# IMPACT ASSESSMENT OF THE EFFECT OF REMUNERATION ON CORRUPTION IN PUBLIC SECTOR SERVICE DELIVERY: CASE STUDY OF THE MINISTRY OF PROVINCIAL ADMINISTRATION AND INTERNAL SECURITY IN NAIROBI PROVINCE.

## BY

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## L42/75237/09

A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILMENT FOR THE AWARD OF A POST GRADUATE DIPLOMA IN PROJECT PLANNING AND MANAGEMENT.
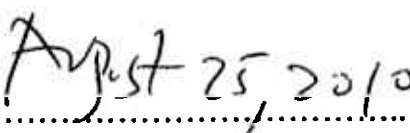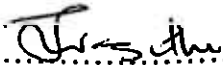
## UNIVERISTY OF NAIROBI

## 2010

# DECLARATION

This Research Project is my original work and has not been submitted for an award in any University.

Signature:................................................ Date: ...August 25, 2010....

L42/75237/09

This Research Project has been submitted for examination with my approval as University Supervisor:

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# DEDICATION

I dedicate this work to my family for the continued moral support, my friends and the Project Planning class of 2009/10 for their insightful contributions and discussions especially during the study period of this Post Graduate Programme at the University of Nairobi.

# ACKNOWLEDGMENT

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# ABBREVIATIONS AND ACRONYMS

| | |
|---|---|
| ACEC | Anti-Corruption and Economic Crimes Act |
| IMF | International Monetary Fund |
| KACC | Kenya Anti-Corruption Authority |
| NACCSC | National Anti-Corruption Campaign Steering Committee |
| PCSC | Public Complaints Standing Committee |
| POEA | Public Officers Ethics Act |
| PPOA | Public Procurement Oversight Authority |
| PPDA | Public Procurement Disposal Act |
| PPSRRB | Permanent Public Service Remuneration Review Board |
| TI | Transparency International |
| UNCAC | United Nations Convention against Corruption |

# ABSTRACT

The research study sought to examine the extent to which poor remuneration is a cause of corruption by public officers.

The objectives of the study were; to determine the relationship between poor remuneration and bribery demand by public officers, to identify the attitudes, values and opinions of public officers on bribery demands and to propose measures based on the study findings on the best way of tackling bribery demands by public officers.

The study intended to use quantative analysis research design method to determine the relationship between variables. Cluster sampling method was used to identify the population to be studied. Data for this study was collected using well designed questionnaires. Parameters such as the mean and mode were used to analyze the data. The data was presented in the form of frequency tables.

The findings of the study indicated that low remuneration had a direct effect on corruption in the public sector. The study also revealed that even when there were other factors that contributed to corruption in the public sector, the effect of low remuneration was leading highest.

Lastly, the study established that public officers perceived that corruption in the public sector could be greatly reduced by increasing the remuneration of public officers.

# CHAPTER ONE

## 1.0 Background of the Study

*"Kenya is East Africa's most graft prone nation with a bribe solicited/ demanded in nearly half of all transactions according to a survey by an anti-graft watchdog published on Thursday followed by Uganda and Tanzania....Kenya's overall bribery rate was 45%, Uganda's 35% and Tanzania 17%. The ranking of key public service delivery agencies.....shows that public service in East Africa is riddled with bribery." (Ogonda 2009)*

All over the world, corruption is breaking news. Central to the narratives of political power struggles, corruption stories dominate the front pages in diverse public spheres. Kenya is no exception. Since the 1990s, public practice in Kenya is laden with a number of corruption related scandals. This are; the Goldenberg Scandal where Kenya lost about five billion Kenya Shillings; the Maize scandal I & II where corrupt sale of subsidized maize cost the country approximately 200 million Kenya Shillings; the Education scandal where funds meant for free primary education were misappropriated to the tune of 80 million Kenya Shillings; the Oil scandal and allegations of corruption in the resettlement of Internally Displaced Persons (IDPs) among others. In addition, Kenya remains in the bottom 20 of Transparency International's (TI) Corruption Perception Index with 90% of Kenyans perceiving the country as extremely corrupt.

Corruption Perception Index ranks countries in terms of the degree to which corruption (in the form of bribe demanding) is perceived to exist among their public officials and politicians.

These reports indicate that corruption continues to prevail in the critical public sector. A large part of this corruption constitutes bribery. Further research shows that in Kenya, bribery is the most prevalent type of corruption.

Literature on mainstream public service indicates that corruption is rampant in the public service mainly through solicitation of bribes by public officers. According to the National Corruption Perception Survey of 2005 and 2006 indicate that 30.5 % and 23.1% respectively of Kenyans gave bribes to public officers to access a public service. The survey further indicated that in 72.1 % and 75.1% in 2005 and 2006 respectively the bribe was asked for by the public officer. These statistics confirm that bribery is rampant in the public service mainly initiated or demanded by public officers. In Kenya as in elsewhere, numerous studies have been conducted on the extent and magnitude of corruption in general and in particular bribery in the public service. Much of the research conducted has focused primarily on the supply side of bribery. However, there have not been substantive studies on the demand determinants of bribery or causes of bribery demands by public officers.

## 1.1   Statement of the Problem

Since 2003, Kenya has put in place both legislative and institutional framework aimed at reducing the incidence of corruption in general and bribery in particular. However, corruption in the public sector has remained rampant. Most anti-corruption efforts have tended to focus on the public sector whose institutions have largely been perceived "very corrupt".

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As pointed out earlier, information on bribery in the public sector has been informed largely by research focusing on the supply side of corruption. No substantive studies have been conducted on the demand determinants of bribery or causes of bribe demands by public officers. Therefore, in Kenya as indeed elsewhere, there is a critical dearth of concrete information on the demand determinants of corruption in general, and bribery in particular. Consequently, anti-corruption efforts tend to be informed primarily by perceptions and anecdotal evidence on the demand side of corruption. An understanding of the demand side of bribery can clarify the nature and causes of bribery and can assist policy makers efforts to combat bribery.

Some insight on the demand determinants of bribery can be found in the    National Public Officer's Integrity Survey, 2007 which identified poor remuneration, greed/selfishness and the culture of gift giving as the leading causes of bribery demands by public officers. Other causes included high cost of living, poor management practices in the public sector, poor law enforcement, job insecurity and lack of effective motivation mechanisms in the public sector. The broad study established that poor remuneration and bribery demands by public officers are directly correlated.

