

**THE PERCEPTIONS ON WHISTLEBLOWING AMONG PUBLIC OFFICERS
IN MALAWI**

MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT THESIS

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MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT THESIS

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DECLARATION

I hereby declare that this thesis is my own work, that it has never before, in its entirety or in part been submitted to any other institution for obtaining any qualification and that all the sources I have used or quoted have been indicated and acknowledged as complete references. I bear the responsibility for the contents of this paper.

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CERTIFICATE OF APPROVAL

The undersigned certify that this thesis represents the student's own work and effort and has been submitted with our approval.

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ABSTRACT

Whistleblowing is one of the tools that is encouraged to deter corruption and other fraudulent activities at workplaces. However, we cannot expect workers to engage in whistleblowing if the consequences are detrimental to themselves or others. It was against this background that a study was conducted with the aim of understanding the perceptions that public officers have towards whistleblowing as a tool to fight corruption. Through quantitative research methods the study was designed to answer three research questions: To what extent is whistleblowing perceived as important. What perceptions do public servants have on the support regarding whistleblowing. And What situational factors affect the likelihood of whistleblowing on corruption among public servants? Utilizing the theory of planned behavior and the normative ethical theories, the study investigated public officers' perceptions towards whistleblowing. Using a structured questionnaire, a sample of 383 public officers from Lilongwe and Blantyre districts data was collected and analysed. SPSS software was used for analysis. Results from the study suggests that the majority of public officers view whistleblowing positively as a valuable tool to fight corruption, however their decision to blow the whistle or to remain silent is influenced by both personal and situational factors. The study established that the respondents perceives that the laws on protection of whistleblower as inadequate; they have negative perceptions and fear court testimonies; they have high regard for confidential and anonymous whistleblowing. Hence, recommendation that policies on corruption should focus on whistleblowers.

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ABBREVIATIONS AND ACRONYMS

ACFE	Association of Certified Fraud Examiners
ACB	Anti- Corruption Bureau
AU	African Union
CPA	Corrupt Practices Act
CPI	Corruption Perception Index
GOM	Government of Malawi
IFMIS	Integrated Financial Management Information System
KPMG	Klynveld Peat Marwick Goerdeler International Cooperative
OECD	Organisation for Economic Cooperation and Development
PPA	Public Procurement Act
PWC	Price Waterhouse Coopers
SADC	Southern Africa Development Community
TI	Transparency International
UN	United Nations
UNCAC	United Nations Convention against Corruption
UNODC	United Nations Office on Drugs and Crime

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Introduction

This thesis is on the perceptions on whistleblowing among public servants in the fight against corruption in Malawi. The study focuses on the perceptions and factors that influence whistleblowing. Quantitative methods were used to gather data on the study, using a structured, five Likert scale questionnaire. The study uses the Theory of Planned Behavior as an underlying model to investigate the whistleblowing perceptions and document that attitude and subjective norm affect whistle blowing and to analyse the findings of the study. The first chapter forms the foundation of the study and it outlines the topic under study under nine sub-sections. Section 1.1 is on the Background to the study; 1.2 Overview of corruption and whistleblowing in Malawi; 1.3 Provisions on whistleblowing in Malawi; 1.4 Problem statement; 1.5 Study objectives, 1.6 Research questions, 1.7 Research hypothesis; 1.8 Significance of the study and 1.9 Outline and overview of the structure for the thesis.

1.2 Background to the Study

Whistleblowing is widely acknowledged as potentially having positive effects in addressing wrong doing in society and organisations. International bodies like the World Bank (WB), United Nations (UN), African Union (AU), Southern Africa Development Cooperation (SADC), Transparency International (TI), Association of Certified Fraud Examiners (ACFE), Institute of Internal Auditors Research

Foundation (IIARF) and Whistleblowing International Network (WIN) recognize the importance of whistleblowing as one of the effective mechanism to deter illegal, immoral, unethical and illegitimate practices in any organisation (Martens & Crowell, 2002; Mbatha, 2005; Organisation for Economic Cooperation and Development, [OECD] 2015; Transparency International, [TI] 2004; TI 2013; Uys 2005; TI 2013 and UNCAC 2003). Whistleblowing can lead to discovery and rectification of wrong doings. As such it is recognized as being important in achieving and maintaining public integrity (Lewis & Vanderkerckhove, 2015; Mbaku, 2007; Miceli et al., 2004; Mbaku, 2007; Zipparo, 1999). Measures and mechanisms to encourage whistleblowing and to protect whistleblowers are encouraged through among others the formulation and adoption of conventions and protocol such as United Nations Convention Against Corruption (UNCAC, 2003), African Union Convention on Prevention and Combating of Corruption of (AUCPCC, 2003), Southern Africa Development Community Protocol against Corruption (SADC 2001) and OECD Guidelines (OECD 2013). These efforts can be related to the following quote by Albeit Einstein, a German theoretical physicist 1879 - 1955: “The world will not be destroyed by those who do evil, but by those who watch them without doing anything”¹

Corruption is a crime with far reaching consequences. It is one of the greatest tribulations of the world affecting social life and undermine good governance (Mbaku, 2007; Mbatha, 2005; Taiwo, 2015; Zipparo, 1999). Corruption within the public sector has an overwhelming effect on the equitable and fair provision of services (Khan, 2006; Klitgaard, 1998, 2014). According to UNCAC (2015), most incidents

¹ Pais A. (1982) Subtle is the Lord: The Science and Life of Albert Einstein cited in Independent Observer December 1 2017, <https://observerid.com/>

of corruption go unreported and undetected, suggesting that less than 10% of corruption incidents are reported. The former UN Secretary General, Kofi Annan once said that “Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a government’s ability to provide basic services, feeding inequality and injustice, and discouraging foreign investment and aid”²

Corruption is often a secretive act with few or no observers rendering the detection, investigation and prosecution of corruption cases difficult. Conversely, corruption can become more attractive where the possibility of detection and investigation is minimal. The person better placed to detect or disclose corruption is therefore the one who works where such a misconduct is occurring. While corruption occurs both in the public and private sector, it is corruption in the public service which is considered to be relentless and a global challenge causing numerous social and economic maladies (UNCAC 2015 Public officers play an important role in disclosing wrong doings such as corruption and fraud (Brown & Roberts, 2011; Khan, 2006; Klitgaard, 1998; Nadler & Schulman, 2006; Price Waterhouse Coopers [PWC] 2014; Taiwo, 2015).

Whistleblowing is a mechanism that breaks the secrecy associated with corrupt acts and fosters people to speak about the illegal conducts and other malpractices. Therefore, from this viewpoint, whistleblowing is a tool that increases the chances of detection and investigation of corruption. Therefore, a better understanding of whistleblowing and encouraging people to blow the whistle on corruption can provide an effective deterrence against corruption. However, as an act that is done secretly, it

² Annan Kofi, “Statement on the adoption of the United Nations Convention against Corruption” in 2003: Retrieved from <https://unodc.org/>

hard to identify and find whistleblowers, hence almost impossible to have a study using actual whistleblowers as respondents. This study tries to understand the perceptions of public officers on whistleblowing in the fight against corruption in Malawi. This will provide an understanding of what drives whistleblowing in the Malawi public service. This may in return form the basis in understanding the status quo on whistleblowing and the fight against corruption in the public service.

1.3 Overview of corruption and whistleblowing in Malawi

Corruption is often defined as the abuse of entrusted power for private gains (TI 2009). It is a multifaceted phenomenon that takes many forms such as bribery, abuse of office, influence peddling, theft of public funds, extortion and favoritism. It is found in all levels of society in varying degrees from grand to petty corruption (Grobler & Joubert, 2004; Khan, 2006; Klitgaard, 1998). However, Khan (2006) argues that developing countries in general have higher average levels of corruption compared to advanced countries. He further argues that advanced countries do not have powerful drivers for corruption and primitive accumulation.

In Malawi, Section 3 of the Corrupt Practices Act [CPA] (2004) stipulates what corrupt practices are. It defines corrupt practices as the offering, giving, receiving, obtaining or soliciting of any advantage to influence the action of a public officer or any other person in the discharge of the duties of that public officer, official or other person and includes influence peddling and extortion of an advantage.

According to TI (2013), there are traits of both petty and grand corruption in Malawi. In grand corruption, high level public officials benefit at the expense of the public

good through either policy distortions or distortion of the functioning of the state. Whereas in petty corruption, public officials abuse their entrusted power benefit through their everyday interactions by demanding or receiving smaller amounts of bribes.

According to Chinsinga et al. (2010; 2014), governance and corruption Surveys established that Malawians consider corruption as one of the major impediments to development. In 2013 a big fraud scheme which was facilitated by corruption was exposed; the country was affected by one of the biggest corruption scandals in its history. Dubbed ‘Cashgate’, an estimated K13.7 billion (ca. US\$ 30.0 million) of public funds was stolen by an organized syndicate involving public officials and the private sector. The scheme involved the infiltration of government’s financial management and payment systems, which enabled the corrupt individuals to connive and make huge payments for goods and services that were not in the government budgets and were never supplied and delivered (Tilly, 2014). The scandal eroded public trust and lead to the withdrawal of countries donor funds by development partners.

Linked to Cashgate was the shooting of a senior public official who was alleged to have attempted to blow the whistle on the malpractices. The attempted murder of the former Budget Director in the Ministry of Finance, in 2013, prompted and brought into light one of the grand corruption cases in the Malawi public service. The case lead to the successful conviction of over 13 individuals by June 2018 on corruption and money laundering charges (Malawi Government, 2014).

In relation to whistleblowing, Malawi's Anti-Corruption Bureau (ACB) has the mandate to receive complaints of reports of alleged and suspected corrupt practices, under section 10 of the CPA. A number of provisions that promote whistleblowing and protect whistleblowers are available in various pieces of legislation such as the Constitution, the Corrupt Practices Act, the Penal Code, the Public Procurement Act, the Financial Crimes Act, and the Code of Conduct and Ethics for the Malawi Public Service.

Following the ratification of the SADC, UNCAC and AU conventions, Malawi introduced several measures to combat corruption and promote whistleblowing. The adoption of these measures is evident in the enactment of the CPA and the establishment of an autonomous public body, the ACB in 1998 and the adoption of the Code of Conduct and Ethics for the Malawi Public Service in 2014.

1.4 Provisions on whistleblowing in Malawi

Unlike in other jurisdictions like South Africa, Botswana, Ghana, United States of America and United Kingdom provisions on whistleblowing in Malawi are not comprehensive and are not found in one dedicated piece of legislation (OECD, 2012). According to the ACB, (Malawi Government, 2019) Malawi is yet to develop a Whistleblowers Protection Legislation and that this is among its strategic plans in 2019 to 2024. The whistleblowing and whistleblower protection provisions are scattered in a number of legislations with the CPA as the primary legislation on whistleblowing in Malawi.

Under section 51(A) of the CPA, any person believing that the public interest overrides the interest of an institution or any person has to inform the ACB or police

officers of an alleged or suspected corrupt practice or any other offence connected to corruption. Any person who punishes or victimizes a whistleblower is guilty of an offence and liable to K50, 000 (approximately US\$60) and to imprisonment of two years. During civil and criminal proceedings, the identity of whistleblower is concealed or obliterated to protect the whistleblower from being discovered. Sections 109 and 113 of the Penal Code criminalize any conspiracy to defeat justice and interference with witness. There is a call for immediate reporting of any occurrence or attempts of corrupt and fraudulent practices to the Head of a procuring entity, directors and relevant law enforcement agencies, under section 18 of the Public Procurement Act. Financial institutions have the obligation to report to the Financial Intelligence Authority of any suspicious transactions related to any financial crime including corruption, section 23 of the Financial Crimes Act (FCA, 2017).

Apart from contacting the ACB and the Malawi Police Service, victims of whistleblowing retaliations can seek relief from the Office of the Ombudsman. The Ombudsman, a public body established under the Malawi Constitution, has the mandate to receive complaints and investigate any cases where it is alleged that a person has suffered injustices and there is no remedy practicable available (Malawi Government, 1998) However, as far as cases on victimisation of whistleblowers, there are no records on officially reported cases of whistleblower intimidations and victimization (Malawi Government, 2013).

Several additional efforts have been undertaken to promote whistleblowing and reporting of corrupt acts as is evident from billboards, brochures, stickers, radio jingles, complaints boxes, and the establishment of anti-corruption clubs in local

communities and integrity committees at workplaces in the public service. Studies have also been conducted on whistleblowing from different perspectives ranging from administration, auditing, ethics, labour, Law to Psychology (Lewis, 2001; Mansbach, 2011; Uys, 2005; Walsh, 2005). Most of these studies have focused on the barriers to whistleblowing. As argued by Rehg et al. (2004), whistleblowing is perceived differently others perceive it as a good practice while others discourage whistleblowing as they perceive it as capable of bringing more harm than good to organizations.

This study looked at the perceptions of public officers on whistleblowing as a tool in the fight against public corruption.

1.5 Significance of the study

Corruption remains one of the big problems in Malawi, particularly in the public sector. This study has been motivated based on two observations: first, the evidence showing that whistleblowing is an effective way to detect and uncover corruption which could otherwise have been undetected by audits or other means (ACFE, 2002; Martens & Crowell, 2002; Mbatha, 2005; PWC, 2014; TI 2004; Uys, 2005; OECD, 2015; UNCAC 2015) and second the evidence showing that many people shun from blowing the whistle (PWC, 2014).

This research grapples with the problem of whistleblowing as a tool to curb corruption in the public service. From the governance and corruption Surveys that have been conducted in recent years, it appears that the country lacks a culture of whistleblowing and that people prefer to remain silent when wrong doings and corruption are

happening at the watchful of their eyes (Chinsinga et al., 2014). When compared to other countries, Malawi is lagging behind on policies to address whistleblowing and whistleblowers protection (TI, 2014).

In terms of corruption perceptions, the 2013 governance and corruption survey (Chinsinga et al., 2014), established that there is a significant increase on the perception that corruption is serious and frequent in Malawi. On the international front, Malawi has perpetually scored low and is ranked among the most corrupt countries in the world (TI, 2014). The Corruption Perception Index (CPI) for Malawi, when compared to 175 countries, has been falling over the years; from position 88 with a CPI of 37 in 2013, to position 91 with CPI 37 in 2014, to position 112 with a CPI 31 in 2015, and further to position 123 in 2019 with CPI of 31. According to Afrobarometer surveys on Malawi, there are indications that corruption is being perceived as worsening in the country (Afrobarometer, 2019). Although perceptions do not give an accurate picture of corruption in a country, they at least give a reasonable indicator on the presence of corruption (Heywood & Rose, 2014). Nevertheless, according to the ACB in recent years there is marginal change in the levels of corruption despite the government's concerted effort (Malawi Government, 2019, p.7).

Civil servants as public officers hold positions of trust and are obligated to act in the public interest. Whistleblowing is one such act in the public interest. However, individual employees have varying perceptions on whistleblowing. While some regard it as good thing and as their right and public duty, others perceive it as an act of betrayal. There are numerous studies that have been carried to understand the factors that influence people to view whistleblowing negatively or positively. For instance, in a

study conducted in Australia, Brown (2008), report the different perceptions Australian public officers have on whistleblowing. The study established that most employees who observe wrong doing at their work place do not necessarily report about it to the authorities. While 71% of the respondents in the survey reported that they observed a wrong doing, only 39% of those who observed such acts blew the whistle. These results are similar to results from a USA survey (Nadler & Schulman, 2006).

In view of this, it is the aim of this study to provide a better understanding of the perceptions that public officers in Malawi have towards whistleblowing, which in turn affects their decision as to whether to blow the whistle or not on corrupt acts.

