authorities.

**Figure 38: Percentage distribution of those that ever filed a complaint over the way the DRTSS processed the service**



*Source: Integrity Survey 2018 – National Statistical Office*

The study revealed, as shown in figure 38 that about 92.3 percent of DRTSS service providers and 84 percent of service users never filed any complaint with authorities. About 6.2 percent of service providers and 14.2 percent of service users agreed to have filed a complaint against their organization and the way they were assisted respectively.

Figure 39 shows majority of ICS service providers (85.3 percent) and service users (79.8 percent) never filed a complaint against their organisation and the way they were treated respectively. However, 11.8 percent of service providers and 18.1 percent of service users agreed to have complained.

**Figure 39: Percentage distribution of those that ever filed a complaint over the way the ICS processed the service**

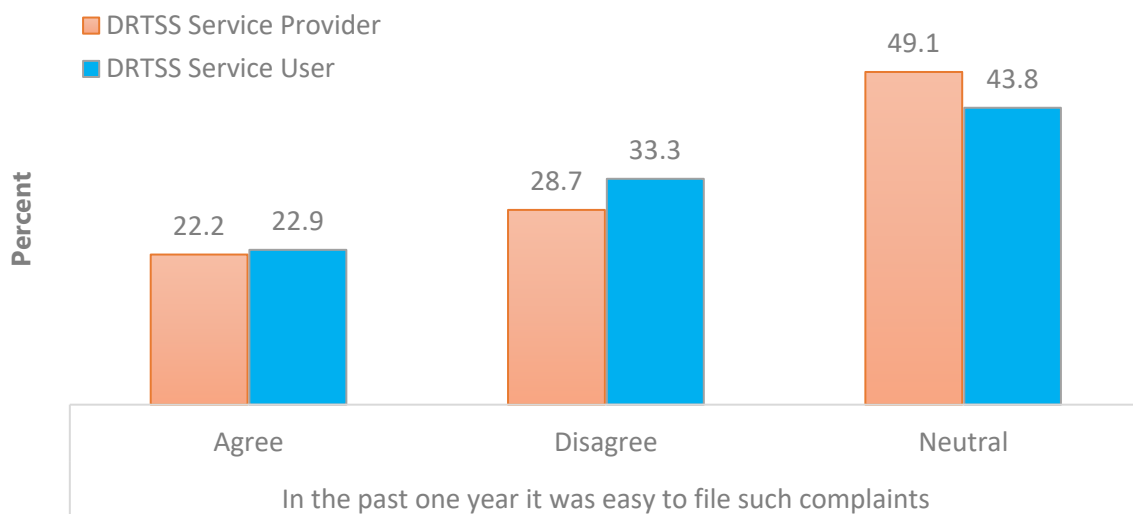


Source: Integrity Survey 2018 – National Statistical Office

### 3.8 Easiness of Filing a Complaint with Authorities

Finally, the study needed to know if complainants found it easy to engage the authorities once they see that authorities are not following all procedures.

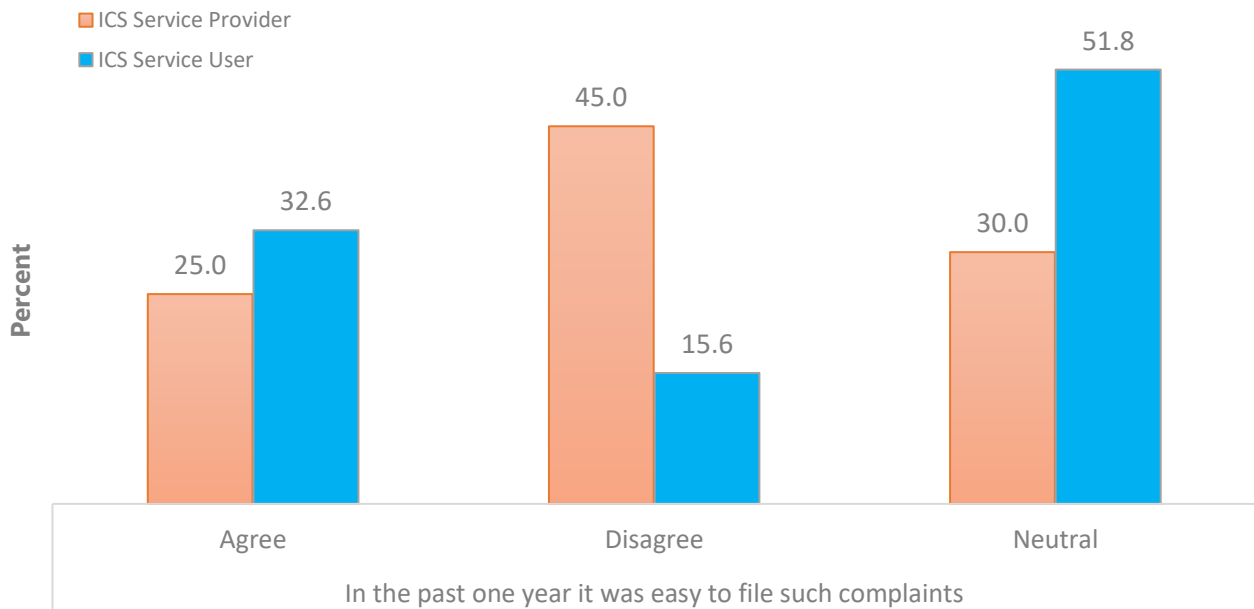
**Figure 40: Percentage distribution of those that found it easy to file complaints at DRTSS**