This study sought to examine the demand side of bribery in general and in particular an impact assessment on the effect of remuneration on corruption by public officers. This research was unique because it specifically focuses on the demand side of bribery and thereby sought to address an existing research gap.

## 1.2    Purpose of the Study

Current arguments on poor remuneration as a cause of bribery demands by public officers tend to be informed by anecdotal evidence and perception. This is because studies that relate to bribery demands by public officers have focused on the bribe givers be it the general public or corporate firms as the source of information. Hardly has any study been conducted on the bribe takers (public officers) to determine why they demand bribes to discharge public/ legal duty and whether or not poor remuneration contributes to their demand for bribes.

The intention of this study was to develop empirical information and insights that can be discussed, analyzed and used in formulation of policy and strategies to reduce bribery in the public sector. This study also intended to provide an objective basis for continued review of the remuneration of public officers as a measure to reduce corruption in the public sector and also to build on the on findings of the National Public Officers Intergrity Survey which had identified poor remuneration as a cause of corruption in the public sector.

## 1.3    Research Objectives

The main objective of the study was to establish the extent to which remuneration is a cause of bribery demand by public officers. The specific objectives of the study included:

i.    To determine the relationship between remuneration and corruption by public officers;

ii.   To identify the attitudes, values and opinions of public officers on corruption;

iii.  To propose measures based on the study findings on the best way of tackling corruption among public officers

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## 1.4 Research Questions

i. To what extent does remuneration contribute to corruption/bribery demands by public officers?

ii. What are the attitudes, values and opinions of public officers on bribery demands?

iii. What is the best measure of tackling demand of bribes by public officers?

## 1.5 Hypothesis

The variables in the study were:

Independent variable – Remuneration

Remuneration is presumed to be the cause or a determinant of whether a public officer will demand for a bribe or not. It is presumed that poor remuneration is the cause of bribery demand by public officers. It is the variable that this project will study to establish its effect.

Dependent variable – cirrpution bribery demand

Corruption/bribery demand is the variable that is studied to determine the effect of remuneration. This project examined corruption in order to establish the change or created on it.

Moderating variable – Rank of the public officer

If the rank of a public officer was introduced in the project, it would have had a significant impact on both the independent and dependent variable. This is premised on the fact that the rank of a public officer is directly linked to remuneration hence has an effect on both remuneration and bribery demand.

The null hypothesis will be:

**H1**     There is no relationship between remuneration and corruption by public officers

The alternative (research) hypothesis will be:

**Ho**     There is a positive overall correlation between remuneration of public officers and corruption/bribery demands by the officers.

## 1.6     Justification of the Study

The study was significant as it provided empirical data on the effect of remuneration on corruption/ bribery demands by public officers. Therefore the study aimed to benefit;

First, the Government and in particular public institutions mandated to fight corruption as it examined the demand side of bribery and effect of remuneration on corruption in the public sector.

Secondly, the findings are fundamental in formulation of policies to reduce corruption/bribery demands by public officers, therefore contribute to the overall anti-corruption strategies.

Thirdly, in view of the fact that no substantive studies have been conducted on the demand side of bribery and particularly remuneration of public officers, the study generated information that will serve as baseline data for future and further studies.

## 1.7    Scope of the Study

The public sector in Kenya constitutes the single largest employer in the country having a workforce of about 250,000 public officers. In view of this, the study will focus only on the Ministry of Provincial Administration and Internal Security in Nairobi. The rationale was that bribery demand involves a direct interaction between the demand and supply side of bribery. The Ministry of Provincial Administration and Internal Security specifically Divisional Officers, Chiefs and Assitant Chiefs have a lot direct interaction with the public in the provision of government services. Geographically, the study covered three (3) districts in Nairobi Province.

## 1.8    Limitations of the Study

i.    Typical of all stigmatizing behaviour such as HIV/AIDs, domestic violence, drug abuse etc, studies on corruption and bribery, are subject to unavoidable respondent bias. Some public officers may understate or overstate the level of bribery demand, depending on their attitude to the issue. There is also a self-selection bias, that is, officers who have more to hide are more likely to decline to respond. Respondent bias – this may be mitigated but not eliminated. The study will attempt to mitigate this bias by internal consistency checks built into the questionnaire and framing questions to give the respondents the option of attributing bribe demands to colleagues so as to encourage officers to respond truthfully without self-implication.

ii.   Over researched clusters – this refers to groups that have been involved in previous studies time and again. In this instance adminsitrative officers would be a good example. However, based on their high level of interaction with the public and also research studies that rank administrative officers as the most corrupt, it is imperative that they are involved in this study.

## 1.9   Delimitations of the Study

The study was successful because:

i.   It used public officers as the main respondents. This guaranteed information obtained from the bribe demanders as opposed to obtaining it from respondents whose views are based on perception.

ii.   The study was conducted in Nairobi hence reduced incidence of travel.

iii.   The study focusesed on public officers with the highest level of interaction with the public hence a high likelihood of obtaining accurate information.

## 1.10   Assumptions of the Study

i.   The selected Public officers were good sample and representative of the entire public service.

ii.   The respondents would be willing and will provide honest answers.

iii.   The respondents would provide information specific to the issues of corruption/bribery demand and remuneration.

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iv.    That the data collection instruments and methods would specifically focus on the relationships between poor remuneration and corruption.

## DEFINITIONS OF SIGNIFICANT TERMS

Bribery
for purposes of this study will be defined as the offering, giving, receiving or solicitation of any item of value to influence the actions of an official or other person in discharge of a public or legal duty.

Bribery demand
refers to the asking or solicitation of any item of value by a public officer in the course of discharging a public duty.

Corruption
for purposes of this study is broadly interpreted to refer to misuse of entrusted public power by a public official for private gain.

Public officer
refers to any officer in the employment in a Government Ministry, Parastatal, Statutory Body/Corporation or any other public institution and includes officers in the Disciplined Forces.

# CHAPTER TWO

## 2.0 Literature Review

## Introduction

This Chapter examines the concept of remuneration as a demand determinant of corruption in the public sector. It is divided into three sections; theoretical literature review, the empirical literature review and a section outlining the gap that this study intends to address.