There have been studies conducted on whistleblowing both within and outside Malawi. However, in Malawi no study has specifically looked at perceptions on whistleblowing in the fight against corruption in public sector. For instance, the Governance and Corruption surveys (2006; 2010 and 2013) had components on reporting of corruption by public officials. The surveys reported that most public officer who observe corrupt practices do to report it, however the surveys did not zero in on perceptions that the public officers have on whistleblowing. Whistleblowing has not been among the main focus on all the three governance surveys. For instance, 2006 survey had over 80 questions divided into 11 topical areas and parts ranging from Personnel management to public organisation structures; only one part tackled governance issues and it had only 5 questions related to whistleblowing and reporting of corruption. From the 2013 survey there were 23 tables that presented results on various components of the governance and corruption, only 2 tables presented findings on whistleblowing.

Furthermore, the corruption and governance surveys, which are the major surveys on corruption related matters in Malawi have been concentrating on selected corrupt practices that the participants of the study observed. According to Chinsinga et al (2014, p.13) both the 2010 and 2013 surveys were based on 5 corrupt acts: Firstly, on sale of parliamentary votes for private interests. Secondly, on sale of court decisions in criminal cases. Thirdly, on bribes to public officials to avoid taxes and regulations. Fourthly, on public officials hiring their friends and relatives into official positions. Lastly on contributions by private entities to political parties and election campaigns. This suggests that the studies were limited. This study aims at expounding on some of the variables that were covered in the governance surveys. For instance, this study will look at other forms of corruption not covered in the surveys, the study will not focus on participant who had observed the corrupt acts only but will include even those who may have information to disclose which they might have acquired by other means than observation. Therefore, this study extends the literature by addressing several gaps in past research.

However, from the governance and corruption surveys it is motivating to note that the majority of public officials (73%) fully know the processes of reporting corruption, that is compared to (18%) of the citizenry who are in the know how (Chinsinga et al., 2014, p.13). Since Malawi has not yet formulated a national policy governing whistleblowing, the understating of what makes a whistleblower blow the whistle is important for policy makers. The study will provide a platform to gauge the status of whistleblowing in Malawi and will provide insights on whistleblowing and contribute to the policy through the understanding on the perceptions that public officers have on whistleblowing as a tool to fight corruption. It is argued that identifying and

understanding the perceptions, attitudes and determinants of whistleblowing would offer valuable insights in designing comprehensive and holistic whistleblowing policies (Duska, 2012; Near & Miceli, 1995). Given the difficulty of accessing actual whistleblowers the study resorted not to use actual whistleblowers.

While there have been a number of studies examining whistleblowing from different perspectives globally the researcher had difficulty in locating literature or research results on Malawi. Only the corruption and governance surveys were available to be used as reference points. This study aimed at expounding and filling the gaps that have been observed from the previous studies particularly from a Malawi context. Most of the studies have been conducted in the western cultures where among others freedoms of speech and expression are were founded. Therefore, the paper will contribute and expand the body of knowledge on whistleblowing in the fight against corruption

1.6 Objectives of the study

The main objective of the study is to assess the perceptions of public officers on whistleblowing as a tool to fight corruption.

The specific objectives of the study are:

- a. To assess the perceptions of public servants on the importance of whistleblowing
- b. To assess perceptions on the support in the public service on whistleblowing
- c. To identify the situational factors that affect the likelihood of whistleblowing

1.7 Research questions

In order to achieve the intentions of the study, answers to the following questions have been sought:

- a. To what extent is whistleblowing perceived as important?
- b. What perceptions do public servants have on the support regarding whistleblowing?
- c. What situational factors affect the likelihood of whistleblowing on corruption among public servants?

1.8 Outline of the chapters

This research paper has five chapters structured as follows: Chapter one introduces the topic of study, it is divided into subsections namely: background to the study, problem statement, study objectives, research questions, research hypothesis, motivation of study and an outline of the chapters.

Chapter two discuss and review relevant literature on whistleblowing and corruption and other concepts in the topic under study. It focuses on concepts related to whistleblowing and corruption, the importance of whistleblowing, factors affecting whistleblowing. The literature is reviewed in line with the specific objectives of the study. Theories used to analyse the research problem and interpret the research data are also presented in this chapter. The study used theories of planned of behavior and normative ethics.

Chapter 3 presents the methodology of the research. This contains the research methods, research design, sampling procedures, data collection tools and procedures, data analysis used for the study and study limitations.

Chapter 4 highlights the results of the study and presents them in line with the study objectives. The results are discussed using the theoretical framework of the study.

Chapter 5 presents the summary, conclusion and recommendations of the study.

1.9 Conclusion

This chapter has introduced the study by providing a background to the important issues in the research. The chapter has also highlighted the research problem and provided the general and specific objectives of the study, and justified the need to conduct this study.

The next chapter will present a review of some literature related to the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews and analyses existing literature on selected articles and publications that have been written on whistleblowing underpinning and focusing on the factors that influence, affect, promote or discourage whistleblowing on corrupt malpractices. The reviews will be guided by the specific objectives of the study and are aimed at giving a global overview of the importance of whistleblowing as a tool in fighting corruption and identifying the gaps in the literature of whistleblowing. The chapter also highlights on the theory of planned behavior and normative ethics theories as the theoretical frameworks for this study.

2.2 Understanding whistleblowing

The origins of the term “whistle blowing” have not yet been established (Johnson, 2003). Whistle blowing is generally associated with sporting activities in which the referee blows the whistle when there is foul play, rules have been broken in the game or the players need to be alerted to something. Another analogy on whistleblowing has been drawn from the history coal mining fields in Britain (Miller et al., 2005). The miners used to take caged canaries (birds) with them down the mine tunnels to smell trouble and raise the alarm thus providing a warning for them to exit the tunnels. The canary can be compared to a whistleblower because the latter play the role of alerting the community to danger (Miller et al., 2005).

2.3 Whistleblowing Definitions

According to US academicians Near and Miceli (1985, p.1), whistleblowing is described as “the process whereby the whistle blowing involves the disclosure by organisation members (former or current) of illegal, immoral, or illegitimate practices under the control of their employers, to persons or organisations that may be able to effect action”.

Whistleblowing is described as a process which can be distinguished from other terms with which it is commonly associated with like complaining, reporting and informing, thus a whistleblower is not the same as an informant or a complainant. According to Banisar (2011), whistleblowers and informants have different motives and morals; it is argued that the disclosure of wrong doings by informants is usually through coercion or due to a desire to avoid prosecution or to receive some reward, whereas whistleblowers do not expect anything for their disclosure. Whistleblowers go beyond personal grievances and complaints because they are convinced that an illegal act is being conducted against the public interest, their actions are deliberate non-obligatory (Banisar, 2011). A whistleblower gives more attention to the problems occurring within the organization, in the hope that the organization will get a solution to the problems (Miceli & Near, 1985; Zipparo, 1999).

An Australian academician Jubb (1999), states that whistleblowing is a deliberate non- obligatory act of disclosure, which gets onto public record and is made by a person who has or had privileged access to data or information of an organisation, about non-trivial illegality or other wrong doing whether actual, suspected or anticipated which implicates and is under the control of that organisation, to an

external entity having potential to rectify the wrong doing. This definition views whistleblowing as a form of freedom of speech that any individual has the right to exercise. This definition identifies the whistleblower as witnessing an illegal act that has detrimental consequences to the organisation and reporting it to an external body. However, Jubb's (1999) definition above does not include the reporting of an illegal act internally within the organisation.

Nader et al. (1972, cited in Banisar 2011, p.1) describe whistleblowing as an act of a person who believing that the public interest overrides the interest of the organisation they serve blows the whistle that the organisation is involved in corrupt, illegal, fraudulent or harmful activity. This definition is in line with most public considerations of who a whistle blower is, why their actions are significant, and why they are often likely to need protection for their action.

Whistleblowing is an employment related phenomenon and according to the International Labour Organisation (ILO) as cited in Brown et al. (2014, p.2), it is defined as the reporting by employees or former employees of illegal, irregular, dangerous or unethical practices by employers.

Evident from the various definitions, whistleblowing can be viewed from different perspectives and has various interpretations. In almost all the definitions four basic elements are highlighted: First the whistleblower, who witnesses a wrong doing/corrupt act and reports it; second the nature or the form of the misconduct being disclosed; third the organisation or individuals who are part of the organisation who are involved in an illegal act; and forth the individual or organisation that receives the

disclosure of the misconduct/ unlawful act from the whistle blower (Near & Miceli, 1985). From all the definition, it can be deduced that the whistle blowing plays a crucial role in exposing perceived wrong doing within any organisation and that it inherently is not a pleasurable action for wrong doers hence may be confronted with hostile environments.

Transparency International defines whistleblowing as the disclosure or reporting of wrong doing, which includes corruption, criminal offence, breach of legal obligations, miscarriage of justice, specific dangers to public health, unauthorized use of public funds or property, gross waste or mismanagement, conflict of interest and acts to cover up any of the aforementioned (TI, 2013).

In the midst of the numerous definitions of whistleblowing, for the purposes of this study and for a broader perspective the study adopts the definition Miceli and Near (1985) that describes whistleblowing as the process that involves the disclosure by organisation members (former or current) of illegal, immoral, or illegitimate practices under the control of their employers, to persons or organisations that may be able to effect action. The definition has been adopted because of its distinction on 'who, what, to whom' thus on who, it is an insider/ member of an organisation; on what, it is a wrong doing under the control or that affect the organisation; to whom, it is about entities, that can do something on the disclosure.

According to Near and Miceli (1985), whistleblowing is conceptually similar to bystander intervention phenomena which is borrowed from decision-making framework. The phenomena predict the likelihood of individuals to actively address

a situation they deem problematic. It explains why bystanders often fail or struggle to intervene in emergency situations since they often debate as to whether helping out is their responsibility. Near and Miceli (1985) proposed a model of whistleblowing that draws from the bystander intervention literature. According to the model, potential whistleblowers make a series of judgments regarding the wrong doing itself, responsibility to act, and the implications of different possible responses. In support with the model, studies have shown similarities of the bystander effects and whistleblowing influences (Finn, 1995; Miceli & Near, 1988; Uys, 2005; Winardi, 2013; Zipparo, 1999).

From the foregoing definitions and to put whistleblowing perspective the following three scenarios are illustrations of examples of incidents that may not fit to be described as whistleblowing: *Scenario one*: an incident where a person seeking to get a driver's licenses service reports about a road traffic examiner who demands or receives bribes. The reporter is not a member of the road traffic directorate hence can be described as a complainant not a whistleblower. Whistleblowing is not the same as complaint, according to Das and Aldrin (2007) complaints involve personal disgruntle on subject matter of the complainant and is not made for the public interest, while whistleblowing is concerned with a subject matter that has an effect on public interest and is done by employees or former employees of a particular organisation.

Scenario two: an incident where a disgruntled nurse from a public institution reports to law enforcement about a work colleague involved in illegal forex trade. Both the reporter and the alleged wrong doer are employees and member of the same institution and the act being reported on is illegitimate however illegal forex trade is not a

concern of a public hospital, hence, this is not a disclosure, therefore the reporter can be described as an informer not a whistleblower.

Scenario three: a politician in an opposition party who on a podium reveals about the mischiefs in government. This disclosure has not been made to a specific entity that can take actions to remedy the wrong doings, in this case the Politician maybe described as a reporter.

Whistleblowing is usually governed by pieces of legislations. Table 1 below shows some of the countries which have legislations on whistleblowing:

Table 1: Whistleblower protection legislation across countries

	COUNTRY	LEGISLATION TYPE (COMPREHENSIVE/ SPECIFIC) OR (FRAGMENTED/PAT CHWORK)	TITLE
1	France	Fragmented before 2018	French Criminal Code, Labour law, Data Protection Law
2	Germany	Fragmented	Constitution Labour laws,
3	Italy	Fragmented	Criminal Code, Labour laws, Witness Protection
4	Romania	Comprehensive – Standalone	Whistle Blower Protection Act, 2004
5	UK	Comprehensive – Standalone	The Public Interest Disclosure Act, 1998, 2012
6	Canada	Comprehensive – Standalone	The Public Servants Disclosure Protection Act 2007
7	USA	Comprehensive – Standalone	Whistle Blower Protection Act, 1989, 2010, 2012
8	Brazil	Fragmented	Labour laws, Witness protection laws
9	Australia	Both	Public Service Act, Public Interest Disclosure 2004, 2009, 2013

	COUNTRY	LEGISLATION TYPE (COMPREHENSIVE/S PECIFIC) OR (FRAGMENTED/PAT CHWORK)	TITLE
10	New Zealand	Comprehensive Standalone	Protected Disclosures Act 2000
11	Japan	Comprehensive Standalone	Whistleblowers Protection Act 2004
12	Norway	Comprehensive Standalone	Working Environment Act 2017
13	China	Fragmented	Labour Security Supervision Laws, Criminal Procedure law 2004
14	South Africa	Comprehensive Standalone	The Protected Disclosure Act, no 26, 2000
15	Kenya	Comprehensive Standalone	Witness protection Act,2006
16	Nigeria	Comprehensive Standalone	Whistle Blower Protection Act 2011
17	Ghana	Comprehensive Standalone	Whistle Blower Protection Act 2006
18	Tanzania	Comprehensive Standalone	Whistleblower and Witness Protection Act 2015
19	Botswana	Comprehensive Standalone	Whistleblowing Act 2016
20	Namibia	Comprehensive Standalone –	Whistleblowing Protection Act 2017

Source: OECD (2012)

To sum this up in the midst of many definitions on whistleblowing and in the midst of varying and diverse perspectives that have been used to understand whistleblowing, this study will lean toward ethics and behavioral perspectives.

The study will look at whistleblowing as a planned behavior by rational being who weigh the pros and cons before they take action or engage in the behavior.

2.4 Types and characteristics of whistleblowing

Whistleblowing is classified into two types: internal and external whistleblowing (Miceli et al., 1992). This classification is based on the channels used to report and the recipient of the report. External whistleblowing is where an individual discloses information to a body which is outside the organisation where the wrong doing occurred. The receivers include anti-corruption or law enforcement agencies, the media, civil society organisations and other organisations. On the other hand, internal whistleblowing involves internal channels within an organisation where the wrong act occurred such as reporting to a supervisor or manager within the workplace. As a planned behavior, whistleblowers make the decision as to whether to blow the whistle internally or external after analyzing factors surrounding the two channels. Factors that prompt a whistle blower to disclose any unethical conduct to an external authority include fear of reprisal or the perception that there are no appropriate structures within the organisation that can deal with the case effectively (Brown, 2008; Mansbach, 2011; Uys, 2005; Walsh, 2005). According to Miceli and Near (1992), majority of whistleblowers report via internal channels, and majority will use external channels after an initial internal report was made or after they perceive that there are no internal contacts or that the internal channels are not effective. While looking at preferences among whistleblowers for external or internal whistleblowing, several scholars (Miceli & Near, 1992; Miceli et al., 2008) have argued that it is important to study the role of internal and external recipients of whistleblowing. The responsiveness of the recipients is reported to have an effect on the choice of channel for whistleblowing. This study has greatly focused on external whistleblowing, in the Malawi context thus whistleblowing to the ACB or any other law enforcement agency. Other characteristics of whistleblowing are that it is a voluntary act by employees.

There are no external forces or coercions to whistleblowers. It is an act of employee's moral protest against immoral and unethical issues. It is aimed at stopping activities which can cause harm or loss to the public and society. Desired changes: The whistleblower is expecting to stop some activity which causes harm and loss to public and society.

According to Miceli and Near (1992) there are four distinct steps to the whistleblowing process:

- (i) Triggering event occurs, involving questionable, unethical, or illegal activities, and this leads an employee to consider blowing the whistle.
- (ii) The employee engages in decision making, assessing the activity and whether it involves wrong doing, gathering additional information, and discussing the situation with others.
- (iii) The employee exercises their voice by blowing the whistle; alternatively, the
- (iv) employee could exit the organization, or remain silent out of loyalty or neglect.
- (v) Fourth, organization members react and possibly retaliate against the whistleblower.

2.5 Consequences of whistleblowing

There are both positive and negative consequences. This section will highlight the good consequences as the importance of whistleblowing and the negative consequences as the dilemmas of whistleblowing.