Source: Integrity Survey 2018 – National Statistical Office

Figure 40 above shows only 22.2 percent of DRTSS service providers and 22.9 percent of service users who did file a complaint at DRTSS found it easy to do so. Some service providers (28.7 percent) and service users (33.3 percent) never find it easy to file a complaint. However, 49.1 percent of service providers and 43.8 percent of service users these could neither agree nor disagree.

**Figure 41: Percentage distribution of those that found it easy to file complaints at ICS**



*Source: Integrity Survey 2018 – National Statistical Office*

As shown, in figure 41 above, 51.8 percent of ICS service users and 30 percent of service provider could not agree or disagree that they found it easy to file their complaints. Only 31.7 percent said they found it easy.

Majority of service providers (45 percent) and a few service users (15.6 percent) that filed a complaint with authorities said it was not easy to file their complaints with their superiors or with the integrity committee. However, 25 percent of service providers and 32.6 percent of service users agree to have easy way of filing a complaint.



## CHALLENGES AND LIMITATIONS

Some of the major challenges faced during the course of the survey are discussed below:

***People's reluctance to speak-up:*** With the prevailing culture of silence, respondents were found to be cautious when responding to sensitive questions. For instance, on whether they offered a bribe or not, some respondents could not open-up. More especially internal stakeholders could not feel comfortable to respond to the questions as a result the responses from the external stakeholders could hardly give a true picture of the reality on the ground.

The findings on the perception of corruption further substantiate the fact that the respondents did not speak out their minds freely as they were tongue tied. The general fear is that when they speak out freely, they would not keep alive their relationship that is existing between the internal and external stakeholders such that the availing services in future would be hampered if they speak-out the truth against each other.

***Unwillingness of public officials to participate in the survey:*** Some officers did not respond to the questions. For instance, only 69 ICS internal stakeholders responded to the questions unlike 162 from DRTSS. Officials from ICS openly denied responding to the questions citing lack of information as the major driving force.

***Low level of sensitization:*** Even though officials from DRTSS and ICS were part and parcel of the survey process their effort to explain to the internal stakeholders the benefits of the survey on the future service delivery if they had answered the questions honestly did not pay off. This is attributed to information asymmetry.

***Narrow spectrum of institutions under study:*** The survey could have given a true picture if more institutions were subjected to the study.

***Financial limitations:*** The survey depended solely on accumulative costs from ORT from different monthly funding.

***Narrow focus on the forms of corruption:*** On the question of experienced corruption, the focus was only on bribery even though they are many other forms of corruption existing in the system.

## CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

### 4.1 Conclusion

The Integrity survey Report is the first of its kind to be produced by the Bureau under the lens of customized integrity assessment methodologies. This report serves to encourage the ICS and DRTSS to reflect on the state of integrity as indicated by both internal and external stakeholders. The assessment from the internal stakeholders provides a unique opportunity for management of the ICS and DRTSS to make necessary amends in the anti-corruption drive. The external stakeholders' position has a direct bearing on how these two institutions can reflect on customer satisfaction.

This report should also provide the Anti-Corruption Bureau and existing Institutional Integrity Committees with information both in terms of focus and benchmarking in the implementation of anti-corruption measures.

The general findings of the Integrity survey show that both experienced and potential integrity lenses of both ICS and DRTSS is poor. However, with the culture of silence that most Malawians possess, the results may not paint a true picture.

