



ANTI-CORRUPTION ACADEMY OF NIGERIA (ACAN)

Independent Corrupt Practices and Other Related Offences Commission



CORRUPTION ATTITUDE, PERCEPTION AND EXPERIENCE (CAPE) SURVEY OF PUBLIC OFFICIALS **REPORT 2020**



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This publication presents the findings of a public sector survey conducted by the Anti-Corruption Academy of Nigeria. Based on the findings of the survey, recommendations are presented for addressing the causes of corruption in the public service.

Project Lead Researcher

Dr. Elijah Oluwatoyin Okebukola
DFID-Senior Research Fellow, Anti-Corruption Academy of Nigeria
& Associate Professor of Law, Nasarawa State University, Keffi

For further information, please contact:

Correspondence

The Provost

Anti-Corruption Academy of Nigeria
Independent Corrupt Practices and Other Related Offences Commission
Plot 802, Constitution Avenue, Central Area, Abuja
Website: www.icpcacademy.gov.ng;
Email: info@icpcacademy.gov.ng; provost@icpcacademy.gov.ng; acan.icpc@outlook.com

The Academy:

The Anti-Corruption Academy of Nigeria
Kilometre 46, Abuja-Keffi Expressway
Keffi, Nasarawa State



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LIST OF ACRONYMS

ACAN - Anti-Corruption Academy of Nigeria

CAPE - Corruption Attitude, Perception and Experience

ICPC - Independent Corrupt Practices and Other Related offences Commission

ACAs - Anti-Corruption Agencies



PREFACE

The Anti-Corruption Academy of Nigeria (ACAN) is the research and training arm of the Independent Corrupt Practices and Other Related offences Commission (ICPC). Among others, ACAN serves to provide evidence and knowledge to guide and evaluate the anticorruption interventions of the ICPC and other stakeholders. To this end, ACAN undertakes research activities and makes the findings available to stakeholders in the anti-corruption community.

The Corruption Attitude, Perception and Experience (CAPE) Survey of Public Officials is premised on the theory that public officials are neither inherently evil nor possessed with a peculiar inhuman nature that makes them engage in corrupt practices. **Why, then, is there so much corruption in the public sector?** The CAPE Survey seeks to answer this all-important question. Certainly, the answer(s) to this question will help to shape interventions and recommendations aimed at diminishing corruption in the public service.

The CAPE Survey was coordinated by Dr. Elijah Oluwatoyin Okebukola, a Senior Research Fellow with the Academy. Dr. Okebukola's position is one of two Senior Research Fellowships funded by the Department for International Development, DFID. The Academy is grateful to the DFID for this monumental support for its work. This CAPE Survey Report is authored by Dr. Okebukola being one of the outcomes of his work with the Academy. The Academy appreciates his diligence and commitment.

Professor Sola Akinrinade, FNAL
Provost, Anti-Corruption Academy of Nigeria
March 2020



FOREWORD

Diminishing corruption in the public sector is pivotal to the attainment of the anticorruption goals stipulated in statutes and strategy documents. The enormity of corruption in the public sector is evidenced in cases reported, investigated and prosecuted by the Independent Corrupt Practices and Other Related offences Commission (ICPC) as well as other Anti-Corruption Agencies (ACAs).

There are numerous reports and commentaries indicating that the public sector in Nigeria is drowning in corruption. Public sector corruption is so profound that many aspects of private sector corruption require some degree of public sector enablement. Outside of anecdotal evidence, there is a dearth of evidence as to the cause(s) of corruption among Nigerian public officials. The ICPC decided to move beyond anecdotal explanations by actually researching the causes of public sector corruption. In line with the ICPC's mandate, the Anti-Corruption Academy of Nigeria (ACAN) has conducted the Corruption Attitude, Perception and Experience (CAPE) Survey of Public Officials.

The CAPE Survey throws light on some of the causes or enablers of corruption in the public sector. The CAPE Survey is distinct from other surveys relating to corruption in the public service of Nigeria. Many of these other surveys do not obtain responses from public servants nor do they elicit responses that can help address the reasons for corruption. The CAPE Survey adopted the approach of studying the experiences of public servants themselves, with a view to determining why they engage in corrupt practices.

The findings of the CAPE Survey are based on the direct experiences of public servants. The findings provide compelling evidence to guide both preventive and enforcement activities. The ICPC will continue to apply research in its work in combatting corruption in Nigeria. The ICPC is committed to sharing its research with genuine stakeholders. It is in this light that the CAPE Survey findings are presented.

Professor Bolaji Owasanoye
Hon Chairman
ICPC
March 2020

EXECUTIVE SUMMARY

Why do public officials engage in corrupt practices?

The CAPE Survey seeks to answer this question with a view to obtaining evidence and knowledge for anti-corruption policies and actions. The CAPE Survey examines public official as a subpopulation whose attitude, perception and experience of corruption might be different from the rest of the citizenry. Targeting the subpopulation allows for asking questions that will aid specific anti-corruption activities.

The result of the CAPE Survey will enable Anti-Corruption Agencies (ACAs) and other stakeholders to tailor their interventions and surgically address public sector corruption. The evidence-base that results from the CAPE Survey will guide decisions as to prioritisation and, possibly, modification of engagement.

The CAPE Survey found that most public officials have formal tertiary education in the conventional areas of study. Although many do not have specialised anti-corruption education. Likewise, most public officials are religious. Given the high level of corruption in the public service, it would appear that, formal education and religiousness do not necessarily deter corruption among public officials.

The erroneous perception that everyone is corrupt predisposes some public officials to corruption. 15% of public officials believe that everyone in Nigeria is corrupt. These 15% mostly consists of young public officials between the ages of 20 and 29. These public officials are vulnerable to justifying corruption on the basis that everyone else is doing it. Younger Public officials are more likely to justify corruption by claiming “everyone else is doing it”.

76% of public officials are vulnerable to succumbing to corruption pressures because they view their salaries and allowances to be insufficient to meet their basic monthly needs.

51% of public officials are pushed towards corruption by being made to spend personal funds for official assignments without receiving reimbursement.

Corruption among public officials is enabled by community acceptability of the proceeds of corruption. 69% of public servants indicated that their community would accept monetary gifts above their annual salary without questioning the source of the money. In the unlikely event that the community questions the donor of the gift, the questions are more likely to be directed at female public officers.

Vertical pressures from above lead to corruption in the public service. 14% of public officials have been asked by their superiors to engage in corrupt practices.



Some public officials believe that a superior's request must be complied with in all circumstances. This can lead to the performance of acts of corruption. 16% of public officials are not aware of their duty and right to refuse a superiors' request to carry out a corrupt act.

The existence of corruption within MDAs is an enabling factor for public officials to engage in corruption. 52% of public officials indicated that acts of corruption occur in their MDAs.

There are significantly high chances of not being penalised for engaging in corrupt practices. There is a 7% chance that corrupt public officials will not face internal disciplinary action and a 14% chance that they will not face criminal prosecution

Public officials are sometimes direct victims of corruption. 30% of public officials have paid a bribe to obtain a public service

The idea of being appreciated for rendering services is understood by a majority of public officials to include obtaining monetary gifts from service beneficiaries. Legally, these monetary gifts of appreciation are bribes. 51% of public officials indicated that it is not wrong to accept monetary gifts for official work.



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1. Introduction

Over the decades, the destructiveness of corruption has been brought to the fore of public discourse. Since 1995 when Transparency International published its first Corruption Perception Index, there has been a number of prominent corruption surveys. In Nigeria for example, the National Bureau for Statistics (NBS) in collaboration with the UNODC published the report of a bribery survey in 2017 and 2019. The NBS bribery survey measures public experience and response to bribery in Nigeria.

Generally, the existing corruption surveys measure the experience, attitude and perception of the beneficiaries of public services. Essentially, the surveys tell of the existence and extent of the problem of corruption. The NBS Bribery Survey 2019 surveyed Nigerian citizens “who had at least one contact with a public official in the 12 months prior to the 2019 survey.”

So, in relation to corruption, the existing surveys generally focus on service users and not the service providers. These service-user-oriented surveys generally answer the questions:

- Is corruption in existence?
- How much of it exists?
- In what form does it manifest?
- What form do the corrupt practices take?
- What is the level of corruption and anticorruption awareness?
- What is the attitude towards corruption and anti-corruption?

The surveys are helpful and commendable because they identify the problem. In this sense, they present the diagnosis of the illness. However, they do not necessarily give reasons for the existence and prevalence of corruption.

Thrust of the CAPE Survey

Invariably, all anti-corruption initiatives to reduce public sector corruption must necessarily involve focused interventions in the public sector. These interventions include those that seek to prevent public officials from engaging in corrupt practices. However, in order to apply effective and evidence-based interventions, it is important to answer the question:

- **Why do public officials engage in corrupt practices?**

The CAPE Survey seeks to answer this question with a view to obtaining evidence and knowledge for anti-corruption policies and actions. The CAPE Survey examines public official as a

¹ National Bureau of Statistics: Corruption in Nigeria: Patterns and Trends Second Survey on Corruption as Experienced by the Population (DECEMBER 2019) In collaboration With The United Nations Office on Drugs and Crime and UK Aid available at <https://nigerianstat.gov.ng>.

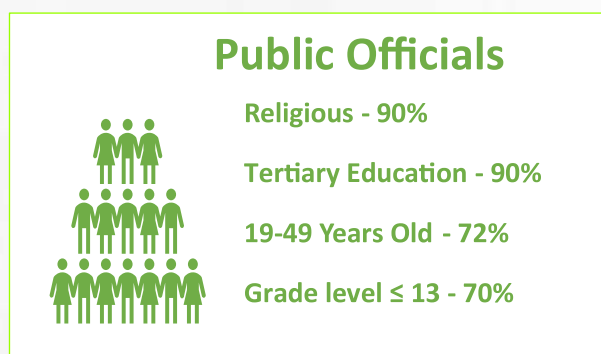
subpopulation whose attitude, perception and experience of corruption might be different from the rest of the citizenry. Targeting the subpopulation allows for asking questions that will aid specific anti-corruption activities.

The result of the CAPE Survey will enable Anti-Corruption Agencies (ACAs) and other stakeholders to tailor their interventions and surgically address public sector corruption. The evidence-base that results from the CAPE Survey will guide decisions as to prioritisation and, possibly, modification of engagement. Essentially it will help eliminate the one-size-fits-all approach to anti-corruption.

There is presently no publicly available corruption survey of public officials in Nigeria.

2. Summary of Survey Findings

Most public officials have a very high level of formal education in the conventional areas of study. Although many do not have specialised anti-corruption education. Most of the public officials also indicated that they are religious. Given the high level of corruption in the public service, it would appear that, formal education and religiousness do not necessarily deter corruption among public officials.



- The erroneous perception that everyone is corrupt predisposes some public officials to corruption. 15% of public officials believe that everyone in Nigeria is corrupt. These 15% mostly consist of young public officials between the ages of 20 and 29. These public officials are vulnerable to justifying corruption on the basis that everyone else is doing it. Younger Public officials are more likely to justify corruption by claiming “everyone else is doing it”.
- 76% are vulnerable to succumbing to corruption pressures because they view their salaries and allowances to be insufficient to meet their basic monthly needs.
- 51% are pushed towards corruption by being made to spend personal funds for official assignments without receiving reimbursement.

² Marlen Heide and Andy McDevitt, Transparency International: Corruption Assessment Toolbox.

³ The ICPC’s ACAN is working with stakeholders for the introduction of general studies in anti-corruption.



- Corruption among public officials is enabled by community acceptability of the proceeds of corruption. 69% of public servants indicated that their community would accept monetary gifts above their annual salary without questioning the source of the money.
- Vertical pressures from above lead to corruption in the public service. 14% of public officials have been asked by their superiors to engage in corrupt practices.
- Some public officials believe that a superior's request must be complied with in all circumstances. This can lead to the performance of acts of corruption. 16% of public officials are not aware of their duty and right to refuse a superiors' request to carry out a corrupt act.
- The existence of corruption within MDAs is an enabling factor for public officials to engage in corruption. 52% of public officials indicated that acts of corruption occur in their MDAs.
- There are significantly high chances of not being penalised for engaging in corrupt practices. There is a 7% chance that corrupt public officials will not face internal disciplinary action and a 14% chance that they will not face criminal prosecution. Public officials are sometimes direct victims of corruption. 30% of public officials have paid a bribe to obtain a public service.
- The idea of being appreciated for rendering services is understood by a majority of public officials to include obtaining monetary gifts from service beneficiaries. Legally, these monetary gifts of appreciation are bribes. 51% of public officials indicated that it is not wrong to accept monetary gifts for official work.

3. Methodology

The survey tool was a self-administered questionnaire. At the stage of questionnaire design and testing, the observation was made that the target population was averse to filling lengthy questionnaires. Therefore, to encourage respondents' participation, the survey instrument was designed to be simple and short enough for respondents to complete between five and ten minutes. So, the tool had only two pages (one leave). The preliminary matters were on the first page, while the substantive questions on the second page. The survey tool is in Appendix 1 of this report.