2.5.1 Importance of whistleblowing

Whistleblowing plays an important role in disclosing corruption and other illegitimate activities, which are concealed to the public eye (ACFE, 2002; Brown, 2008; Martens & Crowell, 2002; Mbatha, 2005; Uys, 2005; PWC, 2014; OECD, 2015; TI, 2013). Big public scandals have been exposed through whistleblowing around the world and have demonstrated damage that is done for failure to disclose the corruption earlier (TI, 2010; Banisar, 2011). Below are some of the big corruption cases that caught international attention after they were exposed through whistleblowing:

Kenyan 1993 Goldenberg Scandal.³ This case involved political corruption whereby the Kenyan government irregularly subsidized exports of gold which in the end cost the government more than 10% of the country's annual Gross Domestic product. Whistleblower for the scandal was an official working at the Kenyan Central Bank.

South Africa 1999 Arms Deal: A case of grand corruption, high level bribery and embezzlement in the country's acquisition of arms from German and France

Canadian 2006 Sponsor-gate:⁴ A case involving a Canadian government awareness program on mis-procurement. Contracts worth over \$3.4 million were awarded without proper bidding system and payments made for works that were never done.

The importance of whistleblowing is evident in the growing number of countries working to develop legal frameworks that promote whistleblowing and protects whistleblowers (Banisar, 2011). Whistleblowing promotes accountability within organisation and serves as an early warning when things are going wry thereby promoting efficiency (Banisar, 2011).

³ Report of the Judicial Commission of inquiry into the Goldenberg Affair, October 2005
<http://en.m.wikipedia.org/>

⁴ National Post Article <http://en.m.wikipedia.org>

Whistleblowing acts as a safeguard because in most instances, employees are the first to witness wrong doings thus are better placed to disclose any unlawful acts that they witness therefore remedial measures are taken to correct the situation. For example, a study by a renowned international audit firm KPMG, revealed that 44% of fraud cases were revealed by employees/whistleblowers who disclosed fraudulent actions and transactions (KPMG, 2006). Whistleblowing is crucial in reducing corruption, abuse of public resources and in diffusing dangerous situations (Banisar, 2011; TI, 2010). Whistleblowing promotes freedom of speech and good governance (Eaton & Akers, 2007; Khan, 2002).

Lewis (2001) and Martens and Crowell (2002) have argued on the benefits of promoting and implementing whistleblowing procedures. They argue that whistleblowing promotes the efficient running of an organisation by deterring malpractice and avoiding crisis that may ensue from unruly conducts. Studies show that a whistleblowing system can play a significant role as an effective mechanism for the early detection of wrong doing within organisations (KPMG, 2006; 2013). Through whistle blowing, the public sector is able to address potential adversities as well as prevent large financial losses which could have led to dire consequences. However, according to Miceli et al (2008) whistleblowing is beneficial if there are clear procedures which are actively and effectively implemented to reduce harassment, reliability liability and the likelihood of punitive damages. Several empirical studies acknowledge the value and importance of whistleblowing as an efficient tool to uncovering and identifying fraud, corruption and other forms of wrong doing. Whistleblowing is recognized as an effective means of exposing corruption and bringing it to the attention of authorities. (ACFE, 2002; Brown, 2008; Martens & Crowell, 2002; Mbatha, 2005; Uys, 2005; PWC, 2014; OECD, 2015;

TI, 2013). The role of whistleblowing is very critical, as it could stop wrongful activities and rectify the problems (Mesmer-Magnus & Viswesvaran, 2005).

According to studies by ACFE-the Association of Certified Fraud Examiners ACFE (2002), PWC (2014) and Winardi (2013) established that most common method of detecting fraud and corruption in the public sector is through tips and reports from employees at the workplace. PWC (2014) found that 31% of fraud cases in the public sector organisations had been detected by means of tip offs reported by those working within a public organisation against 14% fraud cases uncovered by tips from people outside the government body. The studies showed that whistleblowing is one of the effective and least expensive measure to protect public resources. According to a study conducted in South Africa (Dworkin, 1997), It is argued that whistleblowing acts as a deterrent to would-be wrongdoer's effect and has the potential to prevent financial losses.

Mansbach (2011) and Vanderkerckhove (2012) regard whistleblowing as a human right issue. Mansbach (2011) pointed out that when whistleblowing is seen as 'fearless speech' then it may as well be considered as a human right as people will be able to speak and disclose the illegal and immoral wrong deeds or practices by powerful actors that want to harm the public. By promoting a whistleblowing culture within an organisation, employees feel comfortable to speak up when necessary (Banisar, 2011). Therefore, promoting whistleblowing promotes peoples' freedom and right to speech.

However, despite the many assertions on the effectiveness of whistleblowing as a tool to fight corruption there are debates on the criteria used to measure effectiveness. It is acknowledged that there is lack of a consensus on how the operationalization of 'effectiveness should be addressed (Miceli, 1985, p.51). In the case of whistleblowing it may not be easy to come up with concrete evidence to prove that an action like a corrupt practice had been halted and that the cessation is attributable to the whistleblowing. Neither can all credit go to whistleblowing when there is an increase in the win/lose ratio of lawsuits involving whistleblowers (Miceli & Near, 1985)

2.5.2 Disadvantages of whistleblowing

Despite the assertions on the goodness of whistleblowing, there are other quarters who have negative views about it. Whistleblowing can be costly to individual whistleblowers (Mesmer-Magnus & Viswesvaran, 2005). Often times, employers or related parties would retaliate on the reporting. It puts many things associated with the whistleblowers at jeopardy, mainly concerning their career prospect (Jubb, 1999; Near & Miceli, 1985). Whistleblowing is seen as an act of betrayal and disloyalty to work colleagues and the organisation (Senakal, 2005; Uys, 2005; Walsh, 2005). Whistleblowing is also seen to be in conflict and in breach to the rights of organisations to confidentiality and secrecy. However, the advantages of whistleblowing outweigh the disadvantages.

Whistleblowing is a source of clashing interest and ethical dilemma among employees. Whistleblowers are faced with a dilemma in deciding whether they have to be loyal to their organisation and/or the public at the expense of betraying colleagues and/or putting the reputation of their organisation in disrepute; or act in

their own self-interest. Employees are forced to choose either to blow the whistle or remain silent to the corrupt activities that are occurring at their workplaces or risk being victimized by wrongdoers, sympathizers of the wrong doers or their employer. For instance, in the public service there may be clash of interests between the whistleblower and employer regarding confidentiality, loyalty and public duty. Whistleblowing can disrupt team spirit and make employees to be suspicious of one another, this can in turn bring discomforts in workplaces and negatively affect the operations of an institution. It is argued that instead of being praised for their action, most whistleblowers face indifference or mistrust and their report are not properly investigated (TI, 2007).

Another disadvantage of whistleblowing is that it is costly and risky. Whistleblowers are faced with threats and reprisals which can cost them their freedom, jobs and in worst cases can cost them their life. This may bring with it psychological, social, legal and economic distress on the whistleblowers. In spite various legislation and regulations that jurisdictions have put in place to protect whistleblowers, in reality these do little to protect whistleblowers from retaliation (Martin, 2010; Uys, 2005). Whistleblowing can be used in bad faith and with greed purposes like setting scores with employer (Banisar, 2011). Traditionally, for example, whistle blowers are labeled with negative connotation such as ‘rat’, ‘snitch’, ‘tattletale’, ‘mole’ ‘backstabber’ or ‘biters of the hand that feed them’. The use of these connotations can alienate whistleblowers from other employees and can be psychologically harmful (Martin, 2010).

Some debates on whistleblowing have criticized whistleblowing, arguing that it undermines the very basis of capitalism. In an infamous quote James Roche (1971), the then chairman of the board of General Motors, stated that:

Some critics are now busy eroding another support of free enterprise - the loyalty of a management team, with its unifying values of cooperative work. Some of the enemies of business now encourage an employee to be disloyal to the enterprise. They want to create suspicion and disharmony, and pry into the propriety interests of the business. However, this is labelled - industrial espionage, whistleblowing, or professional responsibility - it is another tactic for spreading disunity and creating conflict (Roche, 1971, cited in Clark, 1997)

Having looked at both the positive and negative aspects of whistleblowing, one can still be inclined to see and say that the advantages outweigh the negatives. Most of the negative consequences can be mitigated. Near and Miceli (1985) argued that when there are clear procedures which are actively and effectively maintained and where the likelihood of damages is reduced whistleblowing will be an effective tool to disclose and control vices.

2.6 Whistleblowing process

The process of whistleblowing comprises the action made by a whistle blower and the receiver's reaction. According to Miceli et al. (2008), there are three stages involved in whistle blowing process. The first stage is when individuals observe unethical, illegitimate or unlawful activities within the organisation. The individuals then contemplate whether to overlook such activities, to partake in the illegal acts or to object. On the other hand, the individuals may choose to remain quiet due to the fear of dismissal or that they might be ostracized by the organisation (Jubb, 1999).

According to Brown (2008) there are three reasons why whistleblowers are interested in reporting illicit activities in the public sector namely:

1. When they are motivated by the circumstances to do so
2. When they are confident that actions would be taken and
3. When there is protection to blow the whistle.

The second stage is the disclosure. The organisation receives the information from the whistleblower and decides how to respond to the disclosure. Whether it is internal or external whistleblowing, the organisations are guided by legislation on how to deal with the disclosure. The organisation could possibly take no action to the disclosure, but this might turn out to be very costly (Jubb, 1999; Miceli et al., 2008).

During the second stage, the organisation also chooses how to deal with the disclosure, and so might opt to resolve the problem by either by getting rid of the problem or dealing directly with the whistleblower. The legitimacy of the activity may be subjective because the organisation might view the activity as being necessary to achieve the organisation's goals and thus may continue with the illegal or unlawful activities. The organisation might also have additional information on the disclosure that the whistleblower did not possess and this might change the circumstances or how the activity is viewed. The organisation may furthermore take a look at the profile of the whistleblower to determine whether or not they are credible (Near & Miceli, 1985, p.5).

In the final stage of the whistleblowing process is the response. The organisation may decide to recognise and address the wrong doing and thereby acknowledge the whistleblower for disclosing such valuable information (Near & Miceli, 1985, p.11).

Alternatively, the organisation can ignore the whistleblower or assume various means of action in silencing the latter. This is because management might feel that the disclosure may harm or damage the reputation of the organisation. The whistleblower might face the prospect of retaliation and victimisation from the organisation if there is a lack of honesty and transparency in the organisation (Uys, 2005, p.263). The organisation can also exert its power by discrediting the credibility of both the individual whistleblower and the disclosure. Consequently, if the organisation fails to address the disclosure, as stipulated by the organisation's policies or to the whistleblower's expectation, the whistle blower may disclose the wrong doing to an external organisation (Near & Miceli, 1985, p.5).

2.7 Factors affecting whistleblowing

Research on factors that affect and influence whistleblowing have come up with diverse results. Studies have been conducted from different perspectives and angles like auditing, business management, ethics, law, public administration, psychology, labour relations and many more. Whistleblowing or lack of it has been attributed to a number of reasons ranging from personal characteristics, environment, legal and economic. While some studies have looked at whistleblowing as a phenomena or as a process, this study will focus on whistleblowing as a behavior. This will be from two perspectives: as an ethical action and as a planned action.

When deciding to expose wrong doings such as corruption within an organisation employees face different dilemmas. As rational beings, the employers look at a number of factors, both individual factors and situational factors (Ajzen, 2005). The dilemma of potential whistleblowers may in part be due to their economic dependence

on their employers and in part to a desire to follow their intrinsic moral values (Camerer, 1996).

Studies that have investigated the factors that affect whistleblowing shared the view that whistleblowing is affected by a multiple of isolated factors such that when whistleblowers are making a decision on whether to blow the whistle they make a series of judgments (Finn, 1995; Miceli & Near, 1985; 1988; Uys, 2005; Winardi, 2013; Zipparo, 1999). For instance, Near and Miceli (1985) propose a model linking five factors that influence whistleblowing: First one is the characteristics of the whistleblower; second, the wrongdoer, third, the complaint recipient; fourth, the nature of the wrong doing and fifth the environment at the organization from which the wrong doing was done.

A number of whistleblowing theorist have argued that the willingness of whistleblowing is determined by among others the level of inappropriateness of an act and the perception and trust they have in those who will receive the reports and actions taken after the report is received (Finn, 1995; Holtzhausen, 2007; Mbatha, 2005; Uys, 2005).

In the interest of this study the factors that affect whistleblowing have been categorized in two: Individual factors and situational factors. Individual factors include attitudes, ethical reasons, subjective perceived norms and perceived behavioral controls. Situational factors encompass legal, environmental, cultural reasons and economic reasons.

2.7.1 Individual Factors

Some studies have examined personal characteristics related to the decision to blow the whistle: they looked at such attributes as sex, level of education, position in the organisation, ethical judgment, job performance, roles and responsibilities of the whistleblower (Brown et al., 2014; Miceli & Near, 1985) they concluded that whistleblowing is attributable to persons who perform well on the job, are more highly educated, hold higher positions, score higher on tests of moral reasoning and regard whistleblowing as being ethical. In some instances, people become whistleblowers as a matter of principle because of the ethical or moral beliefs they personally hold. Near et al. (2004), concluded that courage and moral reasoning influences an individual's decision making process for whistleblowing. Individual with higher level of moral reasoning and higher self-esteem were found to be more likely to take responsibility to blow the whistle than those individual with low levels. It is argued that those with low levels of moral reasoning face ethical dilemma and do not know how to act when faced with conflicting beliefs (Cohen, 2001; Miceli et al., 2001). According to the study by Miceli and Near (1996) it was established that there is a positive correlation between self-confidence or self-esteem and whistleblowing, however it's acknowledged that some individuals are predisposed to blow the whistle when they encounter a wrong doing than others. However, other whistleblowers are influenced by their attitudes.

Ajzen (2005) states that an individual's attitude toward a behavior is the product of the behavioral consequences and the assessment of those consequences by the individual. An individual is more likely to be a whistleblower if he believes that action will result in a positive outcome and the outcome is evaluated as important. For example, when the results of whistle-blowing may prevent serious harm to an organization and help eradicate corruption then the individual may be influenced to blow the whistle.

Individual's attitude and how much he or she approves or disapproves of a specific behavior is one of the functions of the planned behavior theory (Ajzen, 2005; Park & Blenkinsopp, 2009). The more favorable the attitudes are toward the behavior, the greater the possibility is that the person will form the intention to do the behavior (Ajzen, 2005). A study by Park and Blenkinsopp (2009) among police officers in South Korea established that there is a positive relationship between the variables of attitudes toward behavior with a whistle-blowing intent. According to Miceli and Near (1992), the decision on whether to blow or not to blow a whistle hinges on the computation of economic costs and benefits. When benefits of blowing the whistle outweigh the costs then a whistle is blown. Whistleblowers are rational beings. Miceli and Near (1985) points some circumstances under which whistleblowing is regarded as beneficial: like when the act of exposing a wrong doing has a personal impact on the whistleblower and when it has a large impact on the public. Also when a corrective action is taken by those receiving the report, like investigation and prosecution whistleblowing is regarded as beneficial.