### 4.2 Recommendations

This Integrity survey to some extent provide an objective measurement on the status of integrity within these ICS and DRTSS. In order for the Integrity surveys to be effective and more efficient in the future, this report proposes the following recommendations:

***Involvement of many institutions:*** the tool could work well with inclusion of many institutions into the assessment ladder. It is, therefore, necessary to include many MDAs that have larger economic and social impact which are prone to corruption. In the interim the report cannot comfortably conclude that either ICS or DRTSS is better or worse than the other.

***Funding sources:*** Next survey should need adequate and readily available funds. Delay in data collection due to intermittent flow of funds for the exercise has affected the implementation plan.

***Further customize the model with triangulation:*** The tools generated the quantitative data only. The employment of qualitative approach could enrich the survey results further.

***Increase Scope or Coverage:*** The survey only covered the users seeking to be served with the service. This was so because it could not reach out to those that had already been assisted. This was going to take more time hence need for more funds. We recommend that in the next surveys more funds should be secured to increase the coverage.

***Encourage commitment from institutions under assessment:*** Institutions under assessment need to be actively involved in the whole process of the survey in order to generate their support and commitment.

***Strengthen systems and procedures that can eliminate the involvement of middlemen (dobadobas):***

The existence of internal stakeholders as 'dobadobas' undermine the efforts of ICS and DRTSS to tramp down corruption within its spheres.

**REFERENCE**

Anti-Corruption and Civil Rights Commission. (2007). Anti- Corruption Annual Report. Seoul: ACRC

Chinsinga, B., Dulani, B., Mvula, P., & Chunga, J. (2014). Governance and Corruption Survey. Centre for Social Research. University of Malawi

Transparency international. (2009). The Anti-Corruption Plan Language Guide. Switzerland: TI

## Appendix : Questionnaire

### INTRODUCTION AND CONSENT

Hello. My name is \_\_\_\_\_ and am from the **NATIONAL STATISTICAL OFFICE**. We are conducting a Integrity survey on behalf **OF ANTI-CORRUPTION BUREAU**. The main aim of this survey is to establish the extent of corrupt practices during the processes of the provision of certain services provided by the Department of Immigration and Citizenship Services and Directorate of Road Traffic and Safety Services. Your honest answers will help these offices to offer better services. It will also help the government to formulate evidence-based policies that will help root out corruption in our country.

I would like to ask you a few questions based on what you have experienced for the past 12 months/one year with regards to processes of the service you offered to/received from the service user/service provider respectively. Please be very frank with your answers as this will only help you improve or gain access to better services in the future.

The interview is expected to take between 30 to 35 minutes. All the information that you provide to us will remain confidential and collected under **STATISTICAL ACT OF 2013** which *stipulates that all information you provide will ONLY be treated as confidential and used for statistical purposes only.*

Participation in this survey is voluntary, and if we should come to any question you don't want to answer, just let me know and will go on to the next question; or you can stop the interview at any time. However, we hope you will participate in the survey since your views are important.

At this time do you want to ask me anything about this survey. Or may I begin the interview now?

### SECTION 1: PERSONAL INFORMATION

NO	QUESTIONS AND FILTERS	CODING CATEGORIES	SKIP
Pi1	Name of Service Provider	Immigration department.....1 Road Traffic Department.....2	
Pi2	<b>ASK ONLY FOR PUBLIC OFFICIALS</b> For how many <b>years</b> in total have you been working at this organisation?	<input type="text"/>	
Pi3	Have you <b>received/provided</b> any type of service in the past 12 months from: Immigration	Yes.....1 No.....2	
	Road traffic	Yes.....1 No.....2	
Pi4	What service did you <b>receive/offer</b>	Passport.....1 Work permit.....2 Driving license.....3 Learners license.....4 Certificate of Fitness.....5 Other specify.....6	