## 2.1 Theoritical Literature Review

### 2.1.1 Definition and state of the art of corruption

Corruption has received extensive attention globally and in Kenya particularly due to the fact that it is over-flogged in both economic and political circles hence the existence of numerous varied definitions. Corruption is broadly defined as the abuse of entrusted power for private gain. Transparency International defines corruption in a clear and concise by further differentiating between *"according to the rule corruption"* and *"against the rule corruption"*. Facilitation payments, where a bribe is paid to get preferential treatment for something the bribe receiver is required to do by law constitutes according to the law corruption while a bribe to secure something the giver of the briber is prohibited by law constitutes against the law corruption.

Corruption is often used interchangeably with bribery, which according to the Black's Law Dictionary (1999), is the offering, giving, receiving or solicitation of any item of value to influence the actions of an official or other person in discharge of a public or legal duty. Bribery therefore requires two parties, the giver of the bribe which is the supply of the bribery and the

receiver of the bribe, the demand side of the equation. The bribe is the gift bestowed to influence the receiver's conduct. Bribes may be disguised in many ways including;

    i.    Direct cash payments;

    ii.    Expensive gifts; or

    iii.    The promise of reciprocity in future transactions;

Bribes can be paid to obtain an advantage such as:

    i.    A permit or a license

    ii.    The exclusion of others from a service e.g a competitor

    iii.    A contract for a certain business

    iv.    Exemption from application of a legal penalty e.g when one flouts a traffic law

    v.    Expediting a routine official action

According to Moore, (2007) bribery may take two forms it can either be top down or bottom up. Top down bribery includes high level bribe taking in an attempt for high level government officials to gain high rewards and a portions is shared with their juniors. Bottom-up bribery is petty corruption and involves numerous small payments to low level employees who pass some of the gains to their superiors as rent.

Hadji, (2007) argues that this is the most common form of bribery branded as low level and street level bribery. It is the kind of corruption encountered daily by Kenyans in places such as

police stations, hospitals, schools and local licensing offices in the course of accessing essential Government services.

### 2.1.2 Legal and institutional framework to combat corruption in Kenya

Despite the never-ending incidences of corruption in Kenya, the Government has put in place an elaborate legal and institutional framework to fight corruption in the public service. Key legislation formulated to fight corruption includes Anti-Corruption and Economic Crimes Act (ACEC), the Public Officers Ethics (POE) Act and the Public Procurement and Disposal (PPD) Act. Further, in 2003 Kenya became the first country to sign and ratify the United Nations Convention against Corruption (UNCAC).

The institutional framework includes the Kenya Anti-Corruption Commission (KACC)established under the ACECA with a mandate to investigate corruption cases, enforce corruption laws and prevent corruption through public education, the National Anti-Corruption Campaign Steering Committee (NACCSC) with a mandate to change Kenya's culture of corruption, the Public Procurement Oversight Authority (PPOA) whose mandate includes ensuring public procurement is not used by public officers as an avenue for bribe solicitation and the Public Complaints Standing Committee (PCSC) (Office of the Ombudsman) with a mandate to among others redress complaints on bureaucratic corruption in the public sector.

In addition, the Proposed Constitution provides for a stronger accountability framework in the public sector passed on August 4, 2010 serves as a gateway to institutional reforms aimed at combating the incidences of corruption in the public sector.

## 2.1.3 Corruption - the demand and supply side of bribery

Bribery involves at least two interdependent parties--the supply side (bribe giver) and the demand side (bribe taker). Individual citizens and corporations want to access essential Government services such as National Identity Cards, Birth Certificates, Business Licences and Permits, Title Deeds etc while others want to evade application of an unfavorable laws or access services they are otherwise prohibited from accessing by law. Public officials on the other hand are charged with discharge of official routine public duties or implementation of laws and regulations. In this sense, public officials act as gatekeepers to essential public services and goods, and are in a position to impose and collect "entrance fees." Thus, individuals and corporations are willing to "pay a price" (bribes) imposed by public officials to access public services/goods and public officials are willing to accept bribes.

Several factors affect and determine the extent of bribery, among them income levels, laws and regulations and cultural values. Low income levels of public officials often lead them to seek bribes so they can improve their standard of living. Non existence and poor enforcement of corruption related laws encourages incidences of bribery. Finally, cultural factors influence how bribery is viewed in individual societies. Culture has been defined in many ways. One of the earliest and widely cited definitions, offered by Edward Taylor (1871), described culture as "that complex whole which includes knowledge, belief, art, morals, law, custom, and any other capabilities and habits acquired by man as a member of society." It is noteworthy that culture transmitted through the process of learning and interacting with one's environment and that people are not born with culture specific genes.

Previous comparative studies on the control of bureaucratic corruption/bribery in Hong Kong, India and Indonesia (Palmer 1985: 271-272) identified three causes of bribe demand by public officials. These were opportunities which depended on extent of civil servants in Government administration, salaries and extent of policing.

In Kenya, the TI Bribe Payers Index (BPI) identified security from prosecution as well low salaries as the leading causes of bribery demands by public officials in Kenya. Thus, bribe taking is likely to be more prevalent where public officers have poor remuneration and there is poor enforcement of laws thus low risk of detection and punishment for the     bribe   taker.


### 2.1.4   Determinants of corruption - remuneration

The first specific determinant that has been identified is remuneration. It is generally agreed that poor remuneration combined with weak laws and enforcement mechanisms are breeding grounds for bribe taking and misuse of public resources in the public sector.  In the developing countries, the last two decades have been characterized by declines in public sector wages mainly due to fiscal adjustment policies of the IMF Structural Adjustment Programmes.  Kenya has been no exception. Since the 1990's applications of the IMF structural adjustment programmes coupled with plunder of state resources by the ruling regime led to massive cuts in the wages of public officers.

### 2.1.5   Public service remuneration in Kenya

Accroding to Bor, (2006) public officers in Kenya have over the years been paid very low salaries compared to officers of comparable academic qualifications in the private sector.

There have been various initiatives by the Government aimed at improving the remuneration structure in the public service. In 1971, the Government formed the Ndegwa Commission whose findings were that public officers were poorly remunerated and recommended that public officers should be allowed to engage in private business ventures.

In 1997/98, the Government appointed a Commission, the "Kipkulei Harmonization Commission" to collect and analyze data and information, including public views, on wage bill management and public sector remuneration and recommend measures to be undertaken to harmonize remuneration in the public service in a sustaintainable and justifiable manner inorder to improve efficiency and productivity in the entire public sector.