For access to the Ministries, Departments and Agencies (MDAs), the ICPC wrote to inform them that enumerators would be visiting their MDAs. Subsequently, enumerators visited MDAs in Abuja between October and November 2019 and randomly asked public officials if they would be willing to fill the self-administered questionnaires. The survey instrument was given to willing respondents. To guarantee anonymity and confidentiality, no part of the survey tool required any sort of personal identification. Each respondent filled the survey tool and either returned it to a collection box or directly to the enumerator(s) distributing the forms. Eventually, 1,510 (one thousand five hundred and ten) public officials in Federal MDAs completed the questionnaire.

3.1 Sample Size Determination

In order to have such a sample size that will allow for a scientific generalization of the survey findings, the number of respondents required for the CAPE Survey was based on Cochran's formula for calculating sample size when population size is finite. Cochran (1977) developed a formula to calculate a representative sample size for proportions from infinite populations which is given below;

$$n_0 = \frac{z^2 pq}{d^2} \quad (1)$$

Where, n_0 is the sample size from infinite population, z is the selected critical value of desired confidence interval/level (for instance if we desire a 95% **CI** then our $\alpha = 5\% = 0.05$ which from the standard normal table, $z_\alpha = z_{0.05} = 1.96$.), p is the estimated proportion of an attribute that is present in the population (e.g. those who agree with an event), $q = 1 - p$ (those who do not agree the event) and d is the desired level of precision (this is another way to express **margin of error**).

Following the formula (2) above, the Cochran table (Table 1) for sample size selection calculated for different confidence level and precision is given below;

Table 1: Cochran (1977) Sample size for infinite population

Confidence level	Sample size for infinite population (n_0)		
	$e = \pm 3\%$	$e = \pm 5\%$	$d = \pm 10\%$
95%	1067	384	96
99%	1849	666	166

Cochran pointed out that if the population is finite, then the infinite sample size n_0 can be reduced slightly. This is due to the fact that a very large population provides proportionally more information than that of a smaller population. He proposed a correction formula to calculate the finite sample size in this case which is given below;

$$n = \frac{n_0}{1 + \frac{(n_0 - 1)}{N}} \quad \dots(2)$$

Here, n_0 is the sample size derived from Table (1) and N is the finite population size.

In the case of the CAPE Survey, we need to select sample size n for 300,000 public officials who are paid salaries by the Federal Government of Nigeria. According to data from the official salary payment agency of the Federal Government, 300,000 (Three Hundred Thousand) public officials are paid through the central payment platform of the Federal Government.⁴ This platform is known as the Integrated Payroll and Personnel Information System (IPPIS).⁵ Let's assume we want a $\pm 3\%$ error margin for public officials at 95% confidence interval/level then;

⁴ This is the figure as at 31st June 2017. As at 2019 when the CAPE Survey was conducted this figure had not changed. See <https://www.ippis.gov.ng/>.

⁵ <https://www.ippis.gov.ng/what-is-3/>.

$N = 300,000$, public officials, $e = \pm 3\%$, $n_0 = 1067$

$$n = \frac{n_0}{1 + \frac{(n_0 - 1)}{N}}$$

$$n = \frac{1067}{1 + \frac{(1067 - 1)}{300000}}$$

$$n = \frac{1067}{1.00355}$$

$\therefore n = 1063$ Public Officials

In summary, at least 1063 (One Thousand and Sixty-Three) respondents are required for scientific generalisation of the CAPE Survey findings. The 1,510 (one thousand five hundred and ten) public officials surveyed allow for the generalisation of the survey findings to the public service.

3.2 Profile of Respondents

Out of the 1,510 respondents, 626 (42%) were female, 852 (56%) were male and 32 (2%) did not indicate their sex. See [Figure 1](#). Most of the respondents were between the ages of 30 and 49. This group made up 63.6% of the public officials surveyed. 17.2% of the public officials were between the ages of 50 and 65, while 8.4% were between the ages of 19 and 29. See [Figure 2](#). Majority of the public officials are between grade levels 7 – 10. See [Figure 3](#). The public officials have a very high level of formal education as 90% of them have undergraduate (56%) or postgraduate (34%) tertiary education. See [Figure 4](#). Similar to the high level of formal education is a high level of religiousness; 90% of public servants indicated that they are religious. See [Figure 5](#).

Figure 1: Sex of Respondents

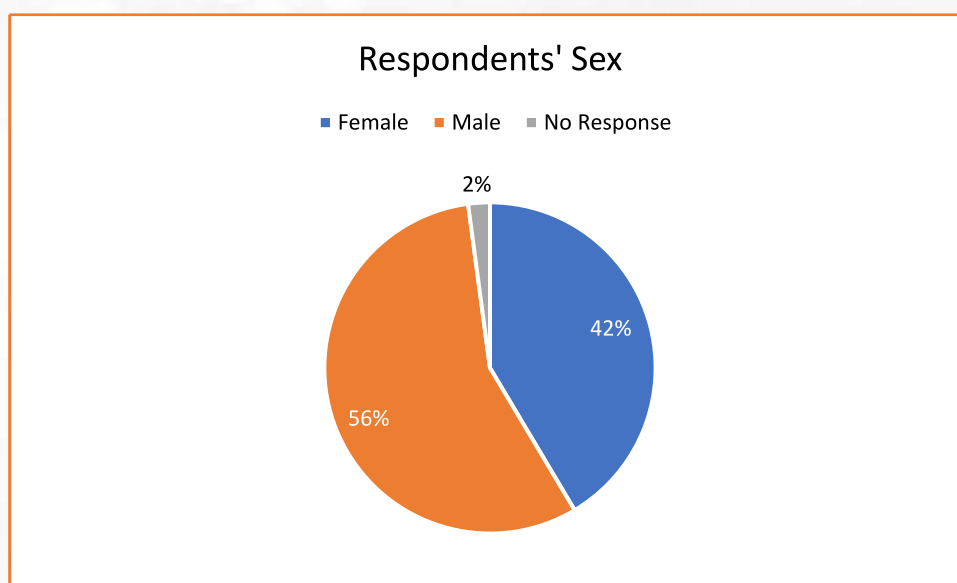


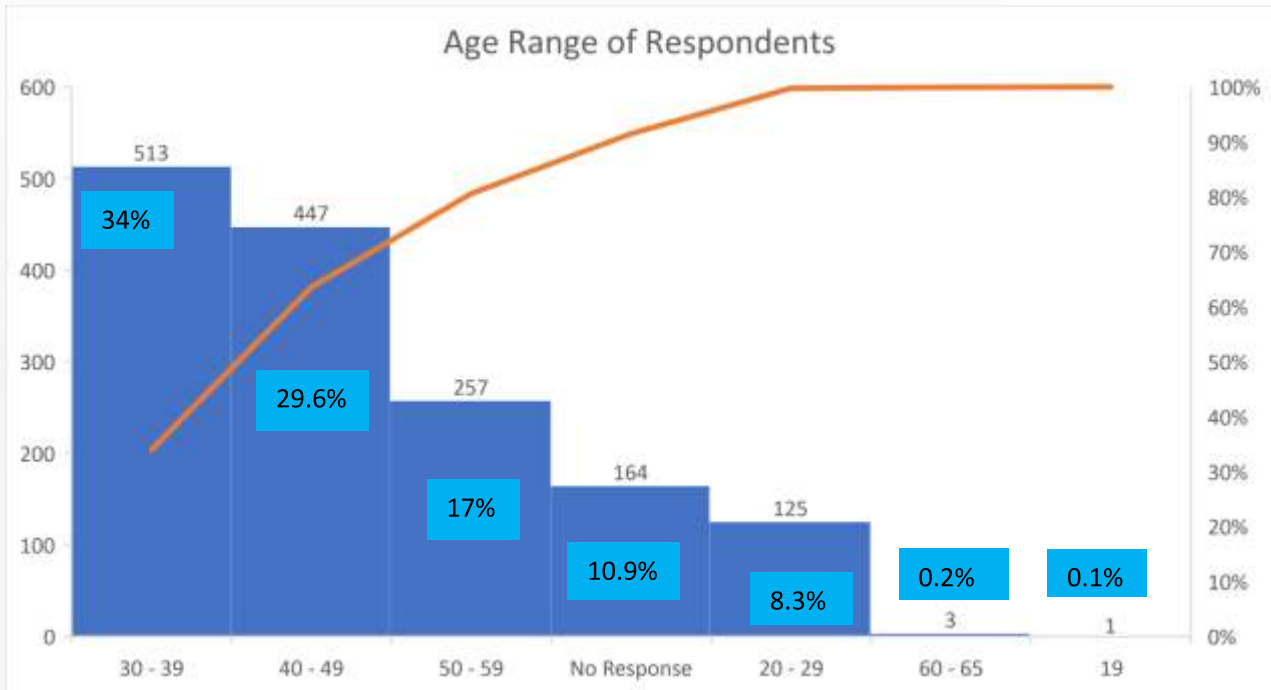
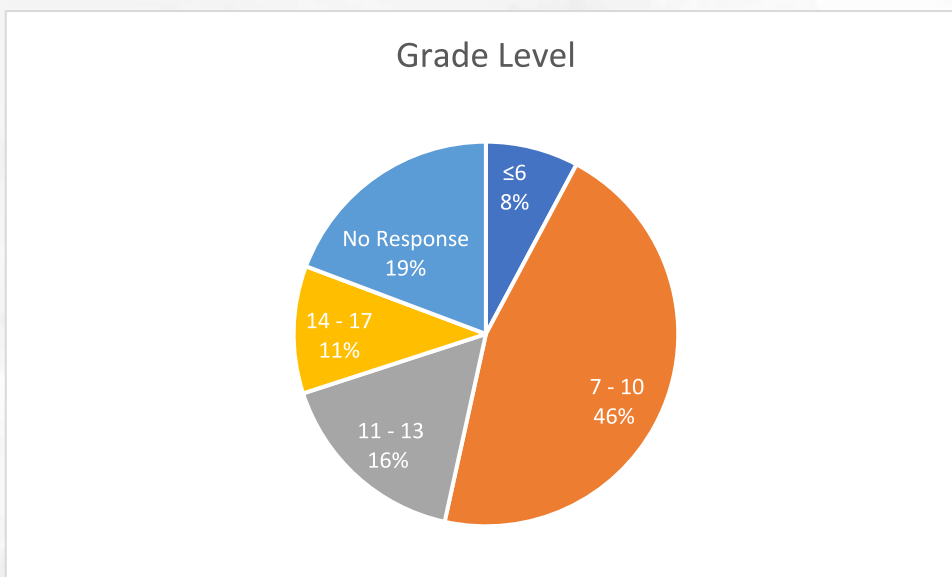
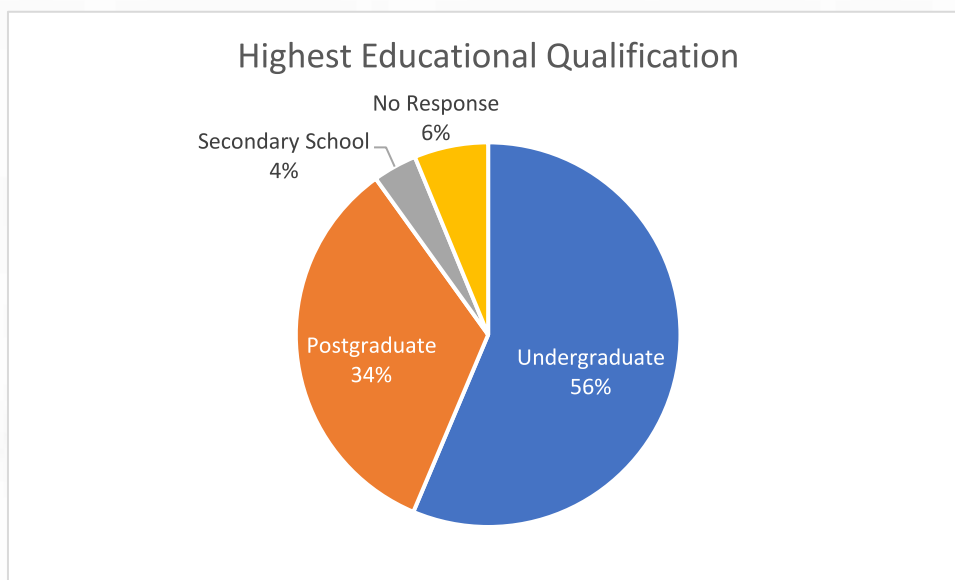
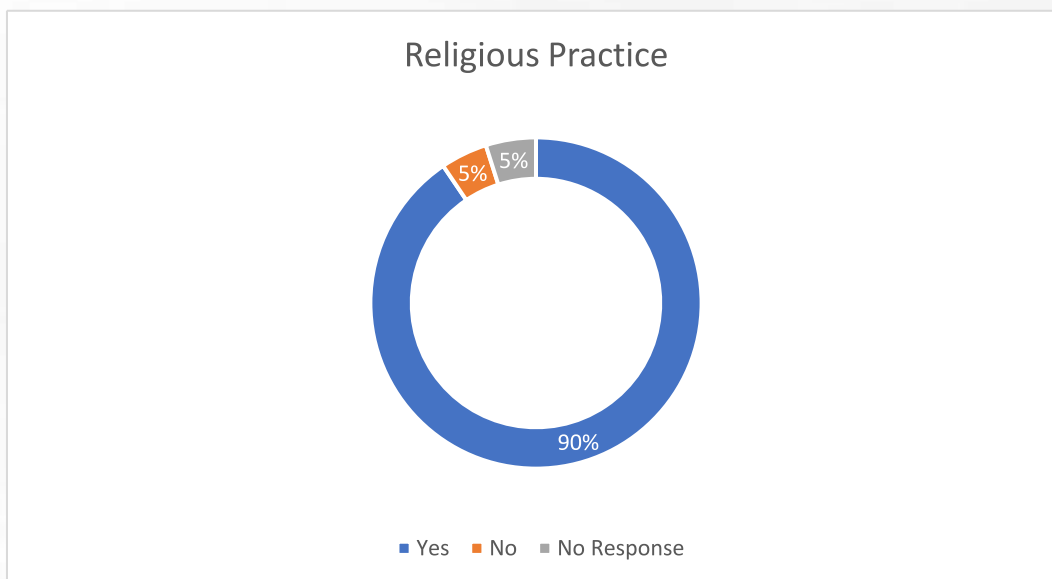
Figure 2: Age Range of Respondents**Figure 3: Grade Level of Respondents**

Figure 4: Highest Educational Qualification**Figure 5: Religious Practice**

4. Survey Findings

The CAPE Survey sought to provide evidence and answers for one main question namely:

- Why do public officials engage in corrupt practices?
- The survey findings relating to this question are presented and analysed below.