On the part of weighed cost, whistleblowers look at the possibility of retaliation and victimisation against their action of disclosing the wrong doing (Lewis, 2001; Miceli & Near, 1992). Retaliation and victimisation take many forms including intimidation, attack on one's competence or credibility, job loss, paralyzing one's career, being set up for failure, moved or transferred to unrewarding and unfavorable duties and death threats, all of which exerts psychological toll on the whistleblower (Mawanga, 2014; Rehg et al., 2008). It is therefore argued that when people perceive that the personal cost of whistleblowing is very high, they are less likely to blow the whistle. This shows that individuals have egoistic tendencies when it comes to whistleblowing. The

personal cost of reporting may be defined as the employees' views of the risk of retaliation from members of the organization, which could reduce their intention to report wrong doing (Schultz et al., 1993). Curtis (2006) adds that some retaliation could occur in intangible forms, for example, an unbalanced performance assessment, the refusal of pay increases, dismissal, or transfer to an undesirable position. Previous research has identified that there is a negative relationship between personal cost of reporting and the whistleblowing intention (Kaplan & Whitecotton, 2001; Schultz et al., 1993). Schultz et al. (1993), using multinational companies as the context, succeeded in predicting the intentions of managers in reporting wrong doing. By using auditors as respondents, Kaplan and Whitecotton (2001) tested and extended Schultz et al.'s research on the whistle-blowing intention and found that auditors were less likely to report when their perceptions of the personal cost of reporting increased.

Related to the personal factors are the ethics explanations as to why people chose some actions over others. For instance, egoism explains that an individual takes into considerations how the consequences of an action affects oneself not a great number of individuals. Moral rightness is evaluated based on the consequences for an individual (Cohen, 2001). The theory was propagated by Thomas Hobbes (1588 - 1679) to show that human beings are egoistic by nature concerned with their own well-being and act accordingly to pursue only their self-interest and good image (Cohen, 2001; Park & Blenkinsopp, 2009). Egoism means one proceeds with actions like whistleblowing based on personal reasons, taking actions that results in the greatest good for oneself. According to Park & Blenkinsopp (2009), individuals take into consideration what other people believe they should do, that is including family members, coworkers, immediate supervisor, friends and neighbor.

Conversely, since egoism is concerned with an individual's self-promotion and personal satisfaction, it is suggested by Reidenbach et al. (1991) that it is possible for an individual to help others, follow the rules of society, and even give rewards if that person feels that those actions are in their own best interests. This suggestion may mean that an egoistic person can get involved in whistleblowing when he feels the consequences will be in his best interest. An example of this can be an instance where sanctions against a fellow corrupt worker can create room for advancement of his career or if it brings him other benefits.

Another personal factor on whistleblowing is based on personal perceptions about the judgments by close associates and the social pressure to perform or not to perform an action, referred to as subjective norm. Subjective norm is a function of normative beliefs about focal behaviors (Ajzen, 1984). In this study normative beliefs may refer to how public officers perceive the expectations by work colleagues and management on whistleblowing. Empirical studies revealed that subjective norms affect whistleblowing intentions (Brown, 2008; Chamunorwa, 2015; Maheran et al., 2006; Park 2009; Perks, 2008; Winardi, 2013).

At a personal level, perceived behavioral controls or control beliefs also influence whistleblowing decisions. Perceived behavioral control is about the perception over the level of difficulty of performing a particular behavior and is determined by beliefs about resources and opportunities available to perform the behavior (Ajzen, 1991; Keil et al., 2010; Maheran et al., 2006). Control belief is the belief about the presence or absence of factors that will encourage or inhibit a particular behavior (Ajzen, 2005).

Despite the many theories that explain the factors that influence whistleblowing it has been noted no regard is taken to different level of employees that are there. In organisation there are lower level, middle and higher level employees and these possess different powers. Lower level employees may lack the power to influence and effect changes in the organisation such that they may lack the power to reprimand and victimize whistleblowers. Therefore, it would be expected that the higher level employees have more power and more advantage to blow the whistle than the lower level employees. However, most of the theories are putting the fear of retaliation as a major hindering block to whistleblowing without considering that the power and position that higher employees have should make it easier for them to blow the whistle.

2.7.2 Situational factors

Apart from the individual factors that affect whistleblowing there are also inherent factors that determine whistleblowing which are based on the resources and opportunities available to an individual to perform a specific behavior (Ajzen, 1991). Some of the control factors of whistleblowing comes from the organizational hindrances such as failures to successfully correcting the wrong doing by reporting it in the organization, and organisation culture associated with retaliation and lack of legal protection of whistleblowers (Mesmer-Magnus & Viswesvaran, 2005; Miceli & Near, 1992). This section will expound on the cultural, legal, economic factors

Organisational culture influences disclosure of information related to misconducts and malpractices (Banisar, 2011, Mbatha, 2005). It is argued that where whistleblowing is perceived negatively and where whistleblowers are labelled with bad names or where there are no policies and procedures on whistleblowing the environment proves to be unsafe for disclosures.

Organisation culture is considered to have an influence to determine whether a whistleblower is considered as a wrongdoer, a villain or traitor (Camerer, 1996). Similarly, the Organisational values and the commitment and seriousness of top managers to fight corruption has been seen to have an impact on the willingness of whistleblowers (Camerer, 199; Mbatha, 2005; Nadler & Schulman, 2006). There is also evidence that religious beliefs have an influence on whistleblowing (Miceli & Near, 1992, p.115). Miceli and Near 1992 argue that religion gives individuals an identity and a culture that defines them and dictates how they should conduct themselves, consequently when they are faced with a corrupt act their religious beliefs influence their decision to blow the whistle.

Despite the outlined factors that threaten whistleblowing, whistleblowers can safely blow their whistle through the use of anonymous channels. External and anonymous channel are less threatening and may not expose whistleblowers to negativities. Therefore, the issue of unsafe environment may not rise since there are little or no chance of their identity being known. Furthermore, some cases of corruption may involve very junior officers who have no power and authority in an organization to victimize whistleblowers who may be higher in the hierarchy.

Another factor that affects successful whistleblowing is how an organisation handles the reports. According to Brown (2008), whistle-blowers seem to be satisfied with the handling of their report if they are kept informed of the progress of their disclosure. Although whistleblowing may be effective in wrong doing, if the organisations or authorities are perceived as not following up the reports seriously, employees will hesitate to disclose misconduct in the future (Brown, 2008).

2.7.3 Economic and legal reasons

It is argued that whistleblowers weigh the perceived seriousness and severity of the wrong doing before blowing the whistle. Several studies have found that seriousness of wrong doing and the amounts of money involved in the wrong doing is positively related to whistle-blowing intention (Curtis, 2006; Curtis & Taylor, 2009; Schultz et al., 1993). Where the wrong doing involves substantial amounts of money and where the wrong doing has a significant potential to cause harm, chances of whistleblowing are enhanced. Near et al. (2004), argue that the type of wrong doing affects the intention to blow the whistle. It is argued that employees are likely to report a wrong doing when its severity is high and when it threatens organizations' core business or when it has a direct impact on them.

From a legal and ethical perspective, individuals may be influenced to blow the whistle out of duty and obligation. This can be related to deontology. Deontology is about the conviction to follow rules and universal norms that prescribe what people ought to do and how they should behave (Cohen, 2001). Deontology is based on the thinking of a German moral philosopher Immanuel Kant (1724-1804). It suggests that ethical actions or judgments are arrived at based on duties, rights and justice considerations (Cohen, 2001). Kant argued that when making decisions and judgments on what is best to be done, a rational person considers the extent to which the action is consistent with one's duties or obligations and the extent he is obliged to act that way.

Public officers as employees owe their allegiance, to the public service and the individual institution where they work conversely they also owe their allegiance to the public at large. Public officers have the duty to be loyal and protect the interests of their

employer and they have a public duty to protect the interest of the public at the same time they have duty not to harm or put the reputation of their institutions in disrepute (Nadler & Schulman, 2006). There are times when the interests of the employer may be parallel with the interest of the public causing the employee to be in an ethical dilemma as to whose interest he has to choose to honor; choosing to serve the interest of one party may mean harming the interest of the other. It is in such a situation that ethical judgment has to take course. From a deontological perspective an employer may out of an obligation decide to be loyal and blow the whistle in favour of the public or decide to be loyal to his employer by not blowing the whistle where the act is perceived to harm the employer. Since deontology is concerned with behavior characterized by duties and limitations both decision may be viewed as correct in their own rights.

According to Banisar (2011) there are legal barriers that have an impact on decision by whistleblowers. Legal implications and protection from disclosure of information promote or deter whistleblowing. Some of the legal aspects are confidentiality and secrecy rules, libel and defamation laws; and freedom of speech (Rehg et al., 2008; Banisar 2011). Connected to this is the perceptions on the consequences of prosecution, conviction and severity of punishment that follows. The outcome of the whistleblowing brings sense of guilty and discourages some would be whistleblowers (Mansbach 2011; Taiwo, 2015).

From the outlined factors that affect whistleblowing, it seems that most of the studies have been based on the assumption that whistleblowers identity can easily be known such that work colleagues know when their friend has blown a whistle. The factors seem to disregard the facts concerning external whistleblowing as a confidential action

outside the workplace and that whistleblowing can also be done anonymously using secure and confidential channels. For instance, the issues of high cost of whistleblowing associated with retaliation and victimisation may not apply since the identity of a whistleblowers remain anonymous.

Furthermore, legal provisions for the protection of whistleblowers shield whistleblowers against victimisation. As was established in the Malawi corruption and governance survey Chinsinga et al. (2014) majority of the public officials who reported to have observed and reported corruption said that they felt that the provisions on protection of whistleblowers are adequate and that they can report again if they observe new instances of corruption. However, the challenge remains to be 'fear'. The fear of retaliation makes the employees not to blow the whistle in spite of assurance on protection (Miceli & Near, 1985). Therefore, it would be important to address issues of fear and lack of courage apart from coming up with legislation on whistleblowers protection.

It is worth noting that the legal provision on protection of whistleblowers are only for work related retaliations. Whistleblowers are protected against being victimized by their employers and work colleagues yet victimization can also come from outside the work environment like from family members, associates and other third parties who are acquainted to the wrongdoer.

To prosecute corruption cases, whistleblowers may be required to give evidence and testify before a court of law. This requirement means that no whistleblower can be guaranteed absolute confidentiality, hence chance of being known and victimized.

However, there are rules that protect whistleblowers from victimisation as is the case with section 51A of the Corrupt Practices Act in Malawi.

Therefore, to mitigate negative factors and consequences associated with whistle blowing there is need for certain mechanisms to be developed and to prevail.

2.7.4 Building blocks for effective whistleblowing

Effective whistleblowing is dependent on the presence of building blocks that are linked to each other. Whistleblowers play a critical role in an organisation by revealing any wrong doing, malpractice or the abuse of power within the organisation (Vandekerckhove & Tsahuridu, 2010, p.366). The act of whistleblowing is marked by controversy because on one hand whistleblowers can be viewed as individuals with the right intentions who are willing to sacrifice their careers to stand up against corruption, on the other hand they are also viewed as vengeful employees and malicious. Therefore, it is important for an organisation to effectively manage the whistle blowing process so that it does not disrupt the workplace or have detrimental effects for the whistleblower (Brown et al., 2014; Duska 2012; Eaton & Akers, 2007).

According to a report made by TI (2010:5), organisations should have a clearly defined whistle blowing policy in place. Managers also play a critical role because they often receive the disclosures. It is imperative that top management supports the whistle blowing procedures, so that these are effective. Managers have to ensure that employees can trust them to disclose corrupt activities and have faith that the disclosure will be acted upon (Zipparo, 1999a:84, 1999b, p.276).

According to Miller et al. (2005, p.167), there are 4 building blocks for effective whistleblowing. There are transparent Internal policies, procedures on the receipt of complaints, investigations procedures and protection of whistleblowers.

Transparent and effective policies and procedures in the organisation are vital to enable an open whistle blowing system. An organisation needs to have a clear statement of ethics and anti-corruption code, to which employees should abide (Eaton & Akers, 2007, p.70). Furthermore, there should be well-defined types of issues that can be reported. There should also be a clear distinction between whistle blowing reports and personal grievances. The organisational policies should offer guidance and information on the processes of disclosing information externally and internally (Miller et al., 2005, p.167). With the internal procedures in place, employees would then be more confident in blowing the whistle and the organisation is better prepared to receive complaints.

The second building block is procedures on receipt of complaint. For the effective managing of the whistle blowing process, it is argued that an organisation needs to have specific individuals, independent of the hierarchy of command, to receive complaints from whistle blowers (Miller et al., 2005, p.167). The organisation also needs to have a comprehensive set of procedures that can be used on receipt of complaints. Whistle blowers should be given the opportunity to disclose any corrupt activities confidentially and anonymously (Eaton & Akers, 2007, p.70). Confidentiality is crucial because it encourages individuals to raise concerns in a manner that they feel is safe and also allows the organisation to investigate the matter more efficiently without the employee exposed to potential retaliation (TI, 2010, p.6). Upon receipt of the disclosure, the organisation has to launch an investigation into the case.

Investigation procedures is the third building block for effective whistleblowing regime. Any disclosure should not be focused on the individual who made the disclosure, but rather on what is being disclosed (Miller et al., 2005, p.168). The investigation process should be fair and free from bias, and all facets of the disclosure should be fully analyzed and thoroughly investigated. There should also be written reports that detail how the disclosure by the whistleblower was investigated and resolved (TI, 2010, p.6).

The final building block is protection of whistleblowers. Whistleblowers should be protected from reprisal within the organisation (TI, 2010). Protection should also be provided to individuals who are in the process of disclosing the wrong doing, and it should be extended to individuals close to the whistle blower, such as spouses and family members. The presence of formal procedures is imperative because these encourage more employees to blow the whistle. According to Eaton and Akers (2007), there should also be an incentive scheme or some recognition that rewards any disclosures that save the organisation from potential harm.

2.8 Theoretical Framework

This study has been built on two theories: theory of planned behavior and the normative ethical theory on ethical judgments with an inclination towards deontology principles. The two theories support each other as they both incline towards decision making, rational thinking and cost/benefit analysis. Whistleblowing can be regarded as a behavior which has attributes of decision making and rational thinking, therefore the normative ethical theory has been chosen because they too relate to the same attributes. The two theories have been found to be well supported by empirical evidence from studies on whistleblowing which have been conducted from South Africa, Australia,

Indonesia and Malaysia among other places (Brown, 2008; Chamunorwa, 2015; Maheran et al., 2006; Park, 2009; Perks, 2008; Winardi, 2013). Apart from studies on whistleblowing as cited in Ajzen (1991, p.206) the theory of planned behavior has been applied to a number of studies such as alcoholism problem (Schlegel et al., 1992), study on leisure behavior (Ajzen & Driver, 1988), study on elections and voting intention (Singh et al., 1995) and study on condom use (Otis et al., 2016).

2.8.1 Theory of Planned Behavior in relation to Whistleblowing

Theory of Planned Behavior originated from the field of social psychology developed by Icek Ajzen and Martin Fishbein in 1967. The theory predicts that one's attitudes and perceptions, subjective norms and perceived behavioral control affects the degree to which they intend to engage in a specific behavior and that the intention subsequently predicts behavior (Cohen, 2001)

The theory is based on assumptions that humans usually behave according to their understanding of the subject matter. It is believed that individuals will take into account the available information and then consider implicitly or explicitly the implications of the action they have to undertake. According to this theory an intention is defined as the extent to which an individual voluntarily try to engage in certain behavior. The theory advances three conceptually independent determinants of intention. The first is the attitude toward the behavior and refers to the degree to which a person has a favorable or unfavorable evaluation or appraisal of the behavior in question. The second determinant is subjective norm, which refers to the perceived social pressure to perform or not to perform the behavior. The third factor is the degree of perceived behavioral control which refers to the perceived ease or difficulty of performing the behavior and

it is assumed to reflect past experience as well as anticipated impediments and obstacles. As a general rule, the more favorable the attitude and subjective norm with respect to a behavior, and the greater the perceived behavioral control, the stronger should be an individual's intention to perform the behavior under consideration.

The theory suggest that people plan their actions and will increase their efforts to help an organisation achieve its goals if they feel that the organization is willing and able to provide support to them. That is to say people do a cost benefit analysis before they engage in an action. If the weight of the benefits they may get is substantial, then they engage in act accordingly. According to Kurtessis et al. (2015), perceived organizational support has a central role in the relationship between employees and organizations. Perceived behavioral control can significantly influence the employees whistleblowing intentions, the easier it is for employees to do whistleblowing, the greater their intentions to disclose the violations (Winardi, 2013). That is, the perceptions of employees heavily depend on individual judgments on whether the treatments they receive from the organization are profitable or not.