The Kipkulei Commission recommended that a banding system be introduced in the management of remuneration in the public service and that a permanent public service pay review board be established to implement its key recommendations. The Commission also recommended that a pay policy for the public service be developed and implemented. In implementation of the Commission's recommendations, the Government increased remuneration for its policy level managers by 400 – 500 per cent with effect from 1st January, 2002.

In 2003, the Permanent Public Service Remuneration Review Board (PPSRRB) was established with a mandate to continuously review the remuneration of persons in the public service and study trends in remuneration pertaining to the private and make recommendations on ways of closing the gap between the private sector and the public sectors.

Until July 1, 2004, the lowest paid public officer in Job Group 'A' earned Kshs. 2,580 while the highest unionisable public officer in Job Group 'R' earned Kshs. 28,435. Effective July 1, 2004 the Government initiated a pay rise in which the lowest paid officer earns a basic salary of Kshs. 7,825 while the highest paid unionisable officer in Job Group 'R' earns a basic salary of Kshs. 94,365. This increase is still comparably low to the private sector salaries.

The Proposed Constitution passed at the August 4, 2010 referendum establishes a Salaries and Remuneration Commission whose functions include setting and regularly reviewing the remuneration benfits of all State Officers.

## 2.2 Empirical Literature Review

According to Goel and Rich (as cited in Moore, 2007), there is a relationship between poor remuneration of Government workers as compared to private workers and the willingness of public sector employees to demand a bribe. A more recent study by Chene (2009) found that there was greater public tolerance for bribery demands in countries where civil servants incomes are poor or perceived as low in comparison to the private sector salaries. Informal payments such as demanding bribes are often viewed as a subsistence strategy that compensate for the poor remuneration. This makes it somewhat "acceptable" for public officers to demand for bribes as survival strategy.

Other studies have described bribery demands by public officers as salary supplementation strategies implying the subsistence strategy. It has been argued that in a generalized context of under resourced public services across many developing countries, public officers result in

individual coping strategies to top up their salaries and bring their income closer to their expectations thus leading to demand for bribes among other illegal payments.

These views correspond to those of Mauro (as cited in Quah, 2003) who argues that when civil service remuneration is poor, public officers may be obliged to use their positions to collect bribes as a way of making ends meet, particularly when the expected risk of being caught is low.

Mbaku, (2005:205) also argues that the higher levels of inflation combined with low salaries for low ranking public officers renders life in urban areas almost impossible thus forcing these officers to engage in corruption as a way to improve their chances of survival.

However, this assumption has been challenged and evidence remains largely inconclusive on the impact government remuneration has on corruption in the public sector.

Rauch and Evan (2000) compared remuneration for high ranking public officials and those of private sector managers with similar training and responsibilities in 35 countries and reported insignificant effects of remuneration on corruption.

A further study by Van Rijkeghem and Weder (1997) based on pay data in 28 countries suggests that pay has no all together affect on corruption. Swamy et al also finds no significant relation between pay and corruption.

Therefore, empirically the link between remuneration and corruption in terms of causality remains unclear. Evidence on poor remuneration as a cause of corruption is anecdotal rather than statistical.

## 2.3    Conclusion

From the foregoing, it is clear that there is no conclusive empirical evidence on the effect of remuneration on corruption in the public sector. The existing evidence is anecdotal mainly based on public perception and assumptions by policy makers.

This study therefore sought to generate empirical evidence of the extent to which remuneration is a demand determinant of corruption and thereby address an existing research gap.

# CHAPTER THREE

## 3.0 Research Design and Methodology

### Introduction

This chapter outlines in detail how data was gathered and analysed to address the research questions and attain the research objectives. It comprises of the research design, population, sampling, data collection methods and procedures and data analysis.

## 3.1 Research Design

The research design was descriptive research design. Descriptive study designs are concerned with finding out how, what or when a phenomenon is changing (Mugenda & Mugenda, 1999). This study was concerned with learning how one variable influences or has an effect on the other. It sought to determine the causal relationship between the variables. The concept of the study was therefore to examine the extent to which remuneration causes corruption by public officers. The research narrowed down to the effect of remuneration on bribery demands by public officers. The Ministry of Provincial Administration and Internal Security in Nairobi was the selected institution for this study. Hypothesis testing was done on the relationship between remuneration and corruption by public officers.

### 3.1.1 Target Population

Population is the entire aggregation of items from which samples can be drawn for study. It can also be defined as a complete set of individuals, cases or objects with some common observable charactersistics. (Mugenda and Mugenda, 1999).

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In this study the population is public officers from the Ministry of Provincial Adminstration and Internal Security in Nairobi. Out of this population, public officers carrying out adminsitrative public duties were sujected to the study. This consisted of Divisional Officers, Chiefs and Assistant-chiefs totalling to 181 public officers/units. Cluster sampling method was used where the population was grouped into units. A list of all the administrative units in Nairobi Province was compiled (Appendix 1). The adminsitrative units were grouped into Districts. There are eight (8) districts in Nairobi within which each of the 181 units fits. Out of the eight Districts, three (3) districts were selected at random. All the adminsitrative units within the three (3) distircts were then inculded as members of the sample. This therefore included all the Division Officers, Chiefs and Assistant-Chiefs in the three (3) districts. The probability of each public officer being included in the sample was equal since the population clusters were known.

### 3.1.2 Sampling

A sample is a list of items selected from the popualtion (Kothari, 1990). Where the population is small enough to survey each person or object in the population, then sampling need not be done. In most instances a sample of members must be picked from the population, subjected to the study after which deductions are made relating to the whole population.

The sample chosen must be large enough to represent the salient characteristics of the population being studied and small enough for the researcher to conviniently cover. The factors that will be taken into account in determining the sampling method include time available for the study, convinience and the cost involved.

In this study, cluster sampling was used. The population was clustered into districts which were then randomly selected and each public officer in the selected District was subjected to the study.

The rationale of using the cluster method is that in the case of Nariobi Province consiting of 181 adminsitrative units hence 181 public officers was difficult to randomly sample all. Therefore a list of all the Adminstrative Units in Nairobi Province was compiled, clustered into Districts and a random sample of the Districts conducted. Each public officer in the selected Districts formed the study sample.

The Districts that were randomly selected were Starehe District, Westlands District and Dagoretti District. Each public officer in the selected Districts was subjected to the study. Therefore this ensured that a total of sixty five (65) public officers were subjected to the study.