4.1 Why do public officials engage in corrupt practices?

Certain attitudes, social normative pressures, workplace pressures, administrative practices and high probability of escaping punishment are factors that can create the environment for the existence of corruption. The CAPE Survey asked questions that will elicit responses which can help ascertain the extent to which these corruption enabling factors propel public officials. The responses to these questions help to explain the reasons for corrupt practices among public officials.

4.1.1 15% of Public Servants (especially the younger ones) are vulnerable to justifying corrupt practices because they believe everyone else is corrupt

The belief that everyone is corrupt can support or propel a public official to be corrupt (see Recommendation 1). People tend to be prone to corruption when they perceive that corrupt behaviour is widespread. Such a corrupt official will proffer the argument that “it is okay to take part in corruption because everyone else does.” The CAPE Survey asked public officials if everyone in Nigeria is corrupt. As depicted in Figure 6 below, 15% of public officials expressed the view that everyone in Nigeria is corrupt, 81% said not everyone is corrupt and 4% chose to not comment.

Figure 6: Is Everyone in Nigeria Corrupt?



The CAPE Survey showed that the younger the public official the more likely for he or she to hold the view that everyone in Nigeria is corrupt. See Figure 7 which indicates that 41.35% of public officials within the age range of 20-29 hold the view that everyone in Nigeria is corrupt. Figure 7 shows that the population of public servants with this erroneous view steadily declines as the age of the respondents increases.

⁶ Margit Tavits, Why Do People Engage in Corruption? The Case of Estonia, *Social Forces*, Vol. 88, No. 3 (March 2010), pp. 1257-1279.

⁷ Simon Jenkins and Carissa Munro, Education for Integrity: Teaching on Anti-Corruption, Values and the Rule of Law p 15, www.oecd.org/gov/ethics/integrity-education.htm.

Among the young public servants between the ages of 20-29 (see Figure 8), the male who hold the view that everyone in Nigeria is corrupt are more than the female. However, between the ages of 30-39 (see Figure 9) and 40-49 (see Figure 10), more female than male hold the said view. Then the position is reversed again between the ages of 50-59 (see Figure 11) where more male than female public officials express the view under discussion. The CAPE Survey also showed that the lower the public officials' educational qualification, the higher the likelihood of believing that everyone in Nigeria is corrupt. So, 19.64% of public officials with secondary education as their highest educational qualification held the view that everyone in Nigeria is corrupt. 16.22% of those whose highest educational was at undergraduate level and 13.56% of those educated up to postgraduate level held the same view. See Figure 12.

Figure 7: Age in Relation to the View that Everyone is Corrupt

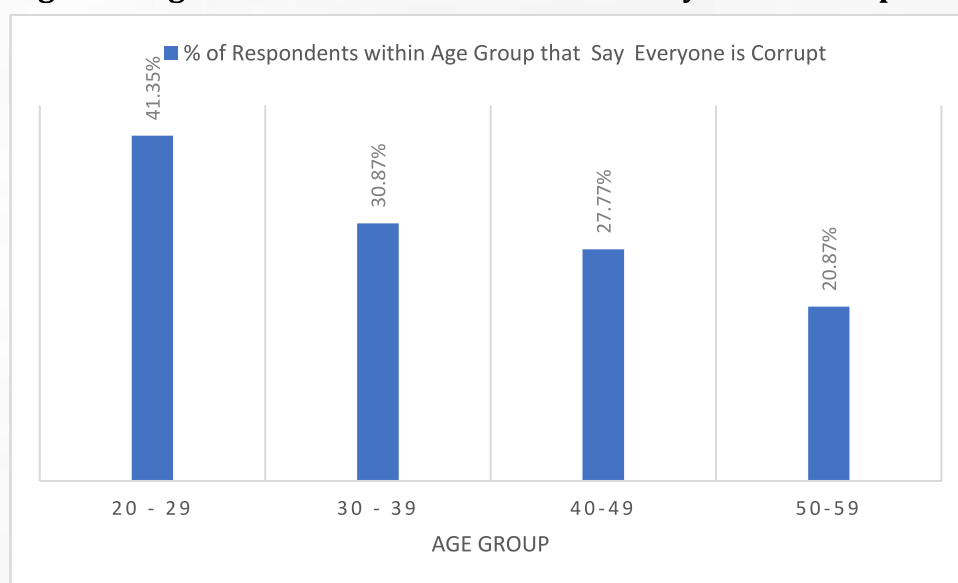


Figure 8: View of Public Servants Aged 20-29 Years on Whether Everyone is Corrupt

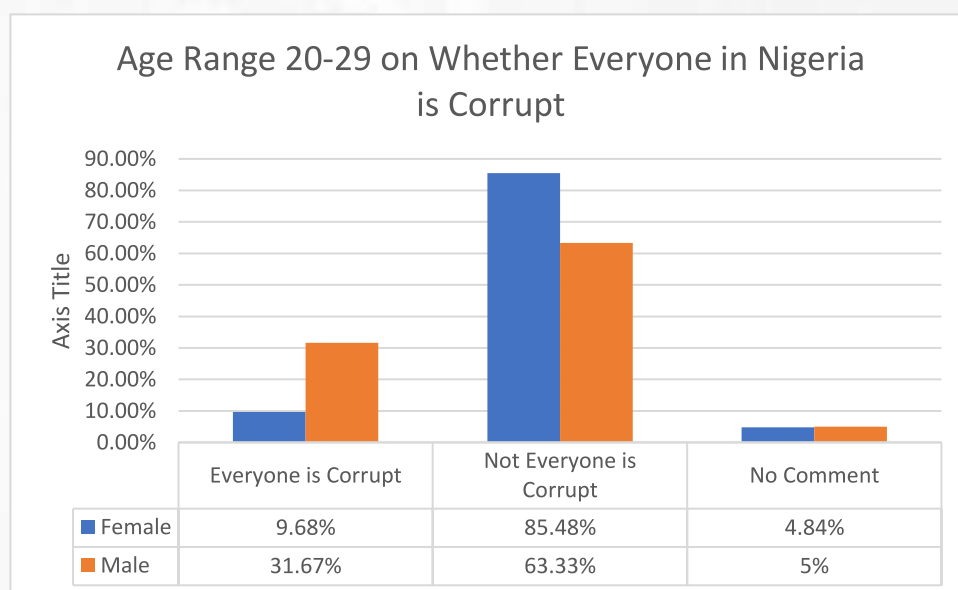




Figure 9: View of Public Servants Aged 30-39 on whether Everyone in Nigeria is Corrupt

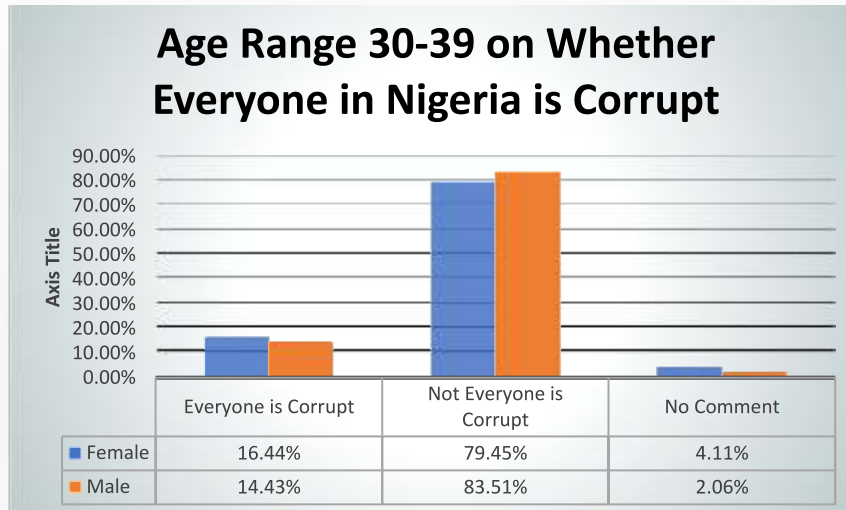


Figure 10: View of Public Officials Aged 40-49 on Whether Everyone in Nigeria is Corrupt

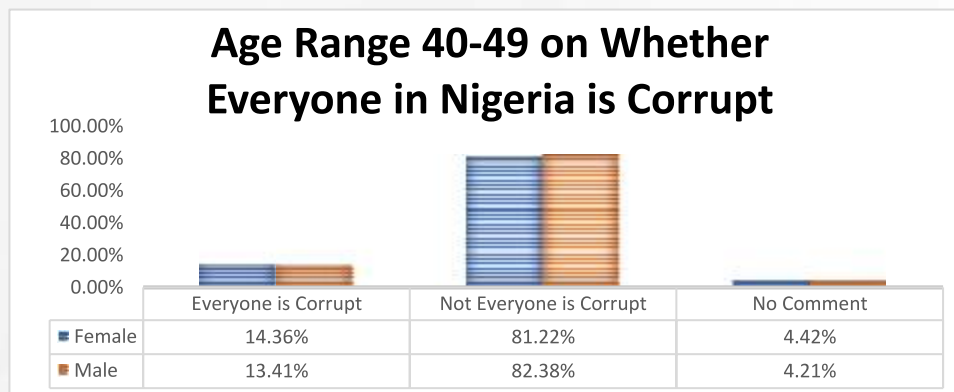


Figure 11: View of Public Officials Aged 50-59 on Whether Everyone in Nigeria is Corrupt

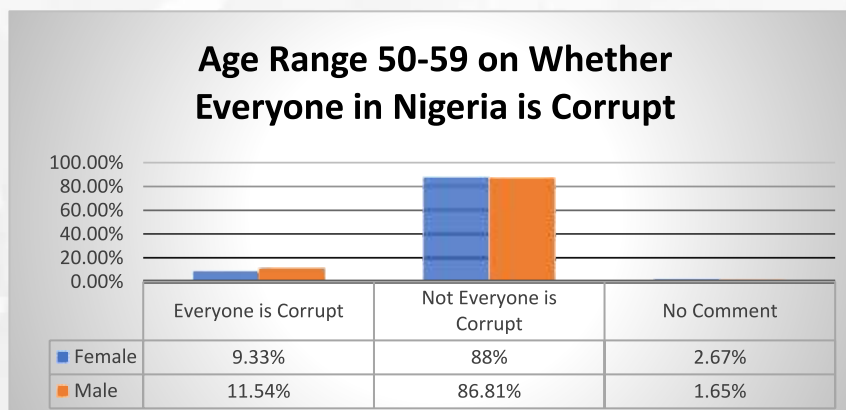
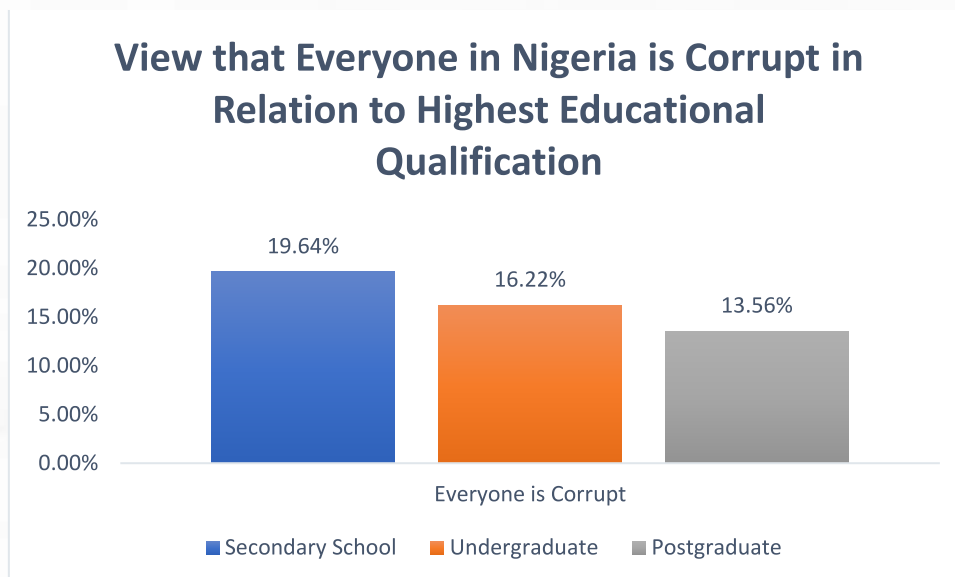




Figure 12: View that Everyone is Corrupt in Relation to Highest Educational Qualification



4.1.2 76% of Public Servants are vulnerable to succumbing to corruption pressures because they view their salaries and allowances to be insufficient to meet their basic monthly needs

The anxiety of meeting basic needs is an enormous form of psychological pressure. The CAPE Survey found that 76% of public officials consider that their salaries including all allowances are not sufficient to meet their basic monthly needs. See Figure 13. More female than male (77.16% of the female and 75.70) public officials indicated that their salaries and allowances are insufficient for their basic monthly needs. See Figure 14.