Pi5A	What type of service was this? Immigration - <b>Service Provider</b>	Issuance of new passport.....1 Issuance of child passport.....2 Issuance of temporary passport.....3 Facilitate passport replacement.....4 Issuance of passport renewal.....5 Issuance of Business Permit.....6 Issuance of Temporary Permit.....7 Issuance of Residence Permit.....8 Issuance of Employment Permit.....9 Other specify.....10	
Pi5B	Immigration- <b>Service User</b>	Applied for new passport.....1 Applied for child passport.....2 Applied for temporary passport.....3 Applied for passport replacement.....4 Applied for passport renewal.....5 Applied for Business Permit.....6 Applied for Temporary Permit.....7 Applied for Residence Permit.....8 Applied for Employment Permit.....9 Other specify.....10	
Pi5C	Road Traffic- <b>Service Provider</b>	Issuance of learner driver's License.....1 Issuance of new Driver's License.....2 Issuance of Driver's License renewal.....3 Issuance of Driver's License replacement.....4	
Pi5D	Road Traffic- <b>Service User</b>	Applied for learner Driver's License.....1 Applied for new Driver's License.....2 Applied for Driver's License renewal.....3 Applied for Driver's License replacement.....4	
Pi6A	<b>ASK SERVICE USER ONLY</b> If you were issued with the service, how long did it take from the time you applied and time you got the service?	Months <div style="border: 1px solid black; width: 80px; height: 20px; margin: 10px auto;"></div>	
Pi6B	Is this period within the agreed timeframe?	Yes.....1 No.....2 <b>IF NO GO TO Pi7</b>	
Pi6C	What could be the reasons for the delays?	Lack of commitment.....1 Unnecessary delays.....2 Lack of working materials.....3 No financial resource.....4 Looking for gratification.....5 Other specify.....6	
Pi6D	<b>FOR SERVICE PROVIDERS</b> On average how long did it take for you to issue the service after an application?	<div style="border: 1px solid black; padding: 5px; display: inline-block;">           -----Days            -----Months         </div>	
Pi6E	Is this period enough?	Yes.....1 No.....2	

Pi6F	What could be the reasons?	Lack of commitment by officials.....1 Unnecessary delays.....2 Lack of working materials.....3 No financial resource.....4 Looking for gratification.....5 Other specify.....6	
Pi7	What is your main occupation?  <b><i>For service providers, write his or her position</i></b>	Parliamentarian.....1 Civil service.....2 Corporate employee.....3 Business person.....4 Armed force personnel.....5 Mini-bus driver.....6 Taxi driver.....7 Bus driver.....8 Truck driver.....9 Other drivers.....10 Other specify.....11	

**SECTION 2: ADMINISTRATIVE SYSTEM---ACCOUNTABILITY**

AD1	While applying/processing for the service mentioned above, do you believe the standard administration procedures were applied?	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
AD2	While availing the service, the administrative procedures were explained sufficiently	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
AD3	Do you believe that the person involved in issuance of Passport/Permits/Driver's License are abusing their authority in processing the work	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
AD4	Do you believe that the person in charge of Passports/Permits/Driver's Licences' work made active efforts to process the work by meeting the deadline	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	

AD5	You are provided with enough information on the progress of the service applied for	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
AD6	It takes more time now to have your application processed and issuance of the final service than before	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
AD7A	Have ever been <b>assisted by/influenced</b> to engage a middleman (dobadoba) to quickly access a service?	Yes.....1 No.....2	Skip to AD10 if NO.
AD7B	Why have you <b>chosen/directed</b> to use a middleman (dobadoba)?	Direction from an official.....1 They offer quick service.....2 They are connected to officials.....3 Servicer users have busy schedule.....4 Unnecessary bureaucratic delays.....5 Other (specify).....6	
AD7C	How much more do you ask/asked to pay?	<input type="text"/> Kwacha	
AD8A	<b>ONLY IMMIGRATION SERVICE USERS</b> Are you asked by a village head to pay for a bribe during citizenship authenticity	Yes.....1 No.....2	
AD8B	<b>If Yes to AD8</b> , how much are you asked to pay?	<input type="text"/> Kwacha	
AD9A	<b>ONLY IMMIGRATION SERVICE USER</b> Are you asked to pay an extra payment at DCs office	Yes.....1 No.....2	
AD9B	<b>If yes to AD9</b> , how much are you asked to pay		

**SECTION 3: WORKING ENVIRONMENT OF THE SERVICE PROVIDERS**

WE1	Officials or employees involved in process of the service have frequently received bribes from clients for the past one year	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
WE2	Officials or employees involved in process of the service have frequently	Very strongly agree.....1 Strongly agree.....2	

	offered entertainment for the past one year	Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
WE3	Unofficial meetings and personal influence were often necessary to get the service done/delivered	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	

**SECTION 4: PUBLIC OFFICIAL'S BEHAVIOUR AND ATTITUDE**

PO1	Some officials or employees also act like middlemen (dobadobas)	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
PO2	Some officials or employees discharged their duties in a fair and impartial manner	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
PO3	Some officials or employee were expecting bribes while processing for the service	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
PO4	Some officials or employee were expecting entertainment while processing for the service	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	

**SECTION 5: PERCEPTION OF CORRUPT PRACTICES**

	Given the experiences with the public officials or employees over the past one year, do you agree that they actually take bribes?	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6	
--	---	---	--