## 3.2 Data Collection and Procedure

The data collection tool used was a questionnaire. A questionnaire is a form that contains a set of structured and sequential questions prepared by the researcher and submitted to the subjects of a study for purposes of obtaining information specific to the study. The questionnaires were both closed ended and open ended. The questionnaires were hand delivered to the respondents since the sample population was entirely within Nairobi.

The response rate was extremely low and had to be complemented by personal interviews to obtain an acceptable response rate of 66%.

### 3.3  Validity and Reliability

Realibilty refers to the extent to which findings of a study are consistent and reliabe. It is implied that a study will provide valuable and useful that demonstrates continuity with the existing knowledge. (Mugenda and Mugenda, 1999). Validity on the other hand refers to the ability of research findings to relate to phenomenon that they relate to. The reliabilty of the study was achieved by ensuring that the questionnaires were well designed to obtain the required information. In addition to ensure validitiy of the data collected questionnaires were well explained to the repsondents and where possible supplemented with personal interviews.

### 3.4  Data Analysis

Once questionnaires were collected from the respondents they were edited to correct any spelling mistakes. The data obtained from the questionnaires was analyzed into descriptive statistical method, correlation and regression analysis comprising of frequency, tables, percentages and means. Responses to the questionnaire tabulated and analyzed using the statistical software package for social scientist (SPSS) and presented in the next chapter.

# CHAPTER FOUR

## 4.0 Data Analysis and Presentation

### Introduction

Any research is aimed at generating findings that either solve a problem or enrich the existing knowledge base. Therefore, data collected in a study is analyzed to such that the results obtained can be used to infer conclusions that can be generalized to the whole population.

This chapter presents the results of the analysis of the data gathered by the ressearcher in the course of the study. The study includes detailed information about the survey conducted and the respondents in general. The findings of the research have been evaluated and grouped into meaningful categories.

### 4.1 Research Findings

### 4.1.1 Demographic details of the respondents

The data collection instrument, questionnaire, required the respondents to indicate their designation.

Table 1, below indicates that most of the public officers subjected to the study were Assistant Chiefs. These findings find support from the fact that in the service delivery chain, Assistant Chiefs that are closest to the public in relation to service delivery hence there are more Sub Locations than the Locations and Divisional Offices.

Table 1: Demographic details of the respondents

| DESIGNATION | NO. OF PUBLIC OFFICRS | PERCENTAGE OF TOTAL |
|---|---|---|
| Division Officers | 9 | 14 |
| Chiefs | 18 | 28 |
| Assistant Chiefs | 38 | 58 |
| TOTAL | 65 | 100 |

These findings also explain as is illustrated later in the study, why most of the respondents stated that their current monthly remuneration is below Ksh. 20,000 as Assistant Chiefs fall in the Public Service Remuneration Band earning about Kshs. 18,000 per month.

## 4.1.2 Current monthly remuneration

The respondents were asked to identify in which of the provided bands their monthly remuneration fitted. The findings are as indicated below which show that most of the respondents had monthly remuneration of below Kshs. 20,000. This is attributed to the fact that Assistant Chiefs fall in the same Public Service Remuneration Job Group hence they have very slight variations in their remuneration. Six (6) respondents did not provide an answer to this particular question.

Table 2: Current Monthly Remuneration

| MONTHLY REMUNERATION | FREQUENCY | PERCENTAGE |
|---|---|---|
| Below Kshs. 20,000 | 26 | 60% |
| Kshs. 20,000 – 40,000 | 8 | 19% |
| Kshs. 40,000 – 60,000 | 3 | 7% |
| Over Kshs. 60,000 | - | - |
| None | 6 | 14% |
| TOTAL | 43 | 100% |

Source: Ressearch Data (2010)

### 4.1.3 Public sector remuneration

When asked to give their opinion about public sector remuneration 63% of the respondents considered public sector remuneration including their own remuneration as low, while 21% of the respondents considered public sector remuneration as very low and 13% felt that it was adequate. This means that to most public officers consider public sector remuneration and in particular their remuneration to be low.

Table 3: Opinion about Public Sector Remuneration

| OPINION ON REMUNERATION | FREQUENCY | PERCENTAGE |
|---|---|---|
| Very Good | - | - |
| Good | - | - |
| Adequate | 6 | 14 |
| Low | 27 | 63 |
| Very Low | 10 | 23 |
| **TOTAL** | **43** | **100** |

Source: Research Data (2010)

## 4.1.4 Purpose of interaction with the public

When asked about the purpose of interaction with the public, 36% of the respondents indicated that they interacted with the public in provision of services while 48% stated that they interacted with the public in law enforcement or a regulatory related affair. 6% of the respondents interacted with the public in business related affairs while 10% interacted with the public in employment related matters. This means that most of the respondents mainly the assistant chiefs and chiefs are engaged in provision of public services such as facilitation registration of birth or deaths, facilitating issuance of National Identity Cards and in law enforcement and regulatory related which would include checking on illegal liquor brewing, observance of closing hours for bars, demolition of illegal structures and general maintenance of the law in their area of jurisdiction.

Table 4:  Purpose of Interaction with the Public

| PURPOSE OF INTERACTION | FREQUENCY | PERCENTAGE |
|---|---|---|
| Provision of a Public Service | 15 | 36 |
| Law enforcement or regulatory related | 21 | 48 |
| Business related | 3 | 6 |
| Employment related | 4 | 10 |
| TOTAL | 43 | 100 |

Source: Research Data (2010)

## 4.1.5   Duties public officer would most likely demand a bribe

Three in five respondents admitted to have demanded for a bribe in the performance of their duties or to know of public officers who had demanded bribes in the performance of their duties. In addition, 57% of the respondents stated that they would demand a bribe in duties related to law enforcement and regulatory while 23 % stated that they would demand a bribe in provision of a public service. 12% of the respondents stated that they would demand a bribe in a business related duty and 8% in an employment related duty. An explanation for high level of bribery demand in law enforcement and regulatory related duties is that these types of duties are likely to attract higher bribes. This is premised on the fact that the bribe giver is almost helpless and willing to part with whatever bribes may be demanded by a public officer to prevent application

of a law or a regulation which will have negative effects including being charged with an offence or a business premises being shut down or an illegal structure demolished.

