National Integrity Survey 2004

NEPRU RESEARCH REPORT No. 29

by NEPRU for the Office of the Ombudsman

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Disclaimer
The opinions presented are those of the authors and should not be regarded as the views of the Office of the Ombudsman.
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This report is the result of a survey conducted in May 2004 for the Office of the Ombudsman. The survey is part of National Integrity Promotion Programme (NIIP) in Namibia that started in 2003 and ended in June 2004. The National Integrity Promotion Programme aimed at strengthening the national integrity system.

The cardinal aim of the 2003 survey was to determine the level of awareness of national integrity and corruption issues and to develop tools to assess satisfaction with service delivery of selected ministries. The 2004 survey tried to determine whether the National Integrity Promotion Programme made any difference in raising awareness among the public about national integrity and corruption issues.

The implementation of the National Integrity Promotion Programme launched on 26 February 2003 commenced in earnest in February 2003. The programme under the supervision of the Acting Director of Investigations, Ms. Elize Cline and the NIPP Program Coordinator, Mr. Sam Geiseb ended in June 2004. The programme implementation was supported by National Democratic Institute (NID), which is also a co-implementing partner of the NIPP. As part of the NIPP a national Multi-media Awareness Campaign was carried out.

The Acting Ombudsman, Justice Matambanengwe launched the multi-media materials on 3 December 2003. The distribution of the multimedia materials began in earnest in February 2004. Apart from the distribution of selected multi-media materials through the grassroots partner activities, the Office of the Ombudsman made special efforts to distribute material through Regional Councils, Town Councils (especially regional capitals), Regional Education Directorates, Targeted Schools, etc. Figure 14 to Figure 16 in the chapter “Multimedia Campaign” on page 27 show posters, flyers and the newspaper insert that were used during the multimedia campaign. Additional to the multi-media material distributed throughout the country, radio programmes and TV talk shows were broadcasted dealing with corruption. Parts of the questionnaire developed for the 2004 survey addressed the outreach of the these efforts. The survey made use of two target groups to gather information; a quantitative survey of clients of the Ministry of Home Affairs and clients of health services, and a quantitative survey targeting grade 12 pupils at schools. Two different questionnaires were developed and administered. The questionnaires were designed with four major sections each. The first section of the questionnaires attracted basic demographic information such as age, sex, educational status and area of residence of the respondents. The second section of the questionnaires sought information on corruption. The details questioned included knowledge and experience of corruption and knowledge of other people who had experienced corruption. The third section addressed national integrity issues. This section asked for the respond-
Introduction

The survey conducted in May 2004 used the same approach as the 2003 survey with only slightly modified questionnaires. The questionnaires were more specifically targeted to measure the effectiveness of the multi-media campaign carried out through the National Integrity Promotion Programme.
What is Corruption

There is no single, universally accepted definition of corruption, but it often involves bribery, nepotism or the misuse of public funds for the benefit of private individuals. Corruption also often involves the misuse of one’s position of power to grant favours in exchange for, usually, financial gain. The general definition of corruption developed by the National Integrity Promotion Programme is as follows:

*Corruption involves behaviour on the part of persons in which they improperly enrich themselves or those close to them through misusing the power entrusted to them – in short, misusing public power for personal gain.*

Corruption can be classified into three types, petty corruption, grand corruption and political corruption.

Petty corruption is corruption practised on a smaller scale. It normally involves offering relatively small sums of money (bribes) to gain preferential access to public services or to overcome bureaucratic procedures. Petty corruption is often found at immigration and passport control offices, schools, revenue authorities, and customs or Police roadblocks. Another example is when someone bribes an official in the Department of Civics Affairs to ensure that s/he gets a passport very quickly. Petty corruption, which is the most common form of corruption, is found at the level where a public official and a private individual make contact with each other.

Grand corruption, on the other hand, usually involves large sums of money, and is found at the institutional level. Thus, cases of grand corruption can occur when the government or a parastatal (semi-government institution) awards a contract or tender or in the way they appoint employees.

Political corruption is normally associated with the electoral process. Examples of corrupt practices include large business that sponsor a political party during elections, hoping for business favours if that party wins. Other common corrupt political practices are the following:

- Distributing money, food and drink to influence voters;
- Paying journalists to cover an election candidate favourably;
- Misuse of government property and vehicles for election campaigns; and
- Candidates making false promises aimed at influencing the voter’s choice.
The following sections describe the most common forms of corruption in the public service. An important thing to keep in mind is that for most forms of corruption it takes two parties for an act of corruption to take place, the person that misuses power for personal gain and the person delivering this personal gain (e.g. a bribe). Both is a crime.