Using this theory of planned behavior in this study, our focus will be on whistleblowing as the planned behavior. As the theory suggest that individuals will act based on their understanding on the subject matter, the study will look at the perceptions and understanding that respondents have on whistleblowing. The study will zero-in on the three determinants of behavior thus attitudes or perceptions, subject norms and perceived behavior controls.

There are also critics to the theory of planned behavior. Sanchez (2005, cited in Schultz et al., 1993, p.86) argues that whistle blowing as a planned decision is made based on whistleblowers knowledge on a number of factors around, suggesting that the roles of the three determinants could also significantly vary according to cultural dimensions such as individualism or collectivism. For example, subjective norm might be more important in a collective society. Thus, implying the theory may not apply in a cross-cultural setting (Schultz et al., 1993). Ajzen (1991) notes that the relative importance of the determinants will vary according to behavior and situation.

2.8.2 Normative Ethical Theories

Normative theories are concerned with evaluations of ethical judgment and the assessment of motive and intentions behind people's moral actions when they are faced with ethical dilemma. Ethical judgments solve ethical dilemma. An ethical dilemma is a situation in which a person does not know how to act because of conflicting beliefs about what is morally expected or required, it is about conflicts between right and right (Uys & Senekal, 2008). The theory has three arms namely deontology, utilitarianism and egoism. The issues of ethical dilemmas have been tackled in research before, for instance Near and Miceli (1985) suggest that an individual's ability to resolve or interpret an ethical dilemma is affected by his moral reasoning and they found that those with higher levels of moral reasoning are more likely to blow the whistle.

The deontological approach to ethics regards morality as a duty, or a moral rule that ought to be followed. Deontological ethics is about following universal norms that prescribe what people ought to do, how they should behave (Cohen, 2001). Immanuel Kant formulated a principle for rule-setting which states that: '*Act only according to*

that maxim by which you can at the same time will that it should become a universal law' (Winardi, 2013). This maxim means that as long as something is universally acceptable it is morally right for one to base his ethical judgment on such belief.

Few studies have investigated deontology as an antecedent factor for whistle blowing. Park (2009) conducted a study among police officers in South Korea in which it was found that deontology evaluations are positively related to whistleblowing intentions. That is, organisational ethical culture and a moral sense of duty are vital to encourage individuals to come forward and blow the whistle on wrong doing. The findings were similar to a study carried in Malaysia, Maheran (2006) which also indicated that deontological evaluations are antecedent of whistleblowing intentions. Miceli et al. (2001) showed that people were likely blow the whistle when they are duty bound and feel compelled morally.

Theoretically, the public duty of public officers can be related to duty in a deontology which is the duty to care and not to harm. Related to the duty to care, public officers have the obligation to be loyal to their superiors and the employer and protect the reputation of their organisation. However, the application of deontology to whistleblowing has some challenges. The main challenge noted is its rigidity that the basis of all actions is compliance to some rules. Not all moral actions can be solved by rules and that there are no rules for each and every moral action a person has to do. The idea of following competing preferences or following greed moral rules even when these may go against one's desires is idealistic; the principle does not take into account that human beings are rational and cannot just conform to rules just out of duty. There are many other factors that influence the decision to blow the whistle such as vengeance,

hate, personal gains (Maheran, 2015; Miceli et al., 2001; Winardi, 2013). According to Near and Miceli (1985), individuals often have intrinsic or extrinsic motives instead of merely wanting to help others.

Another challenge with deontology and its regard to duty is that apart from a workplace, individuals may belong to more than one grouping whose interests and duties may not be uniform and harmonious, therefore individuals have competing obligations from the different sets of societies they belong to like family, social or religious clubs.

The opposite side of deontology is egoism. The theory evaluates actions as whether morally right based on the goodness of its consequences on one's ego. Moral rightness is evaluated based on the consequences for an individual not a great number of people such as the public. The theory was propagated by Thomas Hobbes (1588 -1679) to show that human beings are egoistic by nature concerned with their own well-being and act accordingly to pursue only their self-interest. Egoism means one takes the action that results in the greatest good for oneself. Reidenbach et al. (1991) suggests that an egoistic person can get involved in whistleblowing when he feels the consequences will be in his best interest. An example of this can be an instance where sanctions against a fellow corrupt worker can create room for advancement of the whistleblower's career or if it brings him other benefits.

2.9 Conclusion

The chapter has presented literature relevant to the study. Focus was made on corruption and whistleblowing particularly on characteristics of whistleblowing and factors that affect whistleblowing. The chapter also highlighted the theory of planned behavior as the main theoretical framework for the study. The next chapter will look at research design and methodology.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter presents the research design and methodology which were used to in the study. Research design is a plan or a road map used by a researcher to get answers to the research question or test the hypothesis, it provides a guidelines and procedures on how the study will be done (Creswell, 2014; Webb & Auriacombe, 2006). Research methodology looks at methods to that are used to come up with participants of the study that's sampling techniques, data collection methods and tools, data analysis methods for the study.

3.2 Design for the study

A quantitative approach has been used for the study. According to Creswell (2014) and Fowler (2009), quantitative research involves the manipulation of numbers to make claims, provide evidence, describe phenomena. It provides numeric description of trends, attitudes or opinions of a population by studying a sample of that population (Creswell, 2014, p.155). It is described as the scientific method best suited for research problems that call for the identification of factors that influence an outcome. Quantitative approach was chosen because the use of a sample is considered to be a representation of the population from which it is drawn from, therefore the results are taken as if they constituted a general and sufficiently comprehensive view of the entire population (Martin & Bridgmon, 2012). The researcher also found quantitative

methodology to be easier to use as compared to qualitative methods based on the reasons that quantitative research uses structured procedures and formal instruments for data collection. Data is collected objectively and systematically. Furthermore, the analysis of numerical data is performed through statistical procedures, often using software such as MATLAB, SPSS, R or Stata as compared to personal and subjective analysis.

A questionnaire was administered to collect data for the study. Structured five Likert questionnaire was used as an instrument to obtain data in a prerecorded quantitative format where the answers were given scores ranging from 1 to 5. This study follows a survey design which is exploratory and descriptive. According to Bless et al. (2006), an exploratory research is aimed at gaining a broad understanding of a situation or a phenomenon which is complex. In this study whistleblowing and corruption have been explored, these are complex phenomenon which are not easy to observe. The study has also followed descriptive design. With descriptive research there are attempts to describe phenomenon, problems or attitudes towards an issue with an aim of understanding what is current and prevalent (Bless et al., 2006). The results of the study will describe the prevalent attitudes of public officers in Malawi towards whistleblowing.

Compared to Qualitative research methods, the Quantitative methods and design of the study were chosen based on the attribute of quantitative methods which enables generalization of results from a sample to the population of the study. Furthermore, according to Creswell (2014), quantitative research designs are economical and have rapid turnaround in data collection.

In order to assess perceptions of public officers on the importance of whistleblowing to fight corruption answers were sought on the likelihood of blowing the whistle on the different corrupt practices and whether participants view whistleblowers as heroes or traitors whether they regard whistleblowing as good for an organisation. One of the specific objectives of the study is to establish whether the type and seriousness of a corrupt practice affects the decision to blow a whistle. Here answers were sought by outlining corrupt activities from which participants selected and ranked their seriousness. Further, the participants outlined if they are indifferent on reporting the activities based on their seriousness and severity. This aimed at establishing whether there is a relationship between whistleblowing and seriousness of a corrupt act, hence a command for a quantitative approach.

By trying to establish how common reprisals against whistleblowers in the public service which is the last specific objective of the study, counting and comparing the numbers was the best method to get to the answer.

3.3 Study location

The study been conducted in sample districts of Lilongwe and Blantyre. The districts have been purposively selected based on their higher concentrations and population of civil servants. A review of media reports on corruption cases and a review of ongoing court cases (Malawi Government, 2014) suggests higher incidents of corruption in the two cities hence a greater chance for the public servants in Blantyre and Lilongwe to have witnessed corruption and therefore standing a better chance to whistleblowing. The choice was also based on the fact that there are Anti-Corruption offices in these two districts thus having respondents who are closer to the authority

that receives complaints and whistleblowing reports. The 2017/2018 and 2018/2019 annual reports from the Anti- Corruption Bureau also indicate that there are more corruption cases reported in the Blantyre and Lilongwe (ACB, 2018; 2019). The chances of meeting subjects for the study may be likely for the districts with high numbers of civil servants, hence convenient in view of time and resource constraints.

3.4 Population Study and Sampling Techniques

In order to come up with a list of participants for the study, a sample was drawn from the population of public servants in Malawi. Due to the unavailability and impossibility to get of a complete list of names of public servants multistage sampling design was used. Multistage sampling, as known as cluster sampling is the taking of samples in stages using smaller and smaller sampling units, it involves dividing the population in groups (Singh & Mangat, 1996). At the same time the choice of locations and institutions for the study were purposively selected.

Population for the study was public servants working in the government departments in Blantyre, Lilongwe districts of Malawi. These two districts were chosen because they have the highest concentration of civil servants, public institutions and offer highest number of public services at a bigger scale than the rest of the districts hence a higher probability of corruption manifesting and higher chances of whistleblowing incidents. Lilongwe was also chosen because was the centre of the cashgate scandal. At the time of the study there were 18 government ministries. All the headquarters for the various ministries and departments, where decisions and policies are formulated are in Lilongwe. With the bureaucratic nature of government in Malawi this makes the public officers at the head offices more prone to corruption and therefore giving

greater possibilities of whistleblowing than the other offices in the outskirts. The choice of the study areas was also supported by reports from the ACB which shows that in 2018/2019 financial year more complaints on corrupt practices were reported in these districts (ACB, 2019).

According to the National Audit Office report (2016) cited in the World Bank report (2017), the population of persons working in government ministries and departments was approximated at 186,000. The study area for the research was Blantyre and Lilongwe, the National Statistical Office (2008) reflected that two thirds of civil servants in Malawi are based in the cities of Lilongwe and Blantyre. Based on this reflection the population for the study was estimated to be two thirds of the 186, 000, giving us an approximation of 124,000 public officers. However, there is no list publically available list for civil servants in Malawi. This made it difficult to systematically and randomly identify and pick respondents for the study in the population of the civil servants. With systematic random sampling each individual in a population has an equal probability and chance of being selected (Creswell, 2014). Participants for the study were drawn from civil servants from both central and local governments, that's from all the government ministries, Lilongwe district assembly, Lilongwe city assembly, Blantyre City Assembly, Blantyre city assembly. The respondents were drawn from all ranks in the civil service who had worked for at least one year. 10 participants were also drawn from each of the following public agencies, 5 from each of the 2 districts: Immigration, Judiciary, Road Traffic, Malawi Revenue Authority, the Electricity Supply Commission of Malawi, Malawi Postal Corporation, Water Boards, and Registrar General The distribution of sample of public officers interviewed is shown in Table 3.

According to Babbie (2007) as cited in Creswell (2014:176) cluster sampling is ideal where it is not possible to have a list of names of a population for random sampling. It is stipulated that with cluster sampling the researcher first identifies groups and/or names within clusters and then draw samples from the groups. This study used cluster sampling based on payroll figures for the central government employees and convenience and convenience sampling for employees from local government and public agencies.⁵

The sample size for the study was arrived at using the ‘Sample Size Calculator’, a tool and formula developed and formulated by Research Advisor (2006). This is a software tool which takes into consideration population size, population proportion, and confidence level and margin error. Computation is based on the following formula;

$$X^2 \cdot N \cdot P \cdot (1-P) \text{ over } (ME^2 \cdot (N-1) + X^2 \cdot P \cdot (1-P))$$

Where

X^2 =Chi –square for the specified confidence level at 1 degree of freedom

N= Population size

P= population proportion (0.50)

ME = desired Margin of Error (expressed as a proportion).

As software tool, one only needs to enter the population size, confidence level and the margin error in order to have a sample size calculated. Using 124, 000 as the population for this study, choosing 95% confidence level and 5% as margin of error, the sample size was determined to be at 383.

⁵ Figures on number of employees from budget returns which were presented in parliament were used.

Table 2: The distribution of the sample of public officers for the study

Category	Lilongwe	Blantyre
Civil Servants (government ministries)	150	83
City Assembly	30	30
District Assembly	20	20
MRA	5	5
Immigration	5	5
Road Traffic	5	5
Judiciary	5	5
ESCOM	5	5
Malawi Posts	5	5
Water Board	5	5
Registrar General	5	5
TOTAL	240	143

3.5 Data Collection

A questionnaire was used as a tool to collect data from respondents (see appendix 1).

A questionnaire is a document comprising of questions and statements intended to solicit data applicable for a study (Bobbie, 2010).

The questionnaire had a total of 56 closed questions administered with a 5 point Likert type scale anchored to the question. The coding of the scale ranged from 1 for ‘Completely disagree’ and ‘very unlikely’ whereas ‘Completely Agree’ and ‘Very Likely’ had a value of 5. The questionnaire administered through interviews with aid

of research assistants. However, some participants of the study opted to complete the questionnaire on their own and they were allowed to do so.

There were 4 research assistants who were employed to assist to administer the questionnaire and collect data. However, some respondents opted to have the questionnaire self-administered. Therefore, both face to face interviews and self-administrations were used to fill the questionnaires. The research assistants were instructed about the goals and contents of this study, visited these workplaces with the cooperation of the human resource departments. The questionnaire cover letter, which contained a short explanation of the study, assured respondents that their responses were for research purposes only and would be kept confidential.

The data collection plan was to for a period of 4 weeks. It was planned to administer at least 20 Questionnaires a day. However, the task was executed over a period of six weeks. at least 5 over a period of 6 weeks. The face to face administration of the questionnaire was completed within the planned 4 weeks the extension was made to follow up and collect data from respondents who opted for self-administration but delayed in accomplishing the task.

3.6 Reliability and Validity of Results

According to Creswell (2014) validation of findings are important to check the accuracy and consistency of results. For this study internal consistency procedures were performed using Cronbach's alpha. This is a single correlation coefficient test that checks if multiple question Likert scale surveys are reliable. It gives an estimate of the average of all the correlation coefficients of the items within a test. If alpha is high (0.80

or higher), then this suggests that all of the items are reliable. If alpha is low, then at least one of the items is unreliable, and must be identified via item analysis procedure. Sekeran & Bougie (2010) promotes Cronbach's alpha as a convenient test used to estimate the reliability or internal consistency of a set of scale; they stated that a general reliability value of less than 0.6 is considered as poor, a reliability value of 0.7 is considered acceptable whilst a value closer to 1.0 is better.

For this study all Cronbach alphas for all of the questions but one was above 0.6 indicating a high degree of internal consistency (see Appendix 2). Due to the poor reliability score on the question as to where respondents were likely blow the whistle, has been omitted in the findings of the study.

3.7 Data Analysis

The returned and completed questionnaires were reviewed and checked for errors and completeness. 280 respondents completed the study and provided data for the study. However, 216 of the 280 completed questionnaires were classified usable. The usable questionnaires were allocated identification numbers. Microsoft Excel- MS-Excel spreadsheet was used for data entry. The captured data was converted to Statistical Package for Social Scientists-SPSS. This is a computer software with abilities to analyse quantitative data. To analyse the data both MS-Excel and SPSS for descriptive statistics were used. The analysis involved cross tabulations, computing mean (M), standard deviation, frequency distribution. From the analysis, bar graphs, pie charts and tables were produced to illustrate the outlook of the data and the results.

3.8 Limitations and Challenges of the Study

The scope of the study has been narrowed down due to the low usable sample for the survey part of the study. The desired sample size of 383 was not achieved. The usable sample stands at 216 respondents (56.4%) which may be relatively low for a quantitative approach. Challenges were encountered to obtain interviews with some of the selected civil servants. The subject of corruption and whistleblowing being relatively sensitive and ethical, a number of officers were reluctant and unwilling to participate in the study and a number of respondents did not return the completed questionnaires.