Table 5: Duty public officers were more likely to demand a bribe

| DUTY BRIBE MOST LIKELY TO BE DEMANDED | FREQUENCY | PERCENTAGE |
|---|---|---|
| Provision of a Public Service | 10 | 23% |
| Law Enforcement and Regulatory Related | 25 | 57% |
| Business Related | 5 | 12% |
| Employment Related | 3 | 8% |
| TOTAL | 43 | 100 |

## 4.1.6 Ranking on persuasion to demand bribes

The respondents were asked to rank which reasons would most persuade them to demand bribes in performance of their duties. 72% claimed it was because their remuneration was low. 13% claimed that it was because the chances of being caught were low while 9% and 6% respectively claimed that there were numerous opportunities to demand bribes and that it was the culture in the public sector. The findings are as shown;

Table 6: Persuasion to Demand Bribes

| REASON FOR DEMANDING BRIBES | FREQUENCY | PERCENTAGE |
|---|---|---|
| Low remuneration | 30 | 72% |
| Low risk of being caught | 6 | 13% |
| Opportunity to demand bribes | 4 | 9% |
| Culture in the public sector | 3 | 6% |
| **TOTAL** | **43** | **100** |

Source: Research Data (2010)

## 4.1.7 Main cause of bribe demands by public officers

When asked what they thought contributed to bribery demands by public officers, majority of the respondents at 92% stated that low remuneration was the main cause of bribery demands. 6% of were undecided on what is the main cause of corruption in the public sector.

This therefore indicates that poor remuneration is a leading cause of corruption in the public sector.

Table 7: Main cause of bribery demands by public officers

| MAIN CAUSE OF BRIBERY DEMANDS | FREQUENCY | PERCENTAGE |
|---|---|---|
| Low remuneration | 39 | 92% |
| Culture and attitudes | - | - |
| Low risk of being caught | 1 | 1% |
| Opportunities | 1 | 1% |
| None | 2 | 6% |
| TOTAL | 43 | 100 |

Source: Research Data (2010)

## 4.1.8 Perceptions on corruption in the public sector

The respondents were asked to rate their level of agreement with statements that tested their perception towards corrupiton in the public sector. Most respondents considered low remuneration to be directly linked to corruption in the public sector. This is deduced from the fact that 87% of the respondents stated that there would be less demand for bribes if public officers remuneratin was increased. Notably none of the respondents strongly agreed that public officers should demand bribes to supplement their remuneration. This indicates that public officers do not consider corruption as an excuse to make ends meet.

The respondents were also asked to what extent culture, low risk of being caught and opportunities for bribery demand contributed to corruption in the public sector. Culture at 3% was least perceived as one of the influencing factors for corruption in the public sector.

This shows that public officers do not demand bribes because it is the culture in Kenya but are more concerned with some form of self benefit.

Table 8: Perceptions on corruption in the public sector

| PERCEPTIONS ON CORRUPTION IN THE PUBLIC SECTOR | FREQUENCY | PERCENTAGE |
|---|---|---|
| Low Remuneration | 37 | 87% |
| Low risk of being caught | 3 | 6% |
| Opportunities to demand bribes | 2 | 4% |
| Culture of corruption | 1 | 3% |
| TOTAL | 43 | 100% |

Source: Research Data (2010)

# CHAPTER FIVE

## 5.0 Conclusion and Recommendations
### Introduction

This chapter discusses the analysis of the quantitative data collected from the primary sources and the qualitative data collected from the literature review to establish whether the findings support existing theories. The researcher explains the impact assessment of the effects of remuneration on corruption in the public sector. The chapter also contains conclusions, recommendations and identifies further areas of research.

## 5.1 Summary of findings

### 5.1.1 Effects of remuneration on corruption in the public sector

According to the research findings, 72% of the respondents indicated that they would demand for a bribe because their remuneration was poor. Similarly, 92% of the respondents stated that the main cause of corruption in the public sector was low/poor remuneration as well as 87% of the respondents strongly agreeing that they perceived low remuneration as a leading cause of corruption in the public sector. This implies that public officers, who form the demand side of corruption, view low remuneration as having a direct effect on the level of corruption in the public sector or engage in corruption mainly because of low remuneration in the public sector.

Van Rijkeghem and Weder (1997) argue that public officers engage in "survival" rather than "maximizing" behaviuor hence only engage in corruption "as necessary to achieve a fair income. Therefore most public officers may willingly forego opportunities for corruption, provided their remuneration is good.

The research findings support this proposition because only 1% of the respondents indicated that the main cause of corruption in the public sector was opportunities to demand bribes while 92% of the respondents indicated that low remuneration was the main cause of corruption in the public sector.

Palmier (1985) and Mauro (1996) have identified low remuneration as one of the principle causes of the corruption in the public sector. Palmier (1985) hypothesised that though corruption in the public sector depended on the balance between other would be causes such as opportunities, low risk of being caught and culture, low government pay was principle cause of corruption.

Mauro (1996) also states that when public officers are poorly paid they will more often result in corruption out of necessity – for survival – thereby implying that low remuneration is the main cause of corruption in the public sector.

### 5.1.2 Perceptions of corruption in the public sector

According to the research findings, corruption in the public sector would be reduced if public officers' remuneration was increased. 87% of the respondents stated they perceived low remuneration as having a direct effect on corruption in the public sector. The research findings indicate that there is a direct correlation between the low remuneration and the perceived levels of corruption in the public sector.

Goel and Rich (1989) found that there is a relationship between low government salaries and the willingness of public officers to accept a bribe. The 2007 KACC Public Officers Integrity Survey identified among others poor remuneration as one of the main causes of corruption by public officers.

According to the Partnership for Governance Reform, (2001) survey on corruption in Indonesia of 2,300 repondents (650 public officials, 1,250 households and 400 business enterprises) found that poor remuneration as the most important cause of corruption in the public sector by 51.4% of the public officials, 36.5% of the business enterprises and 35.5% of the households. This therefore implies that the demand side of corruption is largely driven by low remuneration. Notably in this survey public officials, business enterprises and households all agreed that poor remuneration is the main cause of corruption in the sector. Both public officers and private enterprises percive corruption in the public sector to be mainly due to low remuneration.

## 5.2 Conclusions

Most public officers considered that low remuneration had a direct effect on corruption in the public sector. Public officers indicated that low remuneration even in the presence of other effects such as low risk of being caught, opportunities to demand bribes and cultural attitudes remains the leading cause of corruption in the public sector.

Public officers were also more likely to demand a bribe while rendering duties where the public is more willing to offer a bribe. This too supports the proposition that low remuneration has a direct effect on the level corruption in the public sector.