Figure 13: Meeting Basic Needs Through Salaries and Allowances

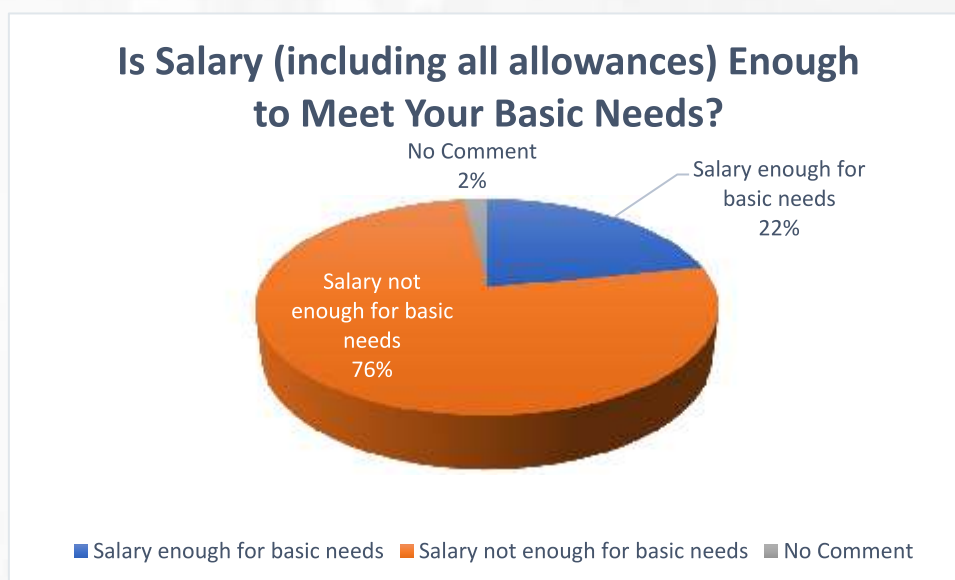
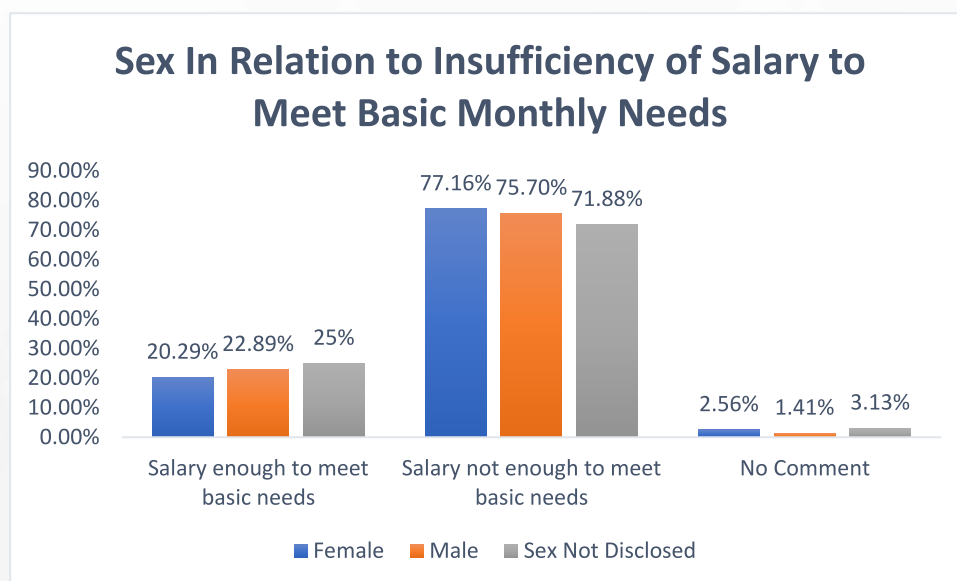


Figure 14: Sex in Relation to Insufficiency of Emoluments to Meet Basic Needs

It must however be mentioned that increase in salaries will not necessarily stop corrupt practices if community pressures, workplace pressures and administrative conditions, chances of escaping penalty etc are in place.

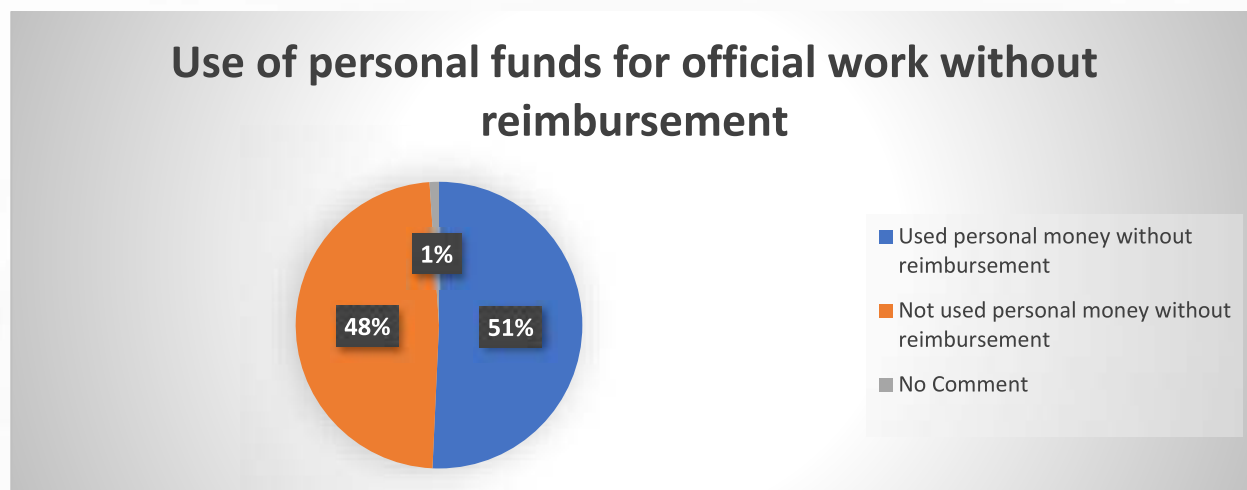
Nevertheless, the availability of effective and affordable systems of health care, housing, transport, utility, nourishment etc can increase the value of the emoluments of public officers.

Yet the availability of these desirable effective and affordable systems is impeded by corruption. At the end of the day, corruption contributes to the reduction of the value of emoluments in relation to basic needs of public servants. See Recommendation 2.

4.1.3 51% of Public Officials are Pushed Towards Corruption by Being Made to Spend Personal Funds for Official Assignments Without Receiving Reimbursement

Corruption is encouraged by administrative practices such as spending personal moneys for official work without reimbursement. Figure 15 shows that more than half of public servants have spent their personal funds on official assignments without reimbursement.

Figure 15: Use of Personal Funds for Office Assignments Without Reimbursement



The lowest amount of personal money spent without reimbursement was 100 Naira while the highest amount spent was 1,115,000 Naira. The full table of amounts spent without reimbursement is in Appendix 2. As shown in Figure 16 more male than female public officers spent personal funds without reimbursement.

Figure 16: Sex in Relation to Personal Money Spent Without Reimbursement

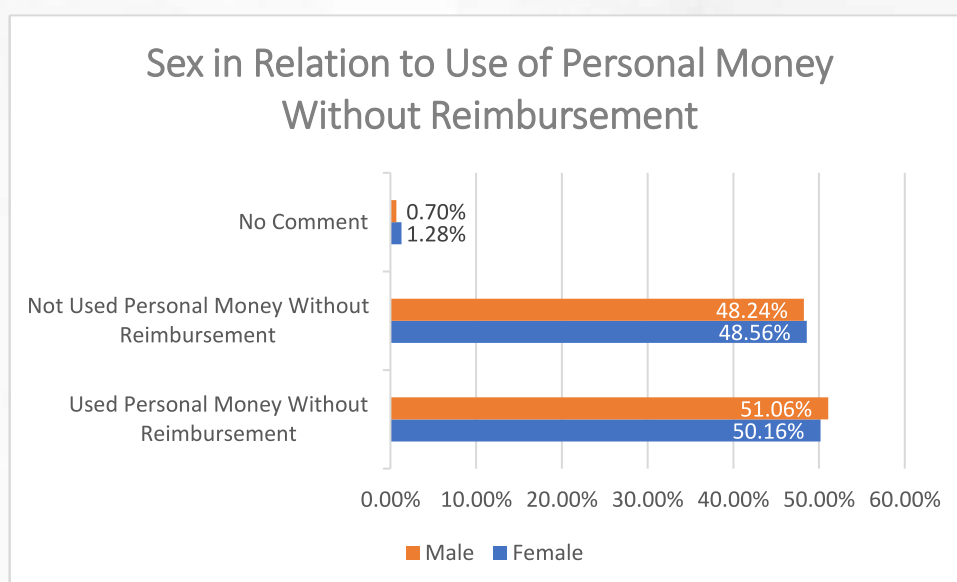
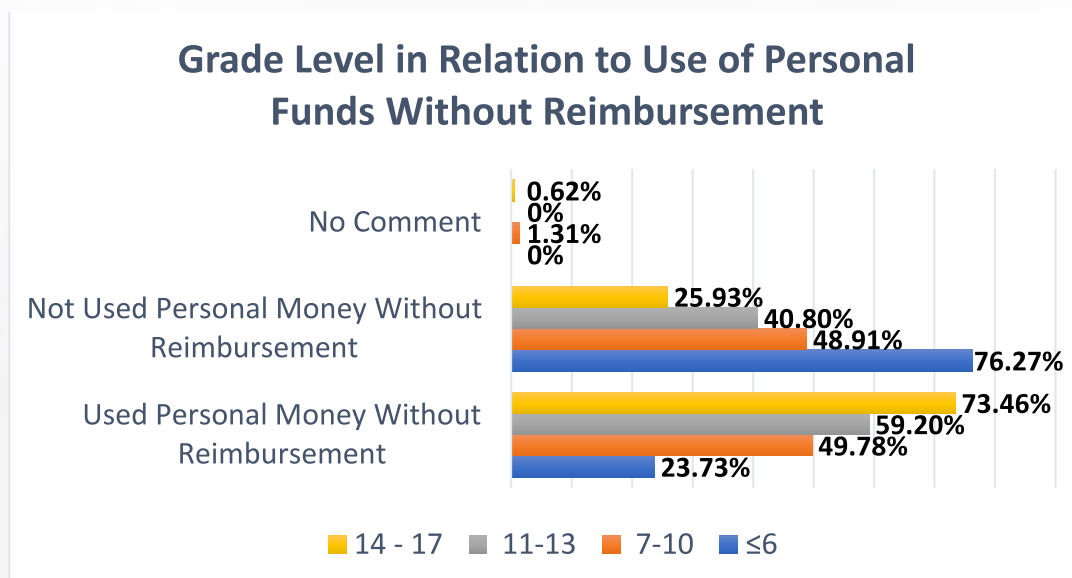


Figure 17: Grade Level in Relation to Use of Personal Money Without Reimbursement



Senior public officials are more likely to spend personal money without reimbursement than their junior colleagues. As depicted in Figure 17, 73.46% of public officials between grade levels 14-17, 59.20 of those between grade levels 11-13, 49.78% of those on grade levels -10 and 23.73% of those on grade level 6 or below, spent their personal moneys without reimbursement. This explains why the older the public servants spent more of their personal funds than their younger colleagues. The older ones are more likely to be in the senior grade levels. Figure 20 shows that 32% of those aged 20-29 years, 48.54% of those aged 30-39 years, 53.69% of those aged 40-49 years and 63.4% of those aged 50-59 had the experience of spending their money without reimbursement.