**Bribery**

Bribery is an act of persuading a person by means of a gift or money to act immorally (wrongly). Bribery is most often found when people are appointed to jobs, when they are promoted, or when items are procured (purchased). The most common forms of bribery are the following:

- Some public officers will expect to be paid for services that are actually part of their normal duties, like issuing birth certificates, identity documents, permits or licences. The service charges are fixed throughout the country for such services. Corrupt civil servants might only deliver such services timely when bribed or they might provide these services to individuals that would not be entitled to receiving them (issuing birth certificates to foreigners e.g.).
- Some civil servants accept money in order to influence decisions regarding promotions or appointments.
- Some civil servants receive free meals, services, holidays or trips abroad for themselves, sometimes including their families, from unscrupulous business people in exchange for special attention or to influence decisions such as granting licences or permits to them.
- Prisoners sometimes offer money to prison officers to allow them to escape. Similarly, sometimes police officers are offered money by criminals to “lose” their criminal files or “clear” their criminal records.

**Fraud**

Fraud is an act of enriching oneself illegally and – in the case of public funds – at the cost of the taxpayer. The following are examples of fraud:

- Civil servants do private business while holding public post, and use government vehicles and other assets in their private business. They also allocate government contracts to themselves through front companies or unofficial partners.
- Civil servants draw up international contracts in such a way that they receive some sort of personal gain from them, e.g. the money is paid into a foreign bank account in the public official’s own name.
- Civil servants draw up specifications for a tender to favour particular suppliers, from whom they received a kickback.
- Civil servants manipulate figures to claim more overtime or allowance than they are entitled to.
- Civil servants invent fully paid “official visits” locally and abroad.

**Extortion**

Extortion is the process of forcing someone to do something by threatening them with negative repercussions if they don’t comply. The breeding grounds for extortion are when civil servants have embarrassing secrets to hide. For example, a senior public servant charged with submitting fraudulent claims for a travel allowance knows some embarrassing secrets about the top official investigating his case, and threatens to reveal this information in order to have the case against him dropped. Also, police officers might threaten individuals with fabricated charges in order to extort money from them.
Nepotism

Nepotism occurs when civil servants favour people they are related to, people of the same ethnic group, people of the same political party, etc. when appointing, promoting or rewarding staff. Nepotism usually occurs at some other suitably qualified and experienced person’s expense. For example, someone gets the job because she is a top official’s sister, even though she does not have the necessary skills or qualifications.

Lack of Productivity

Lack of productivity is a form of unethical behaviour that results in money being wasted. Being deliberately unproductive includes all kinds of activities that prevent the organisation from operating at its peak performance. Examples of a deliberate lack of productivity are the following:

- Civil servants offering fake medical certificates after being absent from work;
- Civil servants reporting for work, but going shopping and attending to private matters during working hours – for example, people who undertake part-time studies and use their official working hours as study time, and use official staff (e.g. a secretary types up an civil servant’s thesis) and official equipment (telephone, vehicle, photo-copier, stationery, etc.) for their studies as well;
- Civil servants lacking commitment to and loyalty in their jobs, with personal interests taking precedence over official duties; and
- Civil servants being unwilling to take responsibility for their actions or for leadership decisions, constantly blaming everybody else for the situation and being unwilling to lead.

Institutions Dealing with Corruption

Several institutions in Namibia deal with corruption. These institutions can be approached in cases of suspected corruption.

Office of the Ombudsman: One of the tasks of the Office of the Ombudsman is to investigate cases of corruption and the misappropriation of public funds by public officers. If someone would like the Ombudsman to launch an investigation into a suspected case of corruption, he or she will need to file a complaint with the Office of the Ombudsman. After having investigated the complaint, the Ombudsman will also ensure that appropriate steps are being taken. The Ombudsman will ensure that anyone reporting cases of corruption will remain anonymous if requested.

Office of the Auditor-General: The Office of the Auditor-General is tasked with the responsibility of reviewing (auditing) the accounts of all government offices, ministries and agencies – whether these are at central, regional or local level – and of parastatals. An audit is a very time-consuming process, which involves checking all of an organisation’s financial records and interviewing people to clarify uncertainties.

Namibian Police: There are two units within the Namibian Police (NAMPOL) with experience in investigating corruption, even though neither is specifically tasked with investigating corruption. These are the Commercial Crime Investigating Unit, and the Special Branch. Both units are based at the Namibian police headquarters in Windhoek. The Commercial Crime Investigating Unit (CCIU) is divided into three sub-units, namely the Commercial Fraud Unit, the Fraud Syndicate Unit, and General Fraud Unit. The CCIU can only launch an investigation once a complaint has been lodged with it. The Special Branch focuses on gathering information on serious and organised crime. It cooperates with all other branches of the police and assist CCIU by sharing
Background

resources and information. One can lodge an anonymous complaint at the police headquarters in Windhoek or at local police stations. You can also call a general police hot-line, which is 10111, from anywhere in Namibia.