The public sector is also a broad term which covers all government ministries, departments and agencies. The sample for the study comes from public officers from 2 of the 28 districts in Malawi. Although the sample is qualified to be used it would be ideal to have further research for samples drawn from the public sector as a whole. This choice may to some extent have had an impact as far as generalization of the results for the Malawi Public Service is concerned. This limited the scope of the study due to limited time and resources to cover a wider scope.

Again, it was beyond the scope of this study to look at the greatest number of variables and situations that influence whistleblowing. It is expected that further research can add other variables and situations left by the researcher. The use of quantitative method to the study restricted the respondents to express their opinions and feelings or expound on their responses. I would propose that future research should consider using qualitative method such as focus groups and semi structured questions in order to gain opinions and feelings from the respondents.

3.9 Conclusion

This chapter has presented the methodology used in the study. This includes the research design, sample and sampling techniques, data collection and data analysis. The chapter also highlighted limitations and challenges for the study. Overall, this is a quantitative study. The next chapter will focus on the results of the study.

CHAPTER FOUR

RESULTS AND DISCUSSIONS

4.1 Introduction

The aim of this chapter is to present and analyse the data that was collected in this research which was carried out among 216 public officers who were drawn from various public institutions in Lilongwe and Blantyre cities of Malawi. The respondents were from 18 government ministries, 4 local assemblies and 8 public agencies. The chapter will discuss the results of the study based on its outlined specific objectives. It aims at linking theory with empirical data in highlighting the perceptions and factors that influence public officers on whistleblowing in combatting corruption.

The results are being presented using percentages and descriptive statistics (mean, percentages and standard deviation). Mean values were calculated based on the mean intervals for the 5 Likert scale which was used for this study. A score with a mean (M) greater than 4.2 indicates complete agreement, greater than 3.5 indicates agreement; greater than 2.6 indicates neutral; greater than 1.8 indicates disagreement and mean less than 1.8 indicate completely disagreeing. Thus, all mean values less than 2.6 indicates agreement and all mean values above 3.4 show agreement. Graphic presentations have been used to illustrate the results through bar graphs, pie charts and tables.

4.2 Findings and Results

This section will present outline the results of the study in the sequence of the objectives. Firstly, results on perceptions of public servants on the importance of whistleblowing will be presented followed by results on the perception on the support in the public

service on whistleblowing, at the end results on factors and affect whistleblowing will be presented.

4.2.1 Perceptions on the importance of whistleblowing

In order to assess the respondents on their perceptions on the importance of whistleblowing two questions were asked. The first question was on whether they agreed that whistleblowing was wrong. The second question was on whether they agree that whistleblowing should be discouraged at the workplace.

The results showed that the majority of the respondents disagreed that whistleblowing was wrong: 20% completely disagreed, 49% somewhat disagreed, 23% somewhat agreed and only 8% completely agreed that whistleblowing is wrong, thus representing 69% in disagreement, thus indicating that majority of the respondents supported whistleblowing. The results are illustrated through figure 1. At the same time majority were in disagreement that whistleblowing at the workplace should be discouraged. There were 16% completely disagreed, 41% somewhat disagreed, 30% somewhat agreed and 13% completely thus representing 57% in disagreement as illustrated in Figure 2 below.

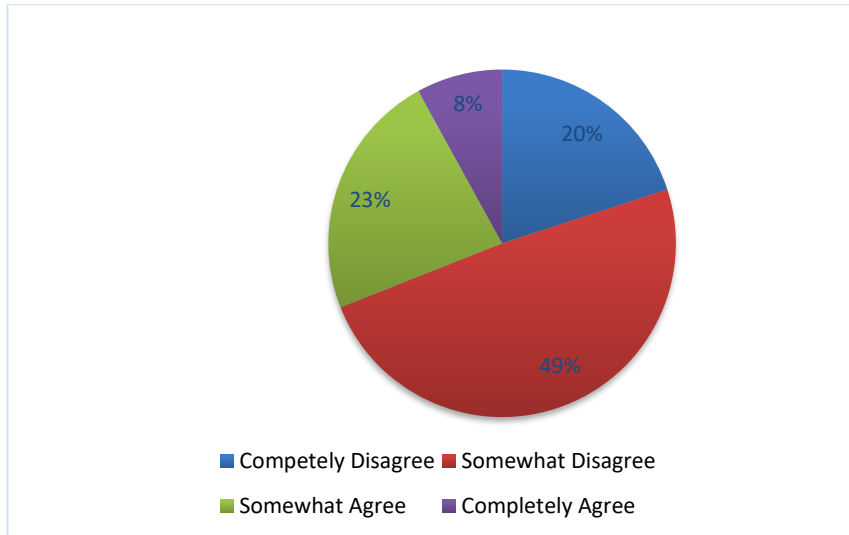


Figure 1: Perceptions on Whistleblowing as wrong.

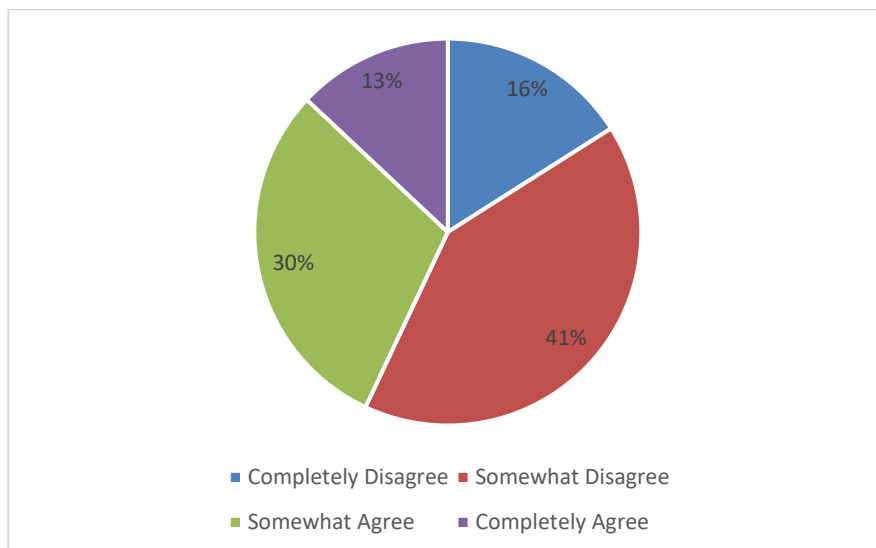


Figure 2: Discourage Whistleblowing

The results above are an indication that public officers have the knowledge of whistleblowing and that they perceive it as important and appreciate that whistleblowing has to be encouraged and promoted. Comparing the 8% who believe and completely agree that whistleblowing is wrong and the 13% which agree that completely agree that whistleblowing should be discouraged at the workplace gives

the comfort that majority of the public officers would support whistleblowing policies in the fight against corruption. This may in return mean that few public officers can fight back and victimise whistleblowers.

The result of only 8% agreeing and 49% disagreeing that whistleblowing is wrong and that it should not be encouraged support the literature and studies that indicate whistleblowing as an acceptable behavior and essential in fighting corruption (Mbatha, 2005; Miceli et al., 2008; Klitgaard, 2014). However, the results are also an indication that there may be other underlying reasons that individuals have in order to decide on whistleblowing apart from regarding it as good. This supports the theory on rational thinking and weighing the cost and benefits of any action.

From the 30% result of individuals who somewhat agreed that whistleblowing should not be encouraged makes it evident that the perception that whistleblowing is good is not enough to promote or encourage whistleblowing. Employees look beyond the goodness of a behavior such as whistleblowing and weigh the benefits and costs of the behavior. According to Deontology/teleological an action is considered right from an ethical point of view if the total sum of goodness produced is greater than the total sum of badness (Maheran, 2015).

The results are contrary to the results from other studies which established that individuals have negative perceptions on whistleblowing (Brown, 2008, Chamunorwa, 2015). The study by Brown was conducted among Australian public servants and the study by Chamunorwa was conducted in South Africa.

4.2.2 Perceptions on support on whistleblowing

Respondents were asked two sets of questions to establish the perceptions they have on the support that is available to whistleblowing. The first set of questions were on whether they perceive that there is support on whistleblowing at their workplace, questions were asked on managements' support and on the perception on how work colleagues react to whistleblowing, that's whether they are hostile or supportive, the second set of questions were on their perception on the adequacy of whistleblowers protection.

4.2.3 Perceptions on Work Colleagues Support

Results on the perceptions they have on fellow public officers regarding their attitudes and support toward whistleblowing were indefinite; thus the question whether they perceive public officers' attitude as supportive, neutral, not supportive or hostile. The results showed that only 7% were of the view that fellow public officers were supportive to whistleblowing. However, only 19% had the perception that public officers are hostile towards whistleblowing. Majority of the respondents indicated "neutral". Figure 3 illustrates the respondents' perceptions on public officers' attitudes towards whistleblowing.

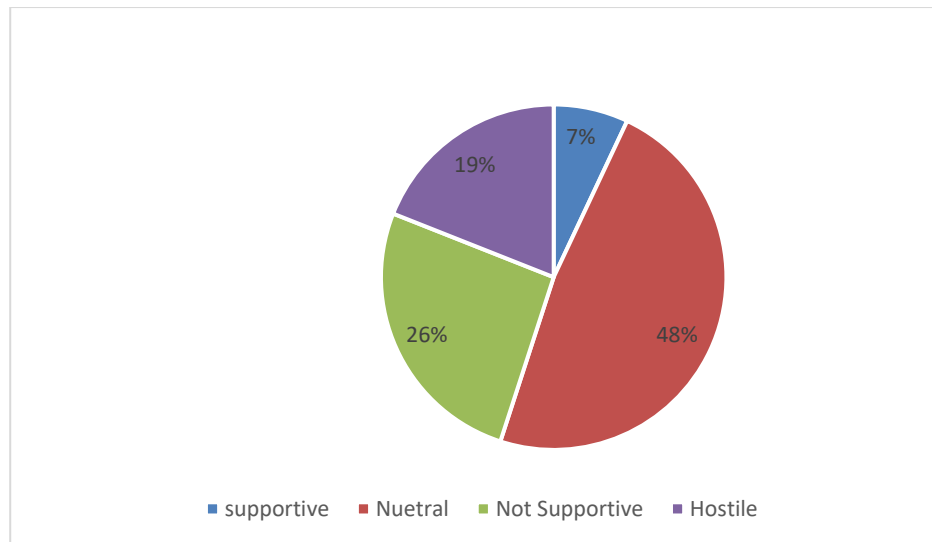


Figure 3: Colleagues Attitudes Towards Whistleblowing

Although only 19% were of the perception that work colleagues are hostile towards whistleblowing, the 7% result on the perception on work colleagues' support towards whistleblowing speak volumes. This shows the lack of trust and lack of confidence that public officers have with each other on whistleblowing matters. This may in return contribute to the fear of retributions and victimisation that would-be whistleblowers may have. This may also suggest an organisational culture where corruption is considered a norm and the corrupt protect and watch each other's back. This may have a negative bearing on the promotion and use of whistleblowing as a tool to fight corruption. It is therefore suggested that the public service should provide adequate mechanisms in the form of perceived organisation support, by creating and enforcing ethical code of conduct, rewarding ethical behavior, providing training and guidelines on how to respond to corruption occurrences, how to blow the whistle and solving ethical dilemmas.

The findings fit in the theory of planned behavior, which posits that perceptions on organisational support can make employees to increase their efforts to help an organization achieve set plans and goals; and that employees tend to feel obliged to commit to the organization when they perceive high organizational support. The results support results of studies which noted that perceived support of influential individuals or group such as immediate supervisor, co-workers, fellows, and family members appear to support (Brown, 2008; Mesmer-Magnus & Viswesvaran, 2005; Miceli & Near, 1985; 2002; 2008; Miceli et al., 2012; Near & Miceli, 1995; Park & Blenkinsopp, 2009).

4.2.4 Perceptions on whistleblowers protection

When asked concerning whistleblowers protection, 68% of the respondents indicated that they were aware of legal provisions protecting whistleblowers however, 80% of those who were aware of the laws were of the view that the provisions available on whistleblowers protection were inadequate. These results are relatively a departure from the results from the 2010 and 2013 corruption and governance survey. According to Chinsinga et al. (2014) 70% of the public officials thought that protection from harassment resulting from whistleblowing was there in Malawi; and that only 7% of the public officers who observed corrupt practices but did not report were concerned about harassment.

The results from this study are an indication that there are knowledge gaps among the public servants on the provisions that protect them if they blow the whistle; the results are also an indication that public servants are skeptical on the provisions that protect whistleblowers. This means that even though majority of the respondent view

whistleblowing as a good thing, the inadequacy on the protection to whistleblowers maybe influencing their decision to blow the whistle when there are possibilities of being victimised.

The summary of results on the perceptions on the organisational support factors that were tested to address the research questions regarding the perceptions they have on the status of whistleblowing at the work place are illustrated through figure 4. The results are on whether respondents perceive that the management and colleagues at their workplaces discourage whistleblowing, whether their workplace has mechanisms to protect whistleblower and whether they perceive the laws on whistleblowers protection are adequate.

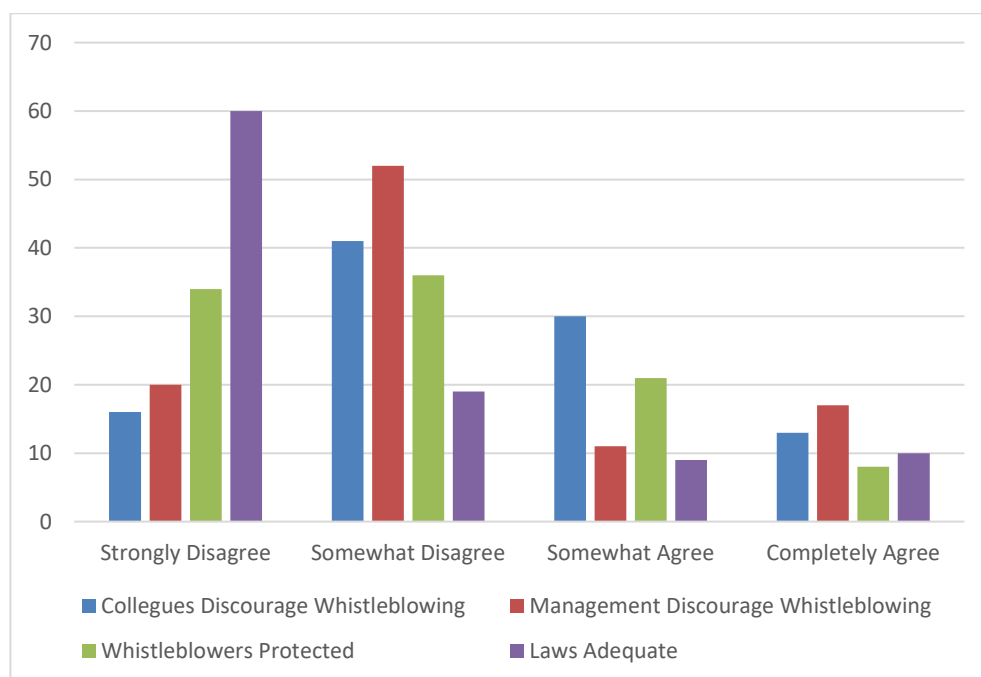


Figure 4: Support on whistleblowing

The results on whether respondent perceive that whistleblowers are protected and that there are have adequate laws for the protection of whistleblowers, there were a scores of (M= 1.75 and 2.03) respectively. These results suggest that there is a great chance

that public officers may opt to remain silent and not blow the whistle for fear of retaliations, despite their perception that whistleblowing is essential and that it should be encouraged. Conversely, this means that although whistleblowing is perceived to be good, management public officers cannot trust the systems, mechanisms, colleagues and management to support them if they are to decide to blow the whistle at their workplace.