The study findings indicate that corruption by public officers is a top-up strategy adopted to complement their low remuneration. This therefore implies that to tackle corruption in the public sector the low remuneration must be addressed.

It is worth noting that public officers perceive corruption in the public sector as a direct effect of low remuneration. Theoretically, the danger of such a perception may result to their own (public officers) or public tolerance of corrupt practices as a subsistence strategy that compensates for low remuneration makes these corrupt practices less reprehensible.

Finally, from the study findings other factors such as opportunities, culture and low risk of being caught all have effects on the state of corruption in the public sector. Therefore efforts to combat corruption must as well address these other factors.

## 5.3 Recommendations on best methods of tackling

From the study it is clear that low remuneration leads to corruption in the public sector and affects service delivery. Therefore any methods on tackling corruption in the public sector must examine remuneration in the public sector. Theoretically, higher salaries would make corruption potentially more costly as corruption public officers suffer the risk of loosing a highly paid job as compared to the current lowly paid ones. Therefore, highly paid public officers would have less incentive to be corrupt as they have more to loose if caught. The study recommends;

i. Reforming the public officers pay policies within the framework of the on-going public sector reforms so as to close the remuneration gap between the public sector and the private sector and more importantly to prohibit underpaid public officers from complementing their income.

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ii.     Introducing systems of incentives that are coherent with the Government's social goals such as financial compensation for working in working in deprived, harsh or remote areas. For example in this study public officers working in slum areas should have financial incentives over and above public officers in less harsh or deprived environments.

iii.    Rationalizing of pay structures and monetizing of allowances aimed at guaranteeing subsistence of public officers.

iv.     While noting that low remuneration has a high effect in corruption in the public sector, other factors need to be taken into account. This study has also established that opportunities to demand bribes, low risk of being caught and cultural attitudes also lead to corruption in the public sector, therefore higher remuneration needs to be accompanied by effective corruption monitoring strategies, regular audits of government process to seal loopholes that create opportunities for corruption and public education to change cultural attitudes.

## 5.4     Further Areas of Research

While there is a well-established body of theoretical knowledge, as well as some tentative results on the effect of remuneration on corruption in the public sector, several more questions need to be answered to enable governments to design effective policies aimed at curbing corruption. Further research could consider a study of public officers in different public sector remuneration bands so that the study is focussed on public officers whose remuneration is comparatively different.

A study of this kind would allow a comparison on whether corruption is more prevalent among those earning reasonably low salaries or it applies uniformly among all public officers. A research study directed at public officers at different remuneration levels would add to the understanding of demand bribes in various levels of the public sector. Such an understanding would greatly aid in the development of policies and actions that can more effectively curb bribery and corruption in the public sector.

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# Appendices

## Appendix 1

Administrative Units in Nairobi Province

| ADMINISTRATIVE UNITS IN NAIROBI PROVINCE | | | | |
|---|---|---|---|---|
| Province | Districts | Divisions | Locations | Sub-locations |
| Nairobi | Starehe | Central | Starehe | City Square |
| | | Kairokor | Huruma | Kiamaiko |
| | | Mathare | Ngara | City Centre |
| | | | Kariokor | Huruma |
| | | | Mathare | Ngara West |
| | | | | Ngara East |
| | | | | Mathare |
| | | | | Mabatini |
| | | | | Pangani |
| | | | | Ziwani |
| | | | | Mlango Kubwa |
| | Kasarani | Kariobangi North | Ruaraka | Mathare 4A |
| | | Githurai | Korogocho | Ruaraka |
| | | Kasarani | Githurai | Nyayo |
| | | Roysambu | Roysambu | Githurai |
| | | | Kariobangi | Garden |
| | | | Kahawa | Mwiki |
| | | | | Kariobangi |
| | | | | Kiwanja |
| | | | | Utalii |
| | | | | Babadogo |
| | | | | Gitathuru |

| | | | Kamuthi |
| --- | --- | --- | --- |
| | | | Njathaini |
| | | | Kasarani |
| | | | Kahawa West |
| | | | Mathare North |
| | | | Korogocho |
| | | | Zimmerman |
| | | | Roysambu |
| | | | Kongo/Soweto |
| Kamukunji | Pumwani | Pumwani | Majengo |
| | Eastleigh | Kamukunji | Kamukunji |
| | Bahati | Eastleigh South | Eastleigh South |
| | | Eastleigh North | Shauri Moyo |
| | | Bahati | Eastleigh North |
| | | | Bondeni |
| | | | California |
| | | | Muthurwa |
| | | | Airbase |
| | | | Gikomba |
| | | | Pumwani |
| | | | Uhuru |
| Makadara | Makadara | Makadara | Harambee |
| | Viwandani | Mukuru Nyayo | Hazina |
| | South B | Makongeni | Makongeni |
| | | Viwandani | Viwandani |
| | | Maringo | Ofafa Maringo |
| | | | Jericho/Lumumba |
| | | | South B |

| | | | Kaloleni |
| | | | Land Mawe |
| | | | Mbotela |
| Njiru | Njiru | Njiru | Njiru |
| | Dandora | Ruai | Ruai |
| | Ruai | Dandora | Dandora 'A |
| | | Kariobangi South | Kariobangi South |
| | | | Saika |
| | | | Ngundu |
| | | | Dandora 'B |
| | | | Mowlem |
| Embakasi | Kayole | Mukuru | Imara Daima |
| | Embakasi | Umoja | Umoja |
| | Umoja | Kayole | Komarock |
| | | Embakasi | Embakasi |
| | | | Mukuru kwa Njenga |
| | | | Savannah |
| | | | Kayole |
| | | | Mihango |
| Westalnds | Kangemi | Kitsuru | Kitsuru |
| | Highrigde | Kangemi | Gichagi |
| | Kilimani | Highridge | Highridge |
| | | Kileleshwa | Kileleshwa |
| | | Parklands | Upper Parklands |
| | | Kilimani | Kilimani |
| | | | Kyuna |
| | | | Mountain View |
| | | | Muthaiga |

| | | | | Muthangari |
|---|---|---|---|---|
| | | | | Spring Valley |
| | | | | Maziwa |
| | | | | Loresho |
| | | | | Kangemi |
| | | | | Karura |
| | Dagoretti | Waithaka | Golf Course | Golf Course |
| | | Kawangware | Kenyatta | Mutuini |
| | | Woodley | Mutuini | Waithaka |
| | | | Waithaka | Kawangware |
| | | | Riruta | Riruta |
| | | | Uthiru | Uthiru |
| | | | | Kirigu |
| | | | | Kabiria |
| | | | | Gatina |
| | | | | Ngando |
| | | | | Uthiru |
| | | | | Woodley |
| | Langata | Laini Saba | Laini Saba | Laini Saba |
| | | Kibera | Mugumoini | Mugumoini |
| | | Nairobi West | Sarangombe | Gatwikera |
| | | Langata | Nairobi West | Nairobi West |
| | | | Karen | Karen |
| | | | Kibera | Kibera |
| | | | Langata | Hardy |
| | | | | Highrise |
| | | | | Bomas |
| | | | | Kianda/Olympic |

|  |  |  |  | South C |
|  |  |  |  | Lenana |
|  |  |  |  | Makina |
|  |  |  |  | Langata |
|  |  |  |  | Silanga |
|  |  |  |  | Lindi |