The Media: The media remains a strong ally in ensuring that cases of corruption are publicised. Nowadays, the media is playing an increasingly important role in exposing criminal and unethical behaviour. Therefore, one can contact any newspaper or radio or television station and ask them to investigate a perceived case of corruption. With enough information at their disposal, journalist will go a long way to expose corruption. This is also a safe route to take, since journalist, on request, are ethically obliged to keep their source of information confidential. Alternatively, one could write a letter of complaint about corruption to the newspapers, or lodge your complaint via a radio or TV call-in programme.

NGOs & Watchdog Agencies

An anti-corruption agency will be established in the near future. The Anti-corruption Commission will be tasked with investigating cases of corruption and to eradicate it wherever it occurs. Additionally, in Namibia, a variety of non-governmental organisations (NGOs) promote good governance on all levels. Examples of such NGOs are:

- Namibia Chapter of Transparency International (TI/Namibia);
- Namibia Institute of Democracy (NID);
- Legal Assistance Centre (LAC); and
- National Society for Human Rights (NSHR).

Effects of Corruption

Corruption has some unpleasant and even deadly effects and history has shown that in some nations, corruption has been the cause of political uprisings, economic decay and even coups. It is therefore important that timely and effective action be taken to fight this evil scourge. Corruption, if allowed to persist, has very detrimental effects on the development of the country, as well as the general living standards of the ordinary citizens.

- Corruption enriches a few at the expense of fellow citizens.
- It perpetuates human suffering through escalating poverty levels.
- It undermines the quality and quantity of public services, and leads to reduced confidence, trust and respect in the public services.
- It corrodes economic development that is very vital to a nation, contributing to huge national debt that may become impossible to service.
- When bribes are paid to prevent law enforcement, respect for the Rule of Law is undermined and ultimately lost.
- It increases the cost of administration, as the public has to pay more to access public services.

There are certain key areas of a nation’s existence that are cornerstones, and if they are allowed to be weakened by the weight of corruption, they may lead to a collapse of the nation. These cornerstones are:

Law Enforcement: Whose duty it is to maintain law and order and ensure that the Rule of Law is upheld. The principle of equality before the law will be disregarded as those who corrupt law
Causes of Corruption

enforcement officers will not be arrested and prosecuted for their crimes. This will lead to a rise in the crime rate.

Judicial System: If corrupted, distorts the upholding of the foundation of justice and the Rule of Law in a nation.

Electoral Process: If corrupted, distorts leadership of the nation, undermines democracy and reduces accountability of elected leaders to the electorate.

Security of the Nation: Corruption of officers responsible for identity documents, passports and immigration, etc. may result in allowing access to our country of people who might endanger the security of the nation.

General Public Services: Corruption jeopardises the provision of basic public goods and services that each and every citizen is entitled to. For example, medicines may not be provided to those unable to pay bribes, children from poor families may be denied school places and roads may not be properly maintained.

Causes of Corruption

The causes of corruption vary from society to society and can be attributed to a number of reasons. One of the basic reasons why individuals engage themselves in corruption is greed and dishonesty. Individuals are not bound by any codes of ethics that would compel them to act with integrity. Usually, perpetrators of corruption are selfish and have total disregard of the effects that corruption can have on others. They think that the advantages of corruption outweigh the disadvantages, especially when they know that the chances of being caught are low. The existence of ‘opportunity’ is one of the greatest causes of corruption. Therefore opportunity has to be limited or removed. The belief that even if persons get caught, that they will not be punished also encourages corrupt practices. However, apart from greed and dishonesty, some of the causes of corruption are as follows:

Social Causes

Corruption will thrive where:

- Leaders in key positions are not capable of inspiring and influencing conduct of the highest moral standards;
- Religious and ethical teaching is weak;
- Punishment for offenders is lenient;
- Large numbers of people have to compete for insufficient services such as school places or medical supplies in hospitals.
- Great inequality in the distribution of wealth and income can lead to corruption.

Organisational Causes

Some organisational features may create an environment conducive to corrupt practices. These are:

- Policies and Procedures – Outdated and inadequate policies and procedures;
Background

- Excessive discretion – Discretion is an important lubricant of productive management but too much of it can facilitate corruption;
- Insufficient supervision – if supervision is inadequate to ensure that policies and procedures are being followed, even the best policies can be easily frustrated;
- Insufficient publicity – Ignorance is a fertile ground for corruption and insufficient publicity of an institution’s aims and procedures is a major cause of corruption;
- Insufficient deterrents.