When looking at the perceptions that respondents have on support relating to whistleblowing focus was made on three aspects: organisational culture, perceptions on work colleagues and perceptions on protection of whistleblowers. Three aspects related to that influence whistleblowing by looking at the perceptions the respondents have in relation to status and culture at their workplaces and the public service at large. According to the theory of planned behavior perceptions on organisational support can make employees to increase their efforts to help an organization achieve set plans and goals (Winardi, 2013). It is argued that employees tend to feel obliged to commit to the organization when they perceive high organizational support (Kurtessis et al., 2015). The respondents were asked about their perceptions on 4 components related to their environment. These were questions about whistleblowing at their workplace, their perceptions on attitudes by work colleagues towards whistleblowing, their perceptions on the adequacy of whistleblowers protection laws in the country and their perceptions toward the mechanism and the available means of whistleblowing.

In summary this shows that public officers have the perception that whistleblowing is important. There is the perception that although whistleblowing is good, management and colleagues do not support whistleblowing implying that public officers do not trust

their colleagues and management to support them if they are to decide to blow the whistle at their workplace.

4.3 Perceptions on situational factors

During the study perceptions on a number of other general factors were explored. These include channels of reporting, seriousness of a corrupt activity, channels of reporting, results and penalties on the wrong doing.

4.3.1 Seriousness of wrong doing/corrupt practice

This section presents results on perceptions of the seriousness of the selected corrupt malpractices and the likelihood of respondents blowing the whistle on the acts. Results from this section shows that public officers have different perceptions on the various forms of corruption in terms of their seriousness to oblige them to whistle blow. Public officers are likely to blow the whistle on some malpractices than others. Public officers are likely to blow the whistle on almost all the corrupt practices as evident from the score of above (M=2.5) on all the variable that were measured. However, the intensity of the likelihood is higher for theft of public funds and bribery and lower for such acts as the use of government property for private purpose (M=2.53) failing to declare interest and using official position for personal gain.

In general results for this section indicate that public officers are likely to report on almost any corrupt activity and any form of corruption. However, they will take into consideration the severity of a corrupt act when making a decision to blow the whistle. This show that some corruption is considered less severe therefore may be relatively tolerated among the public servants. Like failing to declare interest and using

government property without authority are perceived to be less severe than theft of public funds and demanding bribes. Though from the results no corrupt malpractice is considered trivial to not warrant reporting as illustrated in Figure 5 below, some forms of corrupt malpractices have a greater likelihood of being reported than others as such it may be prudent for those fighting corruption to concentrate on some forms of corruption than others.

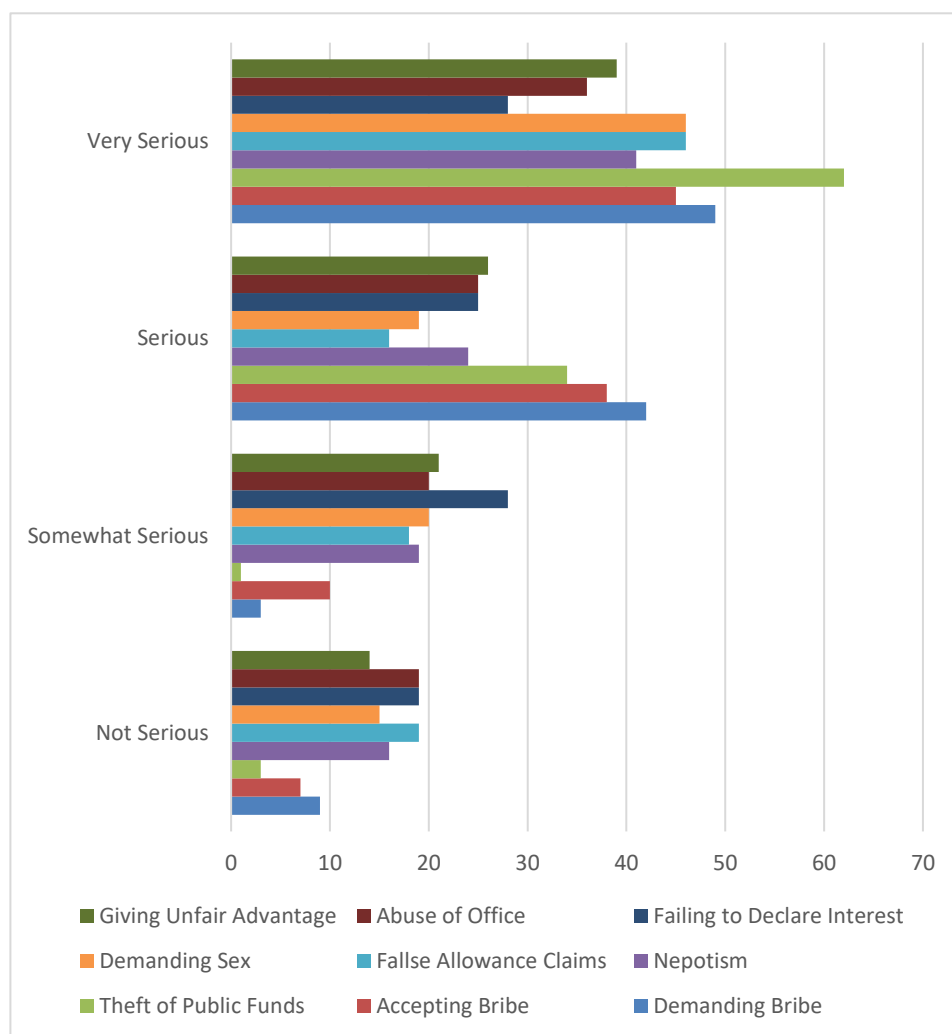


Figure 5: Seriousness of Corrupt Acts

4.3.2 Sanctions and Penalties on wrong doing/corruption

Related with the seriousness of the corrupt practices the study further investigated the perceptions on the sanctions against corrupt practices. The results show that respondents are indifferent on the various court sanctions against corruption offenders. Regardless of the sanctions respondents showed that they are likely to blow the whistle, thus all the tested questions yielded a score of above ($M > 2.5$). However, they were more than likely to do so for less severe sanctions. For instance, where the jail term is longer than 3 years imprisonment the results showed a lesser score ($M = 2.71$) than when the jail term was lesser than 3 years ($M = 3.39$). The results showed a preference for non-custodial sanctions to jail terms. This is an indication that the penalties that are melted out to corruption offenders have an influence on the decision to blow the whistle. For all the non-custodial sanctions the scores were above ($M > 3.4$). These are interesting results which may need further research to understand the underlying issues. Figure 6 shows the results on the likelihood to blow the whistle based on the penalties melted by the court of law.

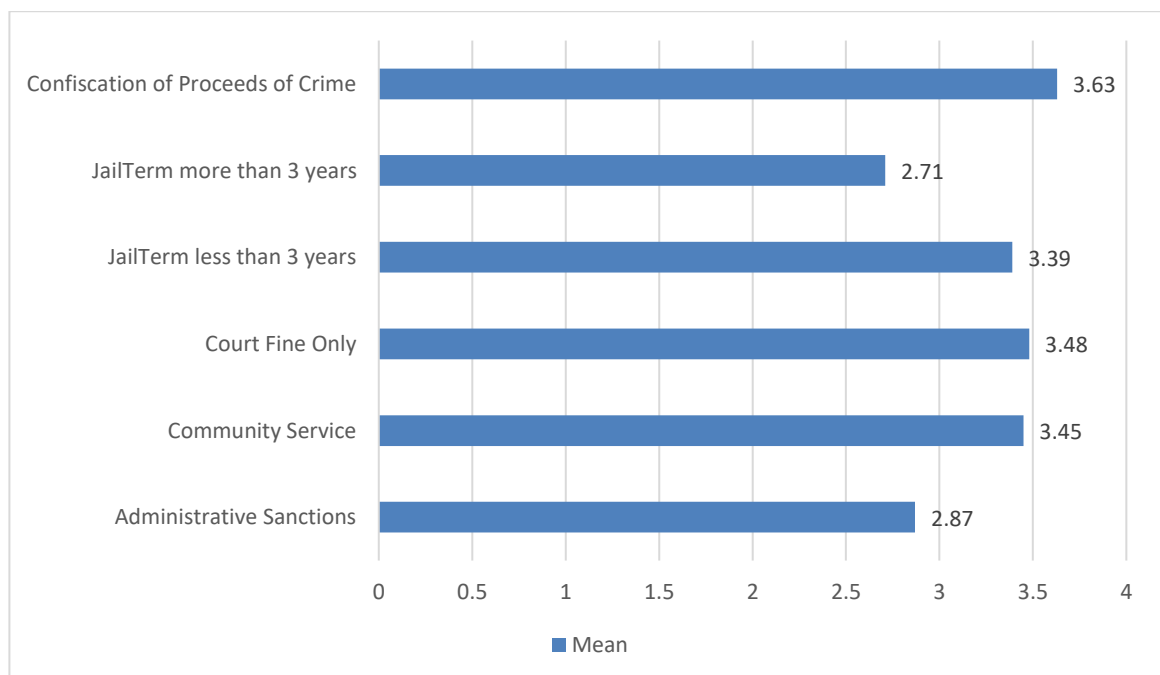


Figure 6: Penalty and Sanctions on Wrong doing

4.3.3 Perceptions on reporting channels

Regarding perceptions on the ideal channels of reporting respondents were asked three sets of questions. The first set was on their preference between internal and external whistleblowing. The second set was their likely choice of institution where they can blow the whistle among the police, the ACB, the media and civil society organisation. The fourth set was on the preferred means of reporting among the following means: phone, letter, face to face or email.

The results on preference between internal and external whistleblowing were equivocal. 45% of the respondents expressed strong agreement to the use of internal channels while 46% disagreed in the use of internal channels. Due to the poor Cronbach score of less than 0.5 for this question. This research will not make further analysis on this.

On the question related to the likely choice of institution where they can blow the whistle, results showed a remarkable difference between the police and the Anti-Corruption Bureau. The score for police was ($M=1.58$) compared to the ACB ($M=2.35$). This may suggest that public officers feel more comfortable and have more confidence in the ACB and civil society organisations than the police as far as handling of corruption matters are concerned. Figure 7 below illustrates the results on the preferred institution for external whistleblowing.

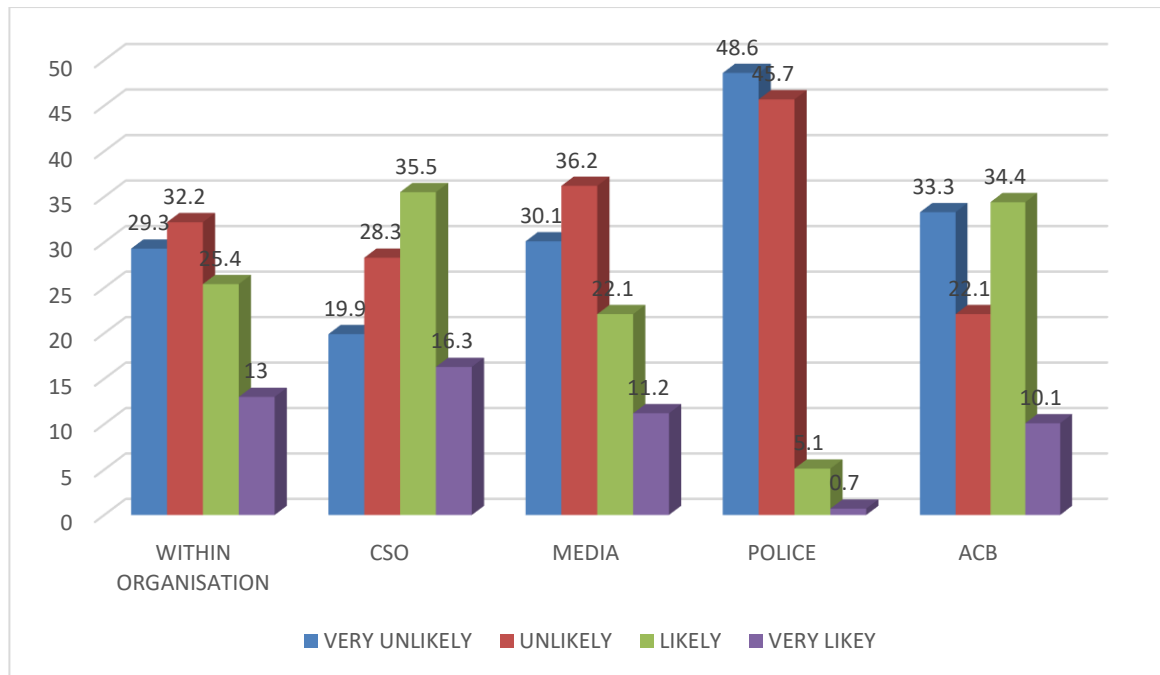


Figure 7: Where Likely to Whistleblow

Between a face to face method and using a phone or writing a letter face to face had a score ($M=2.05$), use of phone scored ($M=2.69$) compared to for letter writing ($M=2.51$). The results are showing that public officers perceive the use of phone as a better option to blow the whistle than walking into someone's office and present their disclosure. The results indicate that the use of anonymous channels should be encouraged for the employees who prefer anonymity and are not willing to testify in a court of law. The high personal cost of whistleblowing should be reduced.

4.3.4 Situational Factors

This section highlights results on the situational factors that would increase the likelihood of the respondent to blow the whistle. The intention of the variables and questions that were asked was to assess whether with some conditions or factors related to whistleblowing the decision to blow the whistle may vary. The variations on the answers may suggest that a cost benefit analysis is made on each scenario and that whistleblowing decision is not automatic and the same for all malpractices.

Eight (8) questions were asked on the likelihood of whistleblowing where some factors prevailed. These factors were where:

1. There was financial loss to the public service
2. Whistleblowing would attract media attention
3. Colleagues do not support reporting
4. Family members do not support reporting
5. No action is taken on the report
6. incentives and rewards are promised
7. No court summons to testify in a court of law
8. Public gain is greater than personal cost

From all the 8 questions that were asked on possible situations where they were likely to blow the whistle, all but two yielded a score above 2.5 thus close to ($M=4$) thus indicating a greater likelihood of whistleblowing on all the tested variable. However, comparing the scores amongst all the 8, the results indicate all the situations tested could increase the likelihood of whistle blowing since all scored great than ($M>2.6$) however, no court summon scored the highest ($M=4.61$) meaning that the need/requirement for whistleblowers to testify and give evidence in a court of law discourages whistleblowing, similarly the likelihood is very high ($M=4.37$) where there is a financial loss to the organisation. From this the results are indicating that among the various factors that influence whistleblowing is the requirement or the obligation to appear and testify in a court of law. An interesting equally higher result was on rewards and incentives being given to whistleblowers ($M=4.21$). This indicates if rewards could be attached to the whistleblowing process there are chances to increase whistleblowing case. The lowest score was ($M= 2.32$) for incidents where no positive action is taken by the receiving agent on the whistleblowing. This result is commensurate with the result

from the 2013 corruption governance survey where majority of the respondents (36%) pointed out that they do not report corruption cases because they believed that no investigations and no enforcement will be done on their reports. These low scores of non-action by receiving agency may discourage whistleblowing and that public officers have discomfort with the media attention that whistleblowing and may prefer confidentiality of their reporting. Figure 8 shows an illustration of comparison of the mean values.