Appendix 2 shows that the highest amount spent by a single public official was N1,115,000 (One Million, One Hundred and Fifteen Thousand Naira) while the lowest amount was N100 (One Hundred Naira). The CAPE Survey found that out of 1,510 public officials, a total of N18,325,880 (Eighteen Million, Three Hundred and Twenty-Five Thousand, Eight Hundred and Eighty) of personal money was spent without reimbursement.

Based on the IPPIS figures of a total number of about 300,000 (Three Hundred Thousand) public officials, extrapolations from the CAPE Survey show that all federal government public officials as at the time of the CAPE Survey had spent a total of N3,640,903,311 (Three Billion, Six Hundred and Forty Million, Nine Hundred and Three Thousand, Three Hundred and Eleven Naira) of personal money without reimbursement.

There is a strong correlation between spending personal money for official work without reimbursement and other factors that support or enable corruption. As reflected in Figure 18, 69% of all those that hold the view that everyone is corrupt had spent (100 Naira and above) of

their personal funds without reimbursements. Figure 19 also shows that out of the public officials who reported that their salaries and all allowances were not enough to meet their basic monthly needs, 48% had spent their personal money without reimbursement.

Figure 18: Experience of Spending Money Without Reimbursement in Relation to the Perception that Everyone in Nigeria is Corrupt

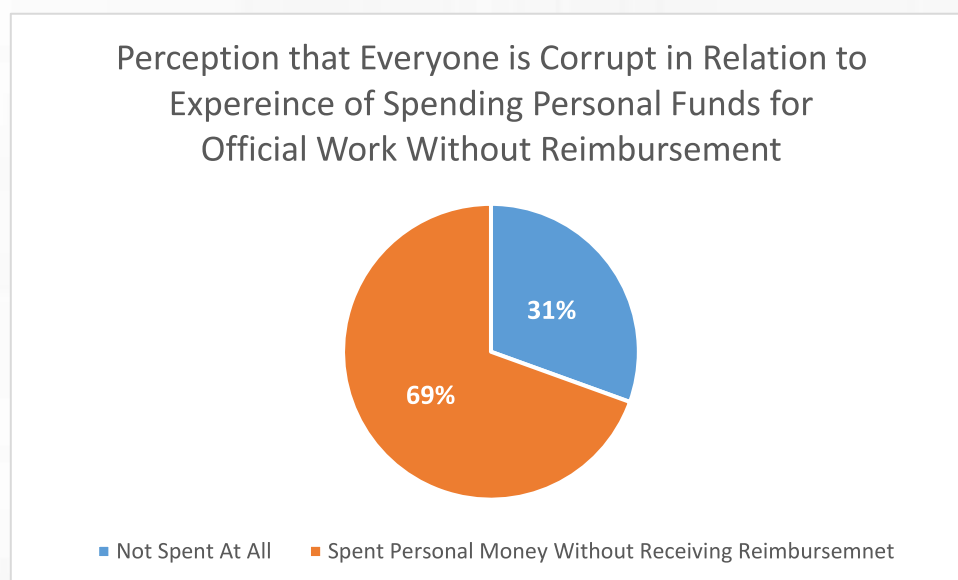


Figure 19: Public Servants Whose Salaries Were Not Enough to Meet their Basic Monthly Needs but Still Spent Personal Money on Official Assignments Without Reimbursement

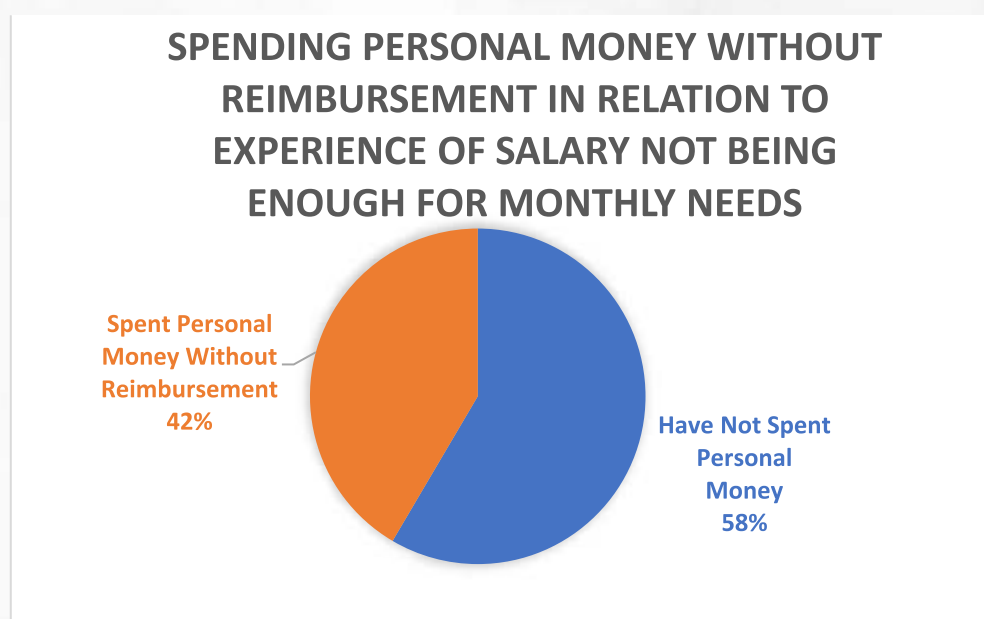
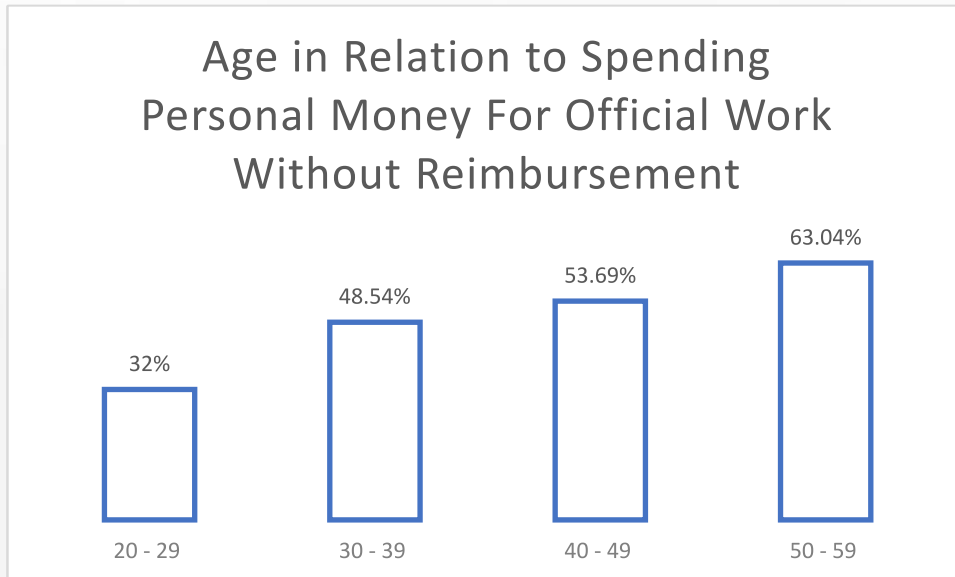


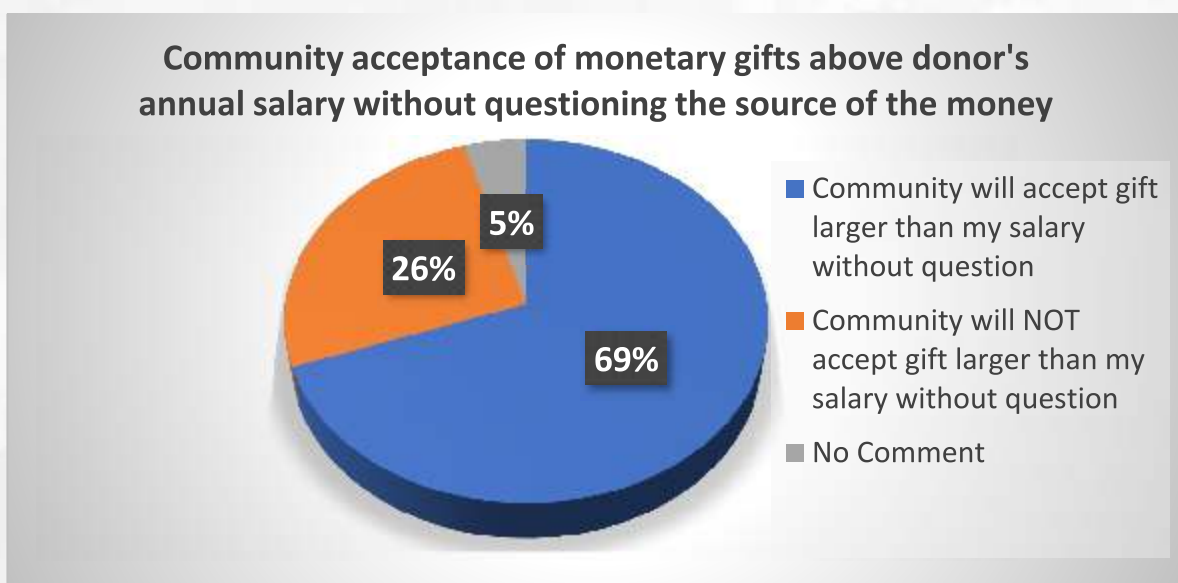
Figure 20: Percentage Within Age Range of Public Officials Who Spent their Personal Money on Official Assignments Without Receiving Reimbursement



4.1.4 Corruption Among Public Officials is Enabled by Community Acceptability of the Proceeds of Corruption

The community plays an important role in determining things that are acceptable or not. This role is important in the fight against corruption. It is therefore a matter of concern that 69% of public servants indicated that their community would accept monetary gifts above their annual salary without questioning the source of the money. See Figure 21.

Figure 21: Community Acceptance of Monetary Gifts Larger than Public Official's Annual Salary



The communities will accept gifts from public officials regardless of the amount or the official's annual income. In the unlikely event that the community questions the donor of the gift, the questions are more likely to be directed at female public officers. As Figure 22 shows, 71.83% of male and 66.77% of female public officials reported that their communities will accept their exorbitant gifts without question. Figure 22 also shows that in the unlikely event that the community will reject exorbitant gifts, such rejection is most likely to be directed at female public officials. 27.96% of female, 24.65% of male and 21.88% of those who did not disclose their sex indicated that the community would reject exorbitant gifts.

Somehow, the distinction between males and females made by communities when accepting or rejecting gifts does not extend to the age of the donor. Indeed, Figure 23 shows that the youngest public officials reported that the community will accept their exorbitant monetary gift without questioning the source of the gift.

Another jarring finding is that although females are generally more likely than males to explain the source of their exorbitant monetary gift, the youngest females are the least likely to be asked to explain the source of their monetary gift. On the contrary, the youngest males are the most likely to be asked to explain the source of their questionable monetary gift. However, as illustrated in figure 24, as the ages of the females and males increase, community acceptance decreases for the females but increases for the males.