	<i>(restrict your answers to the organisation concern to the service mentioned above)</i>	Very Strongly disagree.....7	
	Given the experiences with the public officials or employees over the past one year, do you agree that they actually request for entertainment?  <i>(restrict your answers to the organisation concern to the service mentioned above)</i>	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	

**SECTION 6: CONTROL OF CORRUPTION**

CO1A	This organisation has made effort to prevent corruption in the past one year	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	
CO1B	If very strongly agree, strongly agree, or agree, how have you heard of anti-corruption measures for the organisation?  <i>Multiple answers accepted</i>	Organisational website.....1 Officials from their offices.....2 Posters posted on the walls, notice board, vehicles etc.....3 other media channels.....4 official meetings.....5 other specify.....6	
CO2	Have you ever heard of existence of integrity committee in the organisation?	Yes.....1 No.....2 No answer.....99	
CO3	Have you filed any complaint over the way the public sector organisation processed the service? <b>Or have you complained over the way your organisation process the service?</b>	Yes.....1 No.....2 No answer.....99	<b>If no answer skip CO4</b>
CO4	In the past one year it was easy to file such complaints	Very strongly agree.....1 Strongly agree.....2 Agree.....3 Neither agree nor disagree.....4 Disagree.....5 Strongly disagree.....6 Very Strongly disagree.....7	

**SECTION 7: PERSONAL EXPERIENCE OF CORRUPTION**

PE1	Have you ever <b>Offered or Asked</b> for a bribe or entertainment to the official or employees while availing this service?	Yes.....1 No.....2 No answer.....99	<b>If 2 or 3 skip to PE8</b>
PE2	When did you offer a bribe or entertainment?	Beginning of work or service.....1 When work was progressing.....2 After completion of work or service.....3	

		All of the above.....4																						
PE3	How many times have you offered a bribe?	Once.....1 Twice.....2 Thrice.....3 Four.....4 Occasionally.....5 If more than four specify the number of time.....6	<b>If 1 skip to PE5</b>																					
PE4A	<b>ASK IF OFFERED A BRIBE OR ENTERTAINMENT MORE THAN ONCE</b> How much have you <b>Offered or Received</b> as a bribe EACH TIME?	<input type="text"/>																						
PE4B	How much have you <b>Offered or Received</b> as entertainment EACH TIME?	<input type="text"/>																						
PE5	How much in TOTAL have you <b>offered or Received</b> as bribes over the past one year?	<input type="text"/>																						
PE6	Why did you <b>Offer or Ask</b> for a bribe or entertainment?  <i>Multiple answers accepted</i>	Please tick any of the following: <table border="1"> <thead> <tr> <th></th> <th>YES</th> <th>NO</th> </tr> </thead> <tbody> <tr> <td>The official or employee solicited or demanded</td> <td></td> <td></td> </tr> <tr> <td>To facilitate or speed up the process of the service</td> <td></td> <td></td> </tr> <tr> <td>Wanted to mitigate or avoid punishment for violating laws and regulations</td> <td></td> <td></td> </tr> <tr> <td>Wanted to express my gratitude for the service received</td> <td></td> <td></td> </tr> <tr> <td>To facilitate ease of future service delivery</td> <td></td> <td></td> </tr> <tr> <td>To avoid unnecessary harassment</td> <td></td> <td></td> </tr> </tbody> </table> Other (specify)		YES	NO	The official or employee solicited or demanded			To facilitate or speed up the process of the service			Wanted to mitigate or avoid punishment for violating laws and regulations			Wanted to express my gratitude for the service received			To facilitate ease of future service delivery			To avoid unnecessary harassment			
	YES	NO																						
The official or employee solicited or demanded																								
To facilitate or speed up the process of the service																								
Wanted to mitigate or avoid punishment for violating laws and regulations																								
Wanted to express my gratitude for the service received																								
To facilitate ease of future service delivery																								
To avoid unnecessary harassment																								
PE7	How many times have you <b>Offered/Asked</b> for any gratuities/tips/extras/advantages other than bribes or entertainment to the officials or employee?	Once.....1 Twice.....2 Thrice.....3 Four.....4 Occasionally.....5 If more than four specify the number of time.....6																						
PE8	<b>ASK ONLY FOR SERVICE USERS</b> How often have you contacted the officials or employees during the last 12 months to get the service processed	Once.....1 Twice.....2 Thrice.....3 Four.....4 Occasionally.....5 If more than four specify the number																						

		of time.....6	
<b>END OF QUESTIONNAIRE</b>			