## Appendix 2

### List of public officer sampled by administrative unit

1. Divisional Officer, Central
2. Divisional Officer, Kariokor
3. Divisional Officer, Mathare
4. Divisional Officer, Kangemi
5. Divisional Officer, Highridge
6. Divisional Officer, Kilimani
7. Divisional Officer, Waithaka
8. Divisional Officer, Kawangware
9. Divisional Officer, Woodley
10. Chief, Golf Course
11. Chief, Kenyatta
12. Chief, Mutuini
13. Chief, Waithaka
14. Chief, Kawangware
15. Chief, Riruta
16. Chief,Uthiru
17. Chief, Kitsuru
18. Chief, Kangemi
19. Chief, Highridge
20. Chief, Kileleshwa
21. Chief, Parklands
22. Chief, Kilimani
23. Chief, Starehe
24. Chief, Huruma
25. Chief, Ngara
26. Chief, Kariokor
27. Chief, Mathare
28. Assistant Chief,City Square
29. Assistant Chief, Kiamaiko
30. Assistant Chief, City Centre
31. Assistant Chief, Huruma
32. Assistant Chief, Ngara West
33. Assistant Chief, Ngara East
34. Assistant Chief, Mathare
35. Assistant Chief, Mabatini
36. Assistant Chief, Pangani
37. Assistant Chief, Ziwani
38. Assistant chief, Mlango Kubwa
39. Assistant Chief, Kitsuru
40. Assistant Chief, Gichagi
41. Assistant Chief, Highridge

42. Assistant Chief, Kileleshwa
43. Assistant Chief, Upper Parklands
44. Assistant Chief, Kilimani
45. Assistant Chief, Kyuna
46. Assistant Chief, Mountain view
47. Assistant Chief, Muthaiga
48. Assistant Chief, Muthangari
49. Assistant Chief, Spring valley
50. Assistant Chief, Maziwa
51. Assistant Chief, Loresho
52. Assistant Chief, Kangemi
53. Assistant Chief, Karura
54. Assistant Chief, Golf Course
55. Assistant Chief, Mutuini
56. Assistant Chief, Kawangware
57. Assistant Chief, Riruta
58. Assistant Chief, Rithimitu
59. Assistant Chief, Kirigu
60. Assistant Chief, Kabiria
61. Assistant Chief, Gatina
62. Assistant Chief, Ngando
63. Assistant Chief, Uthiru
64. Assistant Chief, Woodley
65. Assistant Chief, Waithaka

**Appendix 3**

<div align="center">

## QUESTIONNAIRE

</div>

**Instructions:** Pleasse complete the following questionnaire using the instructions provided for each set of questions.

**Confidentiality:** The responses you provide will be strictly confidential. No refernce will be made to any individuals in the report of the study.

## SECTION A: RESPONDENT DETAILS

Name: (Optional)...........................................................................................

Administration Area: .....................................................................................

Designation: ................................................................................................

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## SECTION B: REMUNERATION

1.     What is your current monthly remuneration?

   i.     Below  Kshs. 20,000                    ☐

   ii.    Kshs. 20,000 – Kshs. 40,000        ☐

   iii.   Kshs. 40,000 – Kshs. 60,000        ☐

   iv.    Over Kshs. 60,000                       ☐


What is your opinion about your own/public sector remuneration?

   v.     Very Good            ☐

   vi.    Adequate             ☐

   vii.   Low                      ☐

viii.    Very Low                    ☐

ix.    Other ((please specify))..............................................................................

# SECTION C: CORRUPTION/BRIBERY DEMAND

1.  You often interact with the public in performance of your duties, what is the purpose of interaction with the public?

    a) Provision of a public service            ☐

    b) Law enforcement or regulatory related    ☐

    c) Business related                         ☐

    d) Employment related                       ☐

2.  Have you/ know of public officers who demanded bribes in order to carry out any of the duties in 1 above?

    Yes        ☐

    No         ☐

3.  In performance of which of the duties listed in 1 above would a public officer most likely demand a bribe? (*Choose only one* )

    i.    Provision of a public service            ☐

    ii.   Law enforcement or regulatory related    ☐

    iii.  Business related                         ☐

    iv.   Employment related                       ☐

4. In the table, rank the following in order of persuasion where 1 = most persuasive and 4 = least persuasive reason for demanding a bribe

| Reason for demanding a bribe | Ranking |
|---|---|
| Poor Remuneration | |
| Low risk of being caught | |
| Opportunity to demand bribes | |
| Attitudes and cultural norms | |

5. Which of the following reasons do you think contributes most to bribery demands by public officers? (*choose only one*)

i. Low wages ☐

ii. Culture and attitudes ☐

iii. Opportunity to demand a bribe ☐

iv. Low risk of being caught ☐

v. Other (please specify).......................................................................

# SECTION D: PERCEPTIONS ABOUT CORRUPTION/BRIBERY DEMAND

6. Indicate your level of agreement with the following statements

**(1 = strongly agree, 2 = agree, 3 = neither agree nor disagree, 4 = disagree & 5 = strongly disagree)**

| | Statement | Level of Agreement |
|---|---|---|
| 1. | Public officers would demand bribes to supplement their remuneration | |
| 2. | If public officers remuneration was increased there would be less or no demand for bribes | |
| 3. | Public officers demand bribes because the risk of being caught is low | |
| 4. | Public officers demand bribes because that is the culture in Kenya | |
| 5. | Public officers demand bribes since there is opportunity to do so | |