Figure 22: Sex in Relation to Community Acceptance of Exorbitant Monetary Gifts from Public Officials

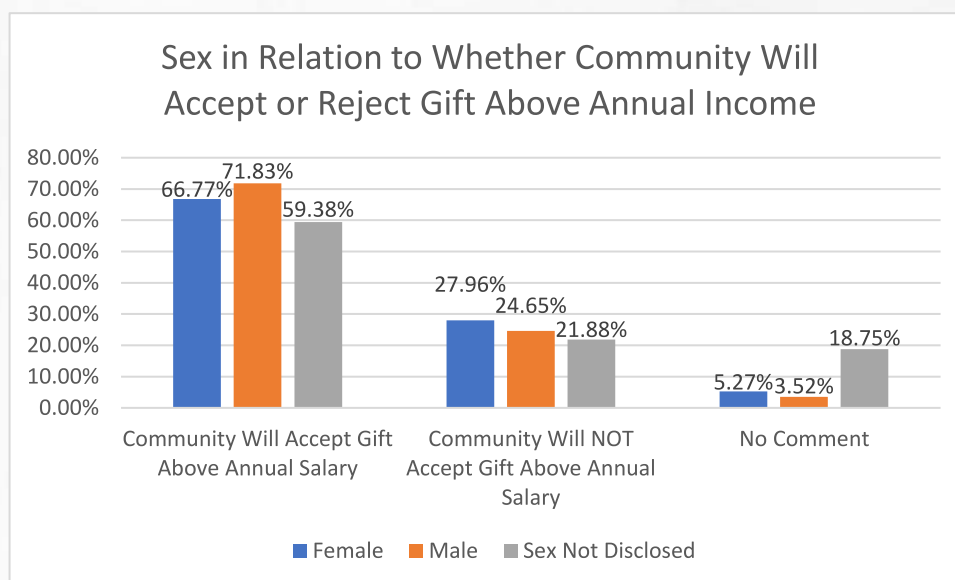
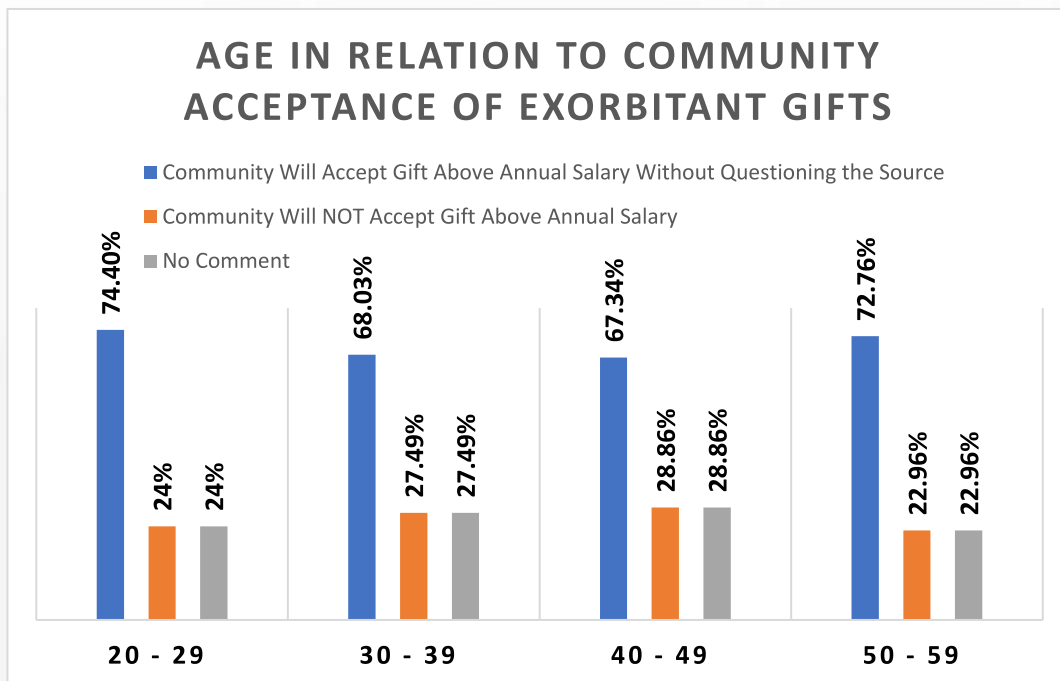
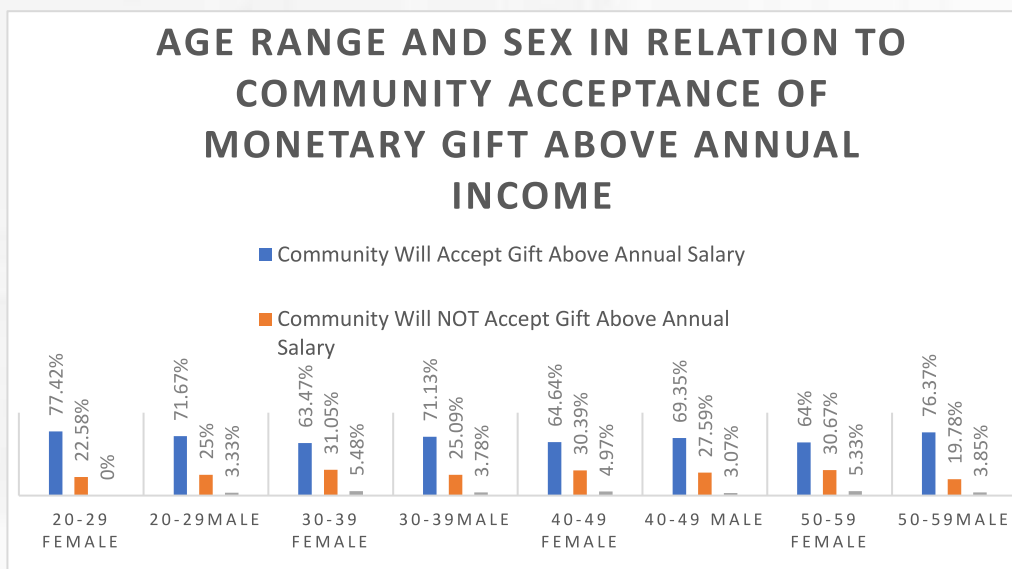


Figure 23: Age in Relation to Community Acceptance of Exorbitant Monetary Gifts**Figure 24: Age and Sex in Relation to Community Acceptance of Monetary Gifts Above Donor's Annual Income**

4.1.5 14% of Public Officials have Been Asked by Their Superiors to Engage in Corrupt Practices

Vertical pressures from above enable and cause corruption. As illustrated in Figure 25, the CAPE Survey found that 84% of public officials had never been asked by a superior to engage in a

corrupt practice. However, 14% reported that superiors had asked them to act corruptly while 2% made no comment on the subject.

Although 14% may appear to be a small portion of the totality of public servants, the reality is that corrupt acts can be initiated and perpetuated by a corrupt few to the detriment of the whole MDA. Moreover, still using the IPPIS figure of a total of 300,000 public officials, the application of the CAPE Survey findings shows that 42,000 (Forty-Two Thousand) public officials have at one point or the other been asked by their superiors to carry out a corrupt practice. Figure 26 shows that the most senior public officials are the most likely to encounter vertical pressures from above.

Figure 25: Experience of Public Officials in Relation to Corrupt Pressures from Superiors

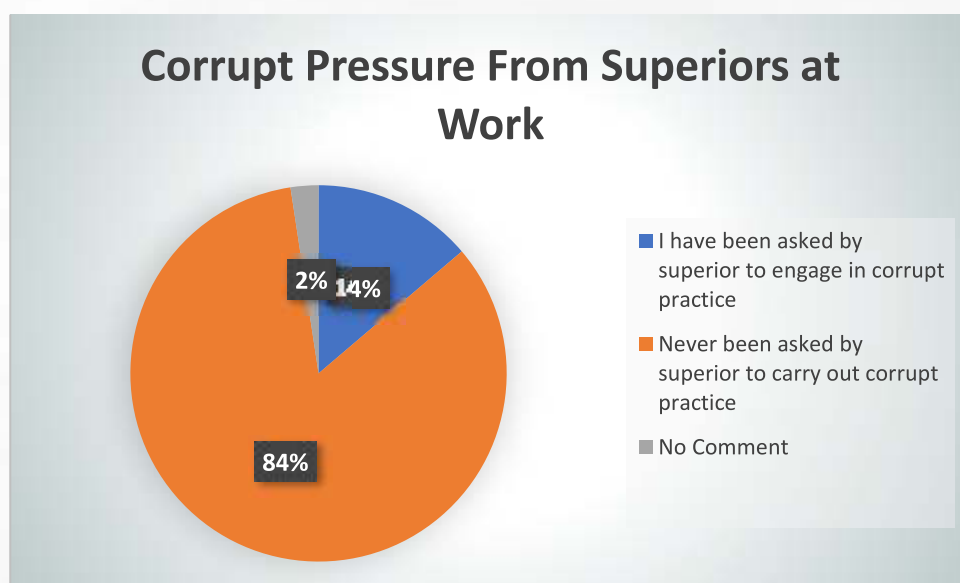
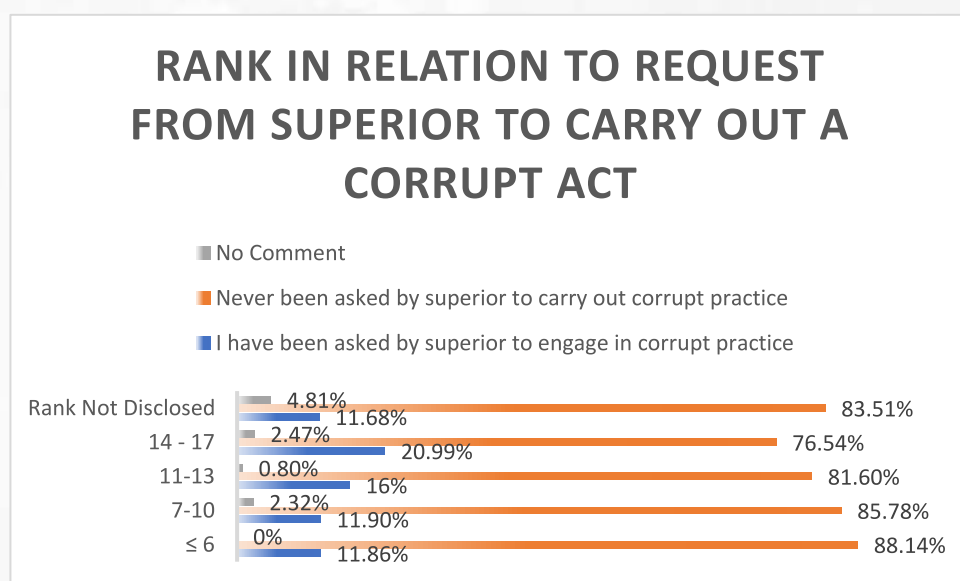


Figure 26: Rank in Relation to Superior's Request to Carry out Act of Corruption

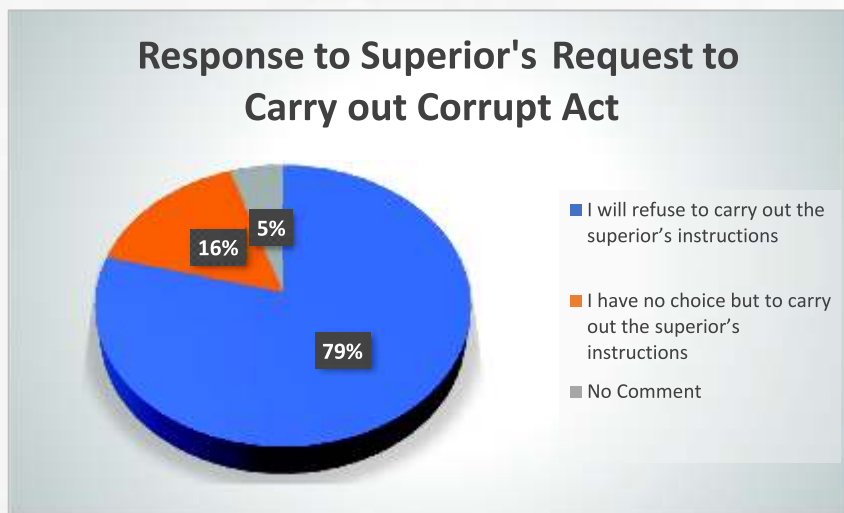


4.1.6 16% of Public Officials Are Not Aware of their Duty and Right to Refuse to Comply with Superiors' Request to Carry Out a Corrupt Act

The belief that a superior's request must be complied with in all circumstances can lead to the performance of acts of corruption. As illustrated by Figure 27, 79% of public officials indicated that they would refuse superior's request to carry out a corrupt act. On the other hand, 16% reported that they had no choice but to carry out the superior's request while 5% made no comment.

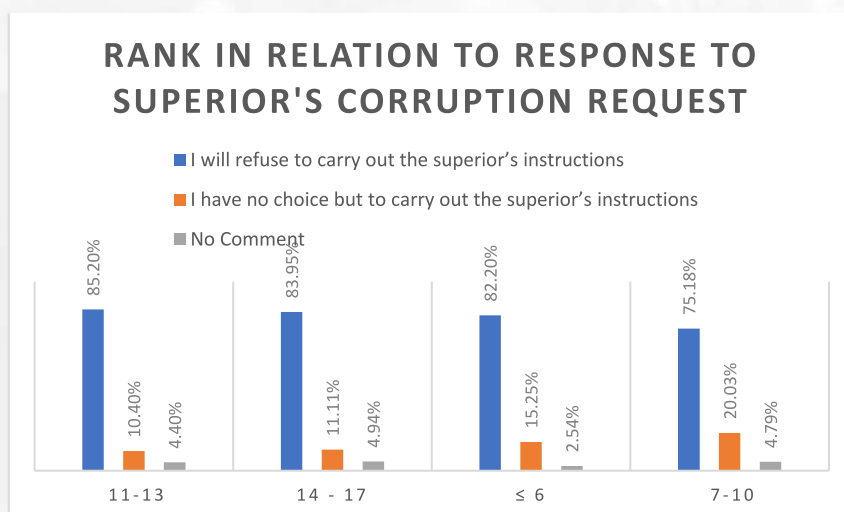
This finding underscores the need for administrative mechanisms for not only enabling public officials to report corruption but also for protecting those who make such reports. See Recommendation 6.