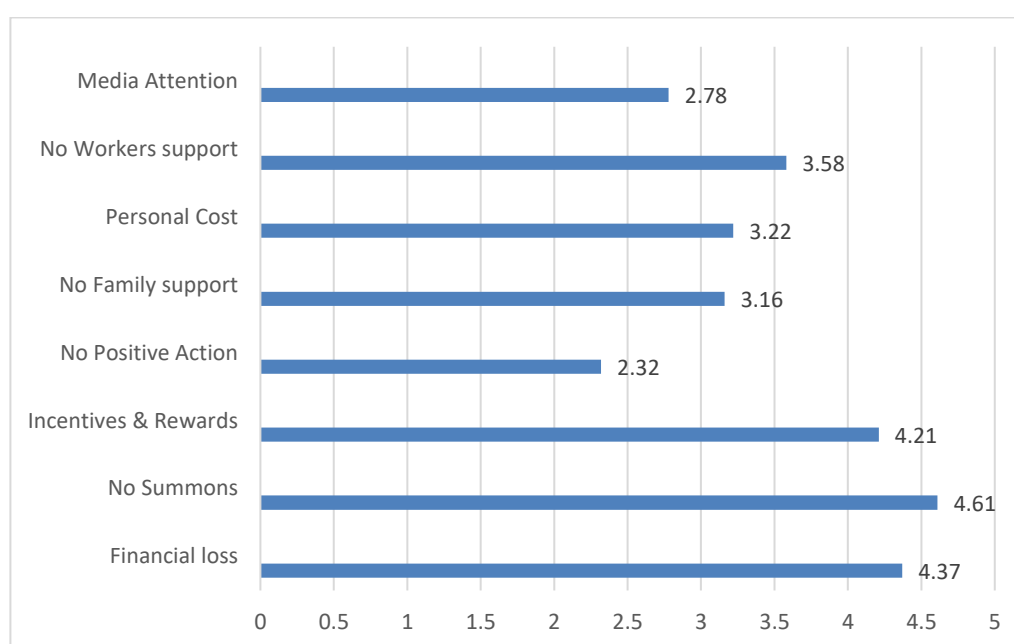


Figure 8: Comparison on Situational Factors

The results of the study have revealed a number of underlying issues which can potentially influence one's decision to blow the whistle in the context of Malawi public service. The first is that majority of public servants perceive whistleblowing to be an ethical deed and beneficial. This means the public officers can have a positive influence on whistleblowing. A public duty to report and blow the whistle blow in the public service can therefore be easily enforced. It is therefore imperative for policy

makers to come up with policies that can promote and encourage a culture of whistleblowing as a planned behavior whenever they encounter corrupt practices.

The other emerging theory from this study indicates that within the public service, the decision to blow the whistle maybe negatively influenced by perceived high personal cost associated with whistleblowing. Despite whistleblowing perceived as good and essential, public servants hold reservation when it comes to making a decision as to whether to blow the whistle or remain silent. This means the cost of whistleblowing should be minimized in order to promote whistleblowing. For instance, issues of trust and confidentiality should be promoted within the public service. As propounded by the normative ethical theories public officers too as rational beings are bound to be driven by what is good and doing good to the greatest number of people as is proposed by utilitarianism and that their decisions may also be driven by egoism in promoting self-interests.

The results have also indirectly shown that public officers have confidence in the ACB as a recipient of whistleblowing reports. Despite these being a provision in the penal code for individuals to report corruption to Police, majority of the respondents have shown preference to ACB than the Police or the media. It is therefore important that the ACB should be supported and empowered to work efficiently and effectively.

Whistleblowers should be treated as attentive and courageous who choose not to remain silent when they come across illegal acts. Whistleblowers should be treated as doing favour the public service and that they are helping to remedy wrong doings and corruption. Whistleblowers should be protected by staying anonymous so that he will not have to worry about retaliation, this can be promoted through the use of whistleblowers hotlines this will result in effectiveness and boost callers' confidence.

The results indicate that theory of planned behavior is a valid framework in explaining whistleblowing perceptions intentions. The results of this study support the model as it measures the perceptions and attitudes about whistleblowing and concerns over the cost of whistleblowing. Results show that two of the variables of the theory (subjective norm and attitude) can explain the influences and intention to whistleblowing. The results of the research show that with good perceptions on whistleblowing, intentions to disclose corrupt practices are very likely on almost all forms of corruption.

4.4 Conclusion

This chapter has presented the findings of this study. In assessing the perceptions on whistleblowing in the public service, the results and findings of the study have been analyzed by using the theory of planned behavior and normative ethics. The study has found out that whistleblowing is not a spontaneous but a planned activity. There are pros and cons to activity which hampers the perceptions to blow the whistle or remain silent. There are different perceptions on different aspects of whistleblowing, but overall it is the finding of this study that public officers have positive perceptions on whistleblowing as a tool to fight corruption. They are indifferent between internal and external whistleblowing. They regard whistleblowing as a public duty.

It has been established that before the public officers would engage in whistleblowing they would weigh the situational cost and benefits. The costs and benefits are related to the perceptions that the public offices hold pertaining to the support system and outcomes of whistleblowing. Decisions are made after regards to the perceptions they hold of their organisation's culture and leadership style in relation to whistleblowing. The chapter has highlighted the factors that affect the likelihood of whistleblowing

which includes confidentiality and protection of whistleblowers, seriousness of a corrupt practice and confidence and trust on the authorities to take action. In this regard, the section has also highlighted the measures that have to be put in place to promote whistleblowing.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND IMPLICATIONS

5.1 Introduction

This chapter provides the summary and key conclusions of the study and also highlights the strengths of the research and way forward.

5.2 Summary of the Study

The study has established that the majority of the public servants believe that whistleblowing is good and essential in the fight against corruption in the Malawi public service. They are aware of whistleblowing and whistleblowers protection legislations but are of the view that the provisions do not adequately protect whistleblowers. They have the perception that there is not enough support in the public service to encourage and support whistleblowing. However, the majority of the respondents are more likely to blow the whistle on specific forms of corruption but particularly on incidents where there is financial loss like theft of public fund. The likely to blow the whistle would be enhanced when they are assured of identity confidentiality for instance when they are not put on the spotlight by media or when they are not compelled to appear before a court of law to give a testimony.

Although respondents believed that whistle-blowing is not wrong, there are a number of corrupt practices where majority of the sample still show reluctance to whistleblowing for example on use of government property for personal use and

failure to declare interest. That is, the perceived seriousness of a corrupt practice has an impact on whistleblowing. Overall, the findings showed indifference on the channel of whistleblowing thus between internal and external reporting.

From the perception that the respondents have, it can be deduced that fear of retaliation and victimisation from management and other employees indirectly work against whistleblowing intentions in the public service. A combination of factors jointly influences whistleblowing. Thus, these findings provide empirical support to the theoretical constructs of planned behavior, duty to care, personal cost are influential factors in the whistle-blowing process (Miceli & Near, 1985; 1991; Winardi, 2013). The results have shown that perceived behavior controls perceptions of inadequacy of protection, lack of support from colleagues and management have a bearing on whistleblowing. Thus according to the planned behavior theory, the study has shown that there are inadequacies on resources and opportunities available to an individual to blow the whistle in the public service. These results support the findings of prior research that shows organisational commitment influences whistleblowing (Near & Miceli, 1985; Miceli et al., 1991).

5.3 Conclusions

The findings of the survey suggest that there needs to be more civic education and awareness of public servants on the benefits of whistle-blowing and the assurance of whistleblowers protection. As theory of planned behavior posits, the civic education and the assurance will serve as part of organisation support. The results suggest that public servants know that whistleblowing is good and that it can be an effective tool to fight corruption, however they seem reluctant to do it out of obligation or duty.

Using the prepositions from the theory of planned behavior, bringing incentives and rewards to whistleblowing can be helpful.

The study affirms that whistleblowing is a complex issue (Near & Miceli, 1985). Therefore, there is need for multi-sectorial approach in promoting and reinforcing whistleblowing in the public service. There is need for the ACB to analyse the various factors that may affect or influence public officers' whistleblowing decision. Policy guideline have to be developed which encourage whistleblowing at workplaces. Programs that promote the trust and confidence individuals have on the ACB should be enhanced. An assurance that whistleblowing reports will be acted upon positively is of paramount importance.

5.4 Implications

The findings have implications for policymakers, the Anti-Corruption Bureau, senior management in the public service and all that are concerned with improving whistleblower protection in their organizations. Although Malawi is compliant to the international conventions and treaties on whistleblowing and that there are legal instruments that promote whistleblowing and protect whistleblowers there is need to review and strengthen the laws. It could be ideal to come up with one piece of legislation that could address all issues on whistleblowing not necessarily on corruption matters. Furthermore, the study suggests formulation and implementation of interventions aimed at changing public servants' perceptions and attitudes towards whistleblowing and the prevailing norms. There is great need of assurance for organisational support to whistleblowers and the protection of whistleblowers therefore it is recommended that a comprehensive whistleblowing legislation with

adequate protection for whistleblowers should be formulated. The legislation should include provisions for incentivizing whistleblowing and imposing stiff penalties to individuals who harass or retaliate against whistleblowers.

Simultaneously, since it is rare to give testimony in the court without having to be present, it is suggested that use of technology, such as tele-conference should be considered and regulated. The use of technology may encourage whistleblowers to give evidence and testify in a court of law.

5.5 Way forward

There is need for more research on whistleblowing to be done on Malawi that will expound on the two main limitations of this study. Firstly, a small sample size was obtained, which may limit the general application of the results to the population of Malawi public service. Thus, future research should consider using larger and more representative samples. Secondly, the use of a questionnaire survey with closed ended questions did not allow for respondents to express their opinions and feelings on the topic. Future research should consider using a qualitative method such as interviews and focus groups to remedy this limitation.

Furthermore, this study measured intentions rather than actual behavior. It is recognised that an individual's intentions may differ from actual behavior. Therefore, although, some literature has argued that intentions can be a proxy for actual behavior (Ajzen, 1991), a study on actual whistleblowing incidents and whistleblowers could be ideal.

A qualitative study is also recommended where respondents could go beyond providing closed answers to providing their opinions or feelings about issues relating to whistleblowing and getting an understanding for expert knowledge.

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APPENDICES

Appendix 1

INTRODUCTION TO QUESTIONNAIRE

Good day. My name is _____. This questionnaire is designed to collect data regarding the perceptions on whistleblowing as a tool to fight corruption. This is an academic survey.

We respect the confidentiality as such the information gathered during this study will be kept and remain strictly confidential. The results of the research may be published in the form of a research paper for academic purposes only. You are not required to provide your name. Please answer all questions as candidly and honestly as possible.

Participation is strictly voluntary and you are free to refuse to participate or discontinue at any time. You will not be penalized for refusing to participate in the research or for refusing to provide an answer to any question.

Merium Mable Sodala

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Please indicate your answers by placing an **X** next to the option
Section A: Demographics

1. **Gender:** Male ☐ Female ☐
2. **How old are you?** _____
3. **What is your highest level of educational qualification?**

	Education Level	
A	Primary School	
B	Secondary School	
C	College Certificate	
D	Diploma	
E	Bachelor's Degree	
F	Post Graduate	
H	Don't Know	

4. **What grade in the civil service is the post you are holding?**
Grade _____ Don't Know _____
5. **How long have you been working in the civil service?**
Years _____ Don't Know _____

Section B: Employee Perception on importance of whistleblowing

6. **To what extent you agree with the following statement about whistleblowing on corrupt practices and your workplace. Please place an X in the appropriate column for your option.**

	Completely Disagree	Somehow Disagree	Neutral /Undecided	Somehow Agree	Completely Agree
A. Whistleblowing on corruption against work colleagues is wrong.					
B. Whistleblowing should be discouraged at the workplace					
C. Whistleblowing is discouraged by management					
D. My workplace has mechanisms to protect whistleblowers.					

Section B: Perceptions on Support on Whistleblowing

7. How would you describe the attitude towards whistleblowing by work colleagues in your organisation? Please place an X in the appropriate column for your option.

Supportive	Neutral	Not Supportive	Hostile	Don't Know

8. To what extent you agree with the following statement about whistleblowing on corrupt practices and your workplace. Please place an X in the appropriate column for your option.

	Completely Disagree	Somehow Disagree	Neutral	Somehow Agree	Completely Agree
A. Colleagues at my workplace discourage whistleblowing.					
B. Whistleblowing is discouraged by management					
C. My workplace has mechanisms to protect whistleblowers.					
D. There are adequate laws to protect whistleblowers in the public service					

9. How would you likely prefer reporting a corrupt employee at your workplace about his/her misconduct? Please place an X in the appropriate column for your option.

		Very Unlikely	Unlikely	Likely	Very Likely	Don't Know
A	Within Your Organisation					
B	To authorities outside my workplace					
C	To Civil Society					
D	To the Media					
E	To Police					
F	To the Anti-Corruption Bureau					

10. *What mode of reporting channel are you likely to use for whistleblowing?*
Please place an X in the appropriate column for your option.

		Very Unlikely	Unlikely	Likely	Very Likely	Don't Know
A	By Phone					
B	Writing a letter					
C	Through email					
D	Walk in/face to face					

Section C: Factors likely to Influence Whistleblowing Intentions

11. Please indicate which of the following could increase your willingness to blow the whistle on a corrupt practice

	Factor	Very unlikely	Unlikely	Undecided	Likely	Very Likely
A	If there is financial loss to the organisation					
B	If I would receive attention from the media					
C	If work colleagues would not support reporting to be made					
D	When family members would not support reporting to be done.					
E	When the personal cost of reporting like victimisation is low					
F	If no action will be taken by authorities on the report					
G	If would get no court summons to give evidence in court					

H	If public gain is greater than my personal cost					
I	If the report involved a Junior Officer					
J	If the report involved someone Senior (older than 50years)					

Section D: Seriousness of Corrupt Practices

12. Please assess to what extent the following corrupt practices are severe to warrant whistleblowing. Please indicate an X whether each is not serious, somehow serious, serious and very serious

	Corrupt Act	Not So Serious	Somehow Serious	Serious	Very Serious	Don't Know
A	Theft of public funds					
B	Demanding bribes					
C	Accepting Bribes for a service					
D	Nepotism					
E	Making false subsistence allowance claims					
F	Demanding Sexual favors					
G	Failing to declare a conflict of interest					
H	Abuse of official position					
I	Using government property for private purposes without authority					
J	Giving unfair advantage to suppliers and contractors					

13. It is believed that the sanctions melted out on suspected corruption offenders affects whistleblowing intentions. How likely would you report a

corrupt practice if only each of the following conditions prevailed? Please place an X in the appropriate column for your option.

	Condition	Very Unlikely	Unlikely	Likely	Very Likely	Don't Know
A	Administration sanction only like dismissal,					
B	Community service were the punishment					
C	Court Fines only no custodial sentence					
D	Custodial sentence less than 3 years					
E	Custodial Sentence greater than 3 years					
F	Confiscation of proceeds and property related to the crime					

Section E: Observed Retaliations against Whistleblowers

14. Looking at whistleblowers protection and victimisation of whistleblowers, please answer the following:

		Yes	No	Don't Know
A	Are you aware of any legal provisions on the protection of whistleblowers?			
B	[If yes] are the provisions adequate?			

15. Do you anyone who has been victimized for whistleblowing in the past 3 years?

		Yes	No	Don't Know
A	Response		(if no skip the rest)	
	[if yes}] Please indicate the kind of victimisation that was inflicted			
B	Dismissed from employment			
C	Demoted from work position			
D	Received death threats			
E	Denied promotion			

Thank you for participating in this survey

Appendix 2: Cronbach Reliability Test Results

	Questions	Cronbach's Alpha	Number of Items	Cases Valid
Perceptions on Importance of Whistleblowing	Q6A to Q6D	.634	4	216
Perceptions on Support for whistleblowing	Q7, Q8A to Q8D	.657	5	215
Perceptions on factors affecting whistleblowing Where to report	Q9A to Q9F	.646	5	216
Perceptions on factors affecting whistleblowing How to report	Q10A to Q10D	.423	4	214
Perceptions on factors affecting whistleblowing Situational factors	Q11A to Q11J	.808	10	214
Perceptions on factors affecting whistleblowing Seriousness of corrupt practice	Q12A to Q12J	.954	10	216
Perceptions on factors affecting whistleblowing Sanctions and penalties	Q13A to Q13F	.779	6	216