Figure 27: Response to Corrupt Request of Superior



Although as shown in Figure 26 the senior public officials are most likely to be asked by a superior to carry out a corrupt act, Figure 28 shows that they are also the most likely to refuse the corrupt request.

Figure 28: Rank in Relation to Refusal of Corrupt Request





4.1.7 *Most Public Officials (especially those between grade levels 7-13) Indicated that Acts of Corruption Occur Within their MDAs while A Significant Number (especially those from grade level 6 and below) are not Aware of Such Acts*

Corruption aids corruption. 52% of public officials reported that acts of corruption occur within their organisations. The existence of corruption within MDAs is an enabling factor for public officials to engage in corruption. Figure 29 shows that 52% of public officials indicated that acts of corruption occur in their MDAs.

It is instructive however, that 38% of public officials indicated that acts of corruption do not occur in their MDAs while 10% made no comment. This finding supports the proposition that certain portions within the public service are not tainted by corruption. See Recommendation 3.

Figure 30 shows that while public officials from grade level 6 and below are the least aware of acts of corruption within their MDAs, those from grade level 7 to 10, followed by those from grade level 11 to 13 are the most aware of acts of corruption in MDAs.

Figure 29: Occurrence of Corruption in MDAs

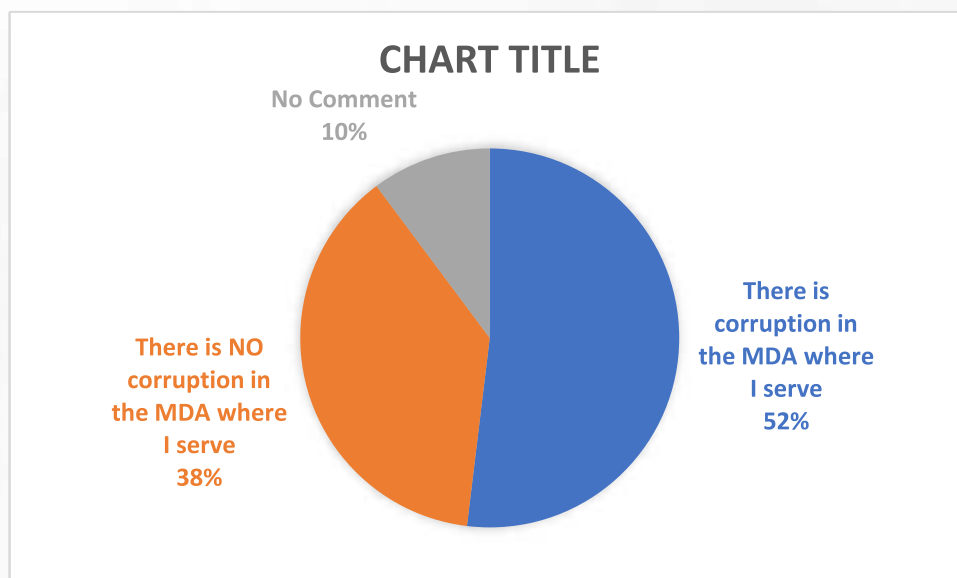
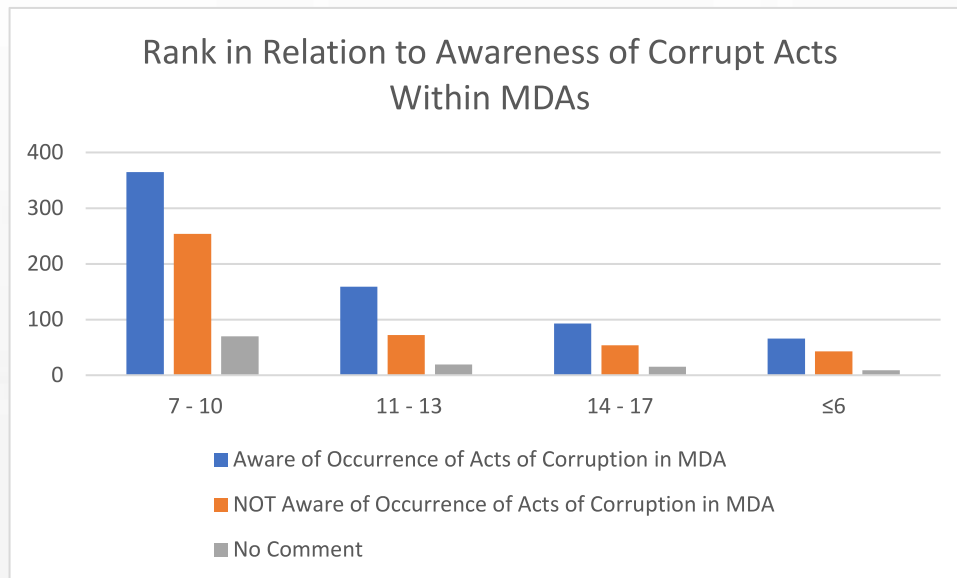


Figure 30: Rank in Relation to Awareness of Corrupt Acts Within MDAs



4.1.8 There is a 7% Chance that Corrupt Public Officials will not face internal disciplinary action and a 14% Chance that they will not face Criminal Prosecution

Corruption thrives where the perpetrator has a good chance of not being penalised for engaging in corrupt practices. The CAPE Survey, as illustrated by Figure 31, found that a public official who is found to have engaged in corrupt practices has a 7% chance of not being made to go through internal disciplinary mechanisms. As depicted by Figure 32, the risks of penalty are lower when it comes to criminal sanctions. The corrupt public official has a 14% chance of not being subjected to criminal charges for the corrupt acts. See Recommendation 4.

Figure 31: Administrative Sanctions for Corruption

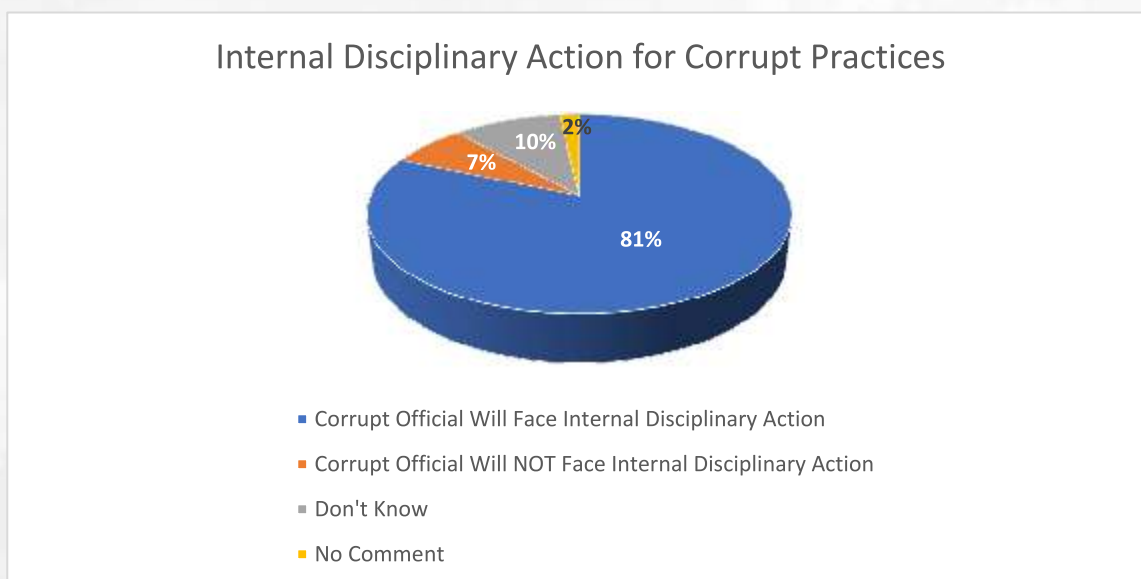
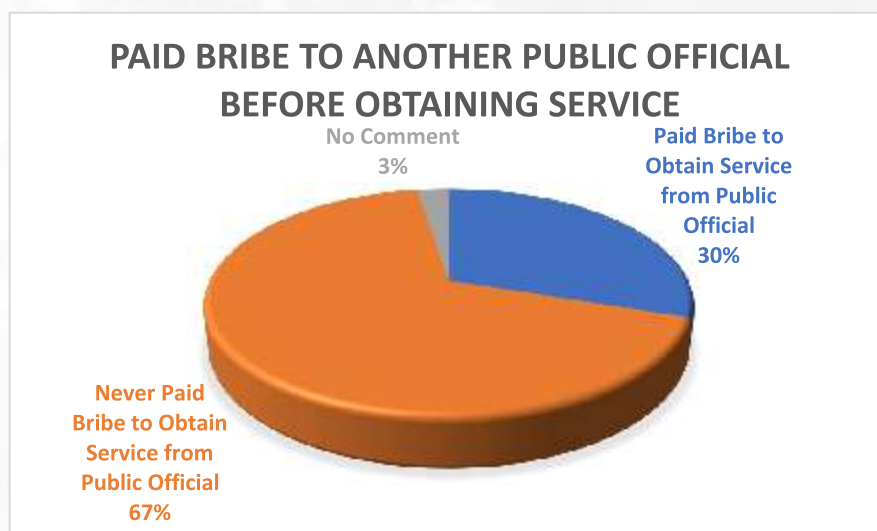


Figure 32: Criminal Sanctions for Corrupt Public Officials

In addition to the chances of not being penalised for engaging in corruption, Figure 31 and Figure 32 show that 10% of public officials do not know if a corrupt official would face internal disciplinary action while 20% do not know if a corrupt official would face criminal charges. See Recommendation 5.

4.1.9 Some Public Officials Have Become Hardened in Corruption

Some public officials have become so hardened that they do not only collect bribes from citizens in general but also collect from fellow public servants as well. The scourge of bribery affects public servants as much as everyday citizens. Figure 33 shows that 30% of public officials have paid a bribe to obtain a public service. This is quite alarming because a public official who obtains a bribe from another public official may have no qualms about seeking bribes from citizens at large.

Figure 33: Public Official to Public Official Bribery

Showing bad example, public officials from grade level 14-17 are the most involved in paying bribes for obtaining a public service. They are followed by those in grade level 7-10 who are closely followed by those in grade level 11-13. Figure 34 shows that public servants from grade level 6 and below are the least involved in bribing fellow public officials. As illustrated by Figure 35, more male than female public officials are involved in public to public bribery.

Figure 34: Rank in Relation to Bribe Paid by Public Officials to other Public Officials

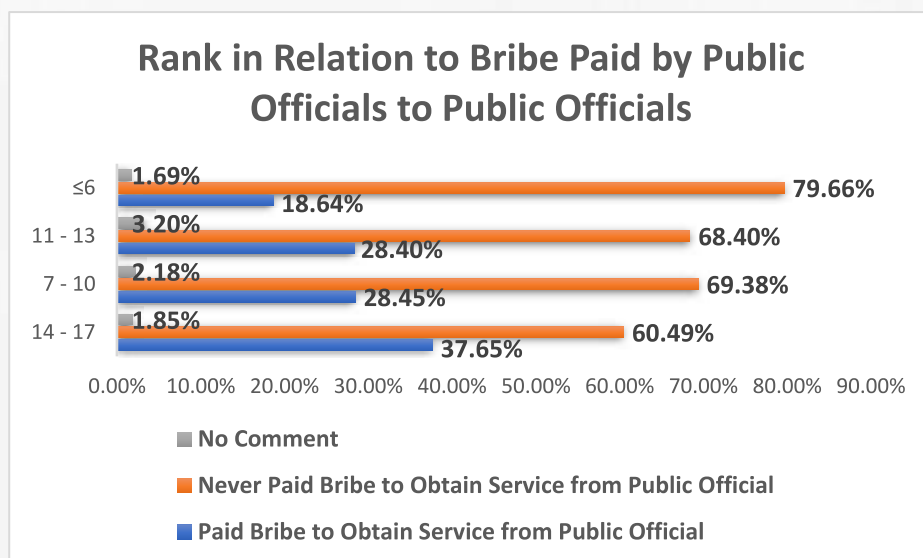
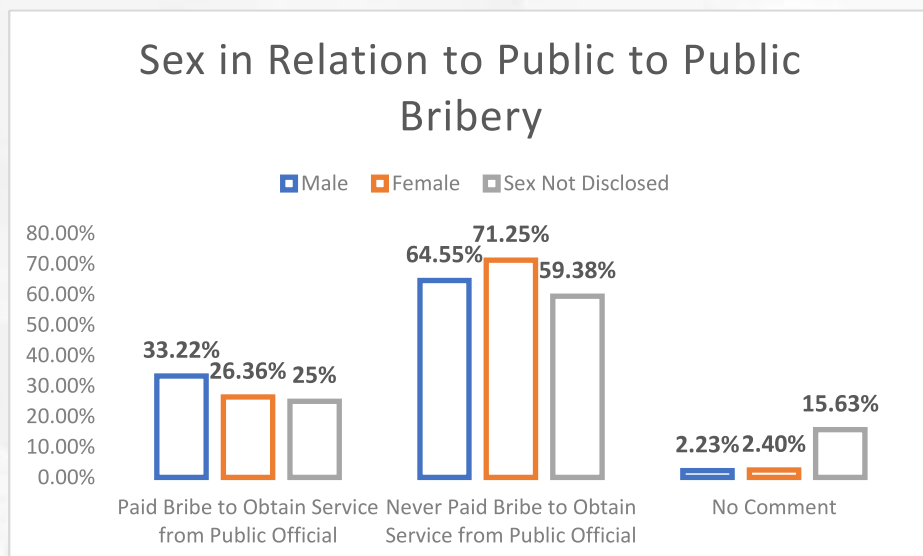


Figure 35: Sex of Public Officials Involved in Public to Public Bribery



4.1.10 *Wrongful Notion of Appreciation*

The idea of being appreciated for rendering services is understood by a majority of public officials to include obtaining monetary gifts from service beneficiaries. Legally, these monetary gifts of

appreciation are bribes. The Constitution of the Federal Republic of Nigeria (CFRN) 1999 provides a code of conduct for public officials.

The CFRN prohibits the direct or proxy request or acceptance of any property or benefit on account of anything done or omitted to be done by a public official. In particular, public officials must not accept gifts or benefits from commercial firms, business enterprises or persons who have contracts with the government.

Public officials can only accept personal gifts or benefits from relatives or personal friends to such extent and on such occasions as are recognised by custom. Public officials can also accept ceremonial gifts on behalf of their MDAs.

Nevertheless, as depicted by Figure 36, 51% of public officials indicated that it is not wrong to accept monetary gifts for official work, 45% of them indicated that it is wrong and 4% did not comment.

The female public servants are more inclined to accepting monetary gifts of appreciation than their male colleagues. Figure 37 shows that 49.65% of male and 40.10% of female public officials indicated that it is wrong to accept monetary gifts in appreciation of work.

As illustrated by Figure 38, the more senior public officials are less inclined than their juniors to accepting monetary gifts in appreciation of service. It is instructive to point out that monetary gifts in this sense would not include things such as embezzlement, procurement fraud and many other aspects of grand corruption which usually involves higher-ups.

Figure 36: Attitude of Public Servants Towards the Legitimacy of Monetary Gifts in Appreciation of Work



⁸ Part 1, Fifth Schedule, 1999 Constitution.

⁹ Paragraph 6(1), Part 1, Fifth Schedule, 1999 Constitution.

¹⁰ Paragraph 6(2), Part 1, Fifth Schedule, 1999 Constitution.

¹¹ Paragraph 6(3), Part 1, Fifth Schedule, 1999 Constitution.

Figure 37: Sex in Relation to Acceptance of Monetary Gifts of Appreciation

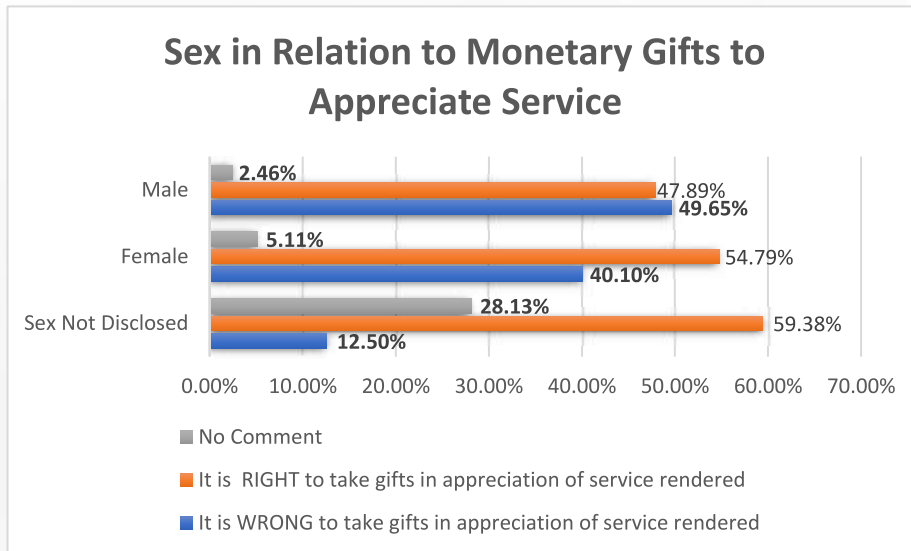
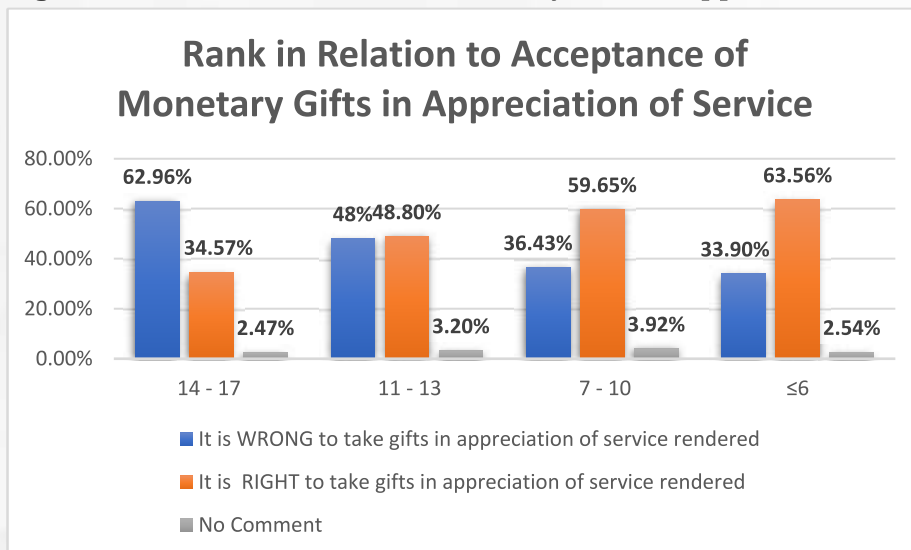


Figure 38: Rank in Relation to Monetary Gifts to Appreciate Service



5. Conclusion

The CAPE Survey aims to contribute to the evidence-base for anti-corruption policies and programmes by analysing survey findings to discover the underlying factors that push, pull, enable or support corruption in the public service. Based on the study of these factors, interventions can be targeted at the appropriate issues and segments of the population.



6. Recommendations

S/N	Recommendation	Implementers
1.	Recommendation 1: Orientation for new intakes and young public officials should include sensitization that not all Nigerians are corrupt.	National Orientation Agency; Anti-Corruption Academy of Nigeria; Public Service Institute; etc
2.	Recommendation 2: Orientation for all public servants that corruption is linked to the absence or paucity of reliable public amenities and infrastructures. So, their salaries will have more value if they do not engage in corrupt practices.	National Orientation Agency; Anti-Corruption Academy of Nigeria; Public Service Institute; etc
3.	Recommendation 3: Success stories should be amplified. The focus on corrupt public officials should not take away the awareness that there are incorruptible public officials who should be respected and encouraged.	Office of the Head of Service of the Federation; National Orientation Agency; Anti-Corruption Academy of Nigeria; Public Service Institute;
4.	Recommendation 4: All officials who are found to have engaged in corrupt practices should be put through the appropriate administrative or criminal processes.	Anti-Corruption Agencies; Office of the Head of Service of the Federation; etc
5.	Recommendation 5: All MDAs should, in their internal memoranda or bulletins, publish details of the action taken against public officials accused of corrupt practices including other violations of public service rules	Office of the Head of Service of the Federation;
6.	Recommendation 6: There is the need to develop a policy and implementation framework for protecting public officials who do not accede to instructions to engage in corrupt practices. The framework should include relevant aspects of whistle blower protection.	Office of the Secretary to the Government of the Federation; Office of the Head of Service of the Federation; Anti - Corruption Academy of Nigeria

ANNEXURES

Appendix 1

Section 1: Introduction to the Questionnaire

Anti-Corruption Academy of Nigeria (ACAN)

The Anti-Corruption Academy of Nigeria (ACAN) is the Research and Training Arm of the ICPC. ACAN is required by the National Anti-Corruption Strategy to, among other things, engage with public institutions with a view to designing and implementing corruption prevention measures including enhancing the evidence and knowledge base for anti-corruption interventions.

Purpose of this Questionnaire

There have been several surveys relating to corruption in the public service of Nigeria. Many of these surveys do not obtain responses from public servants nor do they elicit responses that can help address the reasons for corruption. This questionnaire will seek the anonymous views of public servants and will be used to shape some of the interventions and recommendations that can help anti-corruption efforts in the public service.

Instructions

1. There are 13 questions/statements/scenarios in this questionnaire
2. It will take about 5 to 10 minutes to complete this questionnaire
3. Only current Federal public servants should complete the form
4. Please respond to all questions/statements/scenarios to the best of your knowledge or opinion
5. Please put an X or tick the box that contains the answer of your choice. Where applicable, write your answer legibly
6. After completion of this questionnaire please hand it over to the person who gave you
7. If you have any further question or information to share, please write back to acan.survey@gmail.com



Section 2: Profile of Respondent

i. Sex

Female

Male

ii. Age

iii. Name of your Institution/Organisation/Agency/Parastatal/Ministry

iv. Current Grade Level

v. Are you religious (do you practice any religion)?

Yes

No

vi. Highest educational qualification

Section 3: Please choose only one option in response to each question/statement/scenario

I Agree

I do not Agree

1. Everyone in Nigeria is corrupt

2. Is your salary (including all allowances) enough to meet your basic needs every

Yes, it is enough

No, it is not enough

3. Have you ever had to use your personal money to carry out an official assignment without receiving reimbursement for the personal money you spent?

Yes, I have

No, I have not

4. If your answer to question 3 above is "Yes, I have", how much was the highest amount of money you have spent on an official assignment without reimbursement for the personal money you spent?

₦



5. If you offered your community a monetary gift that is more than your yearly salary to fund the education of children in your community, will the community accept this monetary gift without questioning the source of the money?

Yes, the community will accept the gift without asking any question as to the source of the money

No, the community will not accept the gift unless I can satisfactorily explain the source of the money

6. Have you ever been in a situation where a superior at work asked you to carry out an

Yes, I have been in that situation

No, I have never been in that situation

7. If you are asked by your superior at work to carry out an act of corruption, what will

I will refuse to carry out the superior's instructions

I have no choice but to carry out the superior's instructions

8. Do acts of corruption occur in your institution/organisation?

Yes, they occur

No, they do not occur

9. An official of your institution/agency/department who engaged in a corrupt practice shall face **internal disciplinary** action.

Certainly

Likely

Don't know

Not likely

Never

10. An official of your institution/agency/department who engaged in a corrupt practice shall be **charged to court**

Certainly

Likely

Don't know

Not likely

Never

11. Have you ever had to pay a bribe to obtain service from a public officer?

Yes

No

12. Is it alright to engage in financial corruption to augment salary and allowances?

Yes, it is alright

No, it is not

13. After performing your official functions, the beneficiary of your service has brought some money to appreciate your work. Would it amount to corruption if you accepted

Yes, collecting the money gift amounts to corruption

No, collecting the money gift does not amount to corruption



Appendix 2

How much was the highest amount of money you have spent on an official assignment without reimbursement for the personal money you spent?

	Frequency	Percentage
100	1	.1
150	1	.1
200	3	.2
250	1	.1
300	2	.1
400	1	.1
480	1	.1
500	8	.5
1000	30	2.0
1200	1	.1
1500	6	.4
1800	1	.1
2000	43	2.8
2300	1	.1
2500	6	.4
2700	1	.1
3000	31	2.1
3500	5	.3
4000	6	.4
5000	104	6.9
5500	1	.1
6000	6	.4
7000	7	.5
7500	3	.2
8000	1	.1
9000	1	.1
9800	1	.1
10000	68	4.5
10700	1	.1
11000	2	.1
12000	6	.4
14000	1	.1
14500	1	.1
15000	26	1.7
16000	2	.1
17000	1	.1
18000	5	.3
19000	3	.2
20000	41	2.7
21200	1	.1
22000	1	.1
23000	3	.2
24000	2	.1



25000	9	.6
26000	1	.1
27000	2	.1
27600	1	.1
28000	1	.1
30000	17	1.1
35000	3	.2
36000	2	.1
40000	2	.1
41000	1	.1
42000	1	.1
45000	1	.1
47000	4	.3
48000	2	.1
50000	25	1.7
55000	1	.1
59000	1	.1
60000	8	.5
65000	1	.1
68000	1	.1
70000	1	.1
75000	1	.1
80000	3	.2
83000	1	.1
98000	1	.1
100000	11	.7
110000	1	.1
120000	4	.3
140000	1	.1
150000	11	.7
180000	1	.1
200000	3	.2
210000	2	.1
240000	1	.1
250000	1	.1
280000	1	.1
300000	3	.2
350000	1	.1
500000	1	.1
600000	1	.1
1000000	2	.1
1115000	1	.1
Total	1510	100.0



20/20 *A New Vision*