Institutional Causes

Other causes are at a national level, which are linked to Governmental policies and procedures. These can be outlined as follows:

- Lack of government transparency and accountability: This allows for mismanagement and misuse of public funds where there are insufficient checks and balances in place to ensure accountability in the management of public funds.
- Lack of political will: Government in some cases lack political will to deal firmly with the problem of corruption. Leaders engage in corruption as means of sustaining themselves or to protect themselves as they may be engaged in corruption.
- Abuse of power: Excessive power vested in the Executive wing of the Government is likely to be abused and will even hinder the effort of the government institutions established to fight corruption such as the police, Anti-Corruption Commission, the Electoral Commission or the Office of the Ombudsman.
- Inadequate legal and institutional framework: When the existing legal and institutional frameworks are faced with a lot of inadequacies, such as insufficient power to enforce the laws, insufficient funding, insufficient man power or a lack of autonomy for example, they are not able to function effectively.
- Public reaction: This is a vital point in the fight against corruption. The public perception of corruption plays a pivotal role in fighting corruption. When corruption becomes a means for survival due to prevailing circumstances or any other reason it becomes an acceptable norm and the political will to fight or oppose corruption is absent. It becomes normal and a way of life.
- Lack of press freedom: when existing laws hamper or limit access to information, the fight against corruption is affected because information plays a vital role. The media are especially affected as they play an important role in exposing cases of corruption in that they will not have the autonomy to function independently and will face a lot of restrictions in their reporting. Those in authority are also likely to use these laws to victimise the media.
The survey made use of two different approaches to gather information; a quantitative survey of clients of the Ministry of Home Affairs and clients of health services, and a quantitative survey targeting grade 12 pupils at schools. Any approach has its merits and shortcomings. These need to be kept in mind when analysing the results.

The main reason for using clients as a sample-frame, for the 2003 survey, was that all participants have made use of one or more of the services under scrutiny. In a household survey, only a small proportion can be expected to have requested a certain service. For example, only few households will be able to answer the question whether they had ever to pay a bribe when going abroad from own experience. All respondents will be able to respond out of own experience when asking people leaving Namibia or entering Namibia at a border post (clients of customs and excise and immigration). The main disadvantage of a client survey compared to a national household survey is that the results are only representative for clients and not for Namibians. A national household survey can be designed to accurately reflect the demographic situation in Namibia in terms of rural/urban, male/female and age composition. A client survey would be designed to reflect other things, such as the number of hospital beds in a town, the number of people crossing a border post, the number of services rendered, etc. A client survey will therefore not be able to derive at statements such as: 50% of Namibians believe that...”. However, statements for Namibia in general can still be derived using deductive reasoning. A formulation would, for example, look like this: From the responses of clients it can be concluded that the situation in Namibia is...”.

The 2003 survey had a service delivery focus, and for that reason a client survey was chosen. The methodology was maintained for the 2004 survey to measure the impact of the various efforts to educate the public.

Sample

The survey among recipients of government services for the Ministry of Home Affairs (MHA) and the Ministry of Health covered Windhoek, Walvis Bay, Oshakati, Uutapi, Katima Mulilo, Gobabis, Keetmanshoop, Khorixas, Ondangwa, Eenhana, Mariental, Opuwo, Otjiwarongo, Lüderitz and Rundu. Use was made of the network of enumerators that NEPRU had already worked with for the 2003 survey. Before the commencement of the survey, the enumerators were trained in Windhoek.
Enumerators were placed in front of regional offices of the Ministry of Home Affairs and in front of hospitals and clinics. They were tasked with interviewing 50 clients of the Ministry of Home Affairs and 50 clients of health services during time slots covering two entire working days, from 8 am until 5 pm. Enumerators were given time sheets to use that specified the time slots and were advised only to interview people that are about to enter the premises. To further enhance randomness and give people good chances of participation, the enumerators were given a list of randomly generated numbers ranging from 1-5. These were to guide the enumerators on how to pick the respondents in a random manner.

Among other things the questionnaire for the customers of government services asked respondents’ perceptions about public service delivery, efficiency, effectiveness and their perception of corruption. The people were also asked about awareness of their rights and the existence of channels of communication to air their grievances, adequacy or existence of good civil representation of people as consumers, workers, residents etc. For customers of government services, two ministries were targeted, the Ministry of Health and the Ministry of Home Affairs.

The combined sample size for clients of Ministry of Home Affairs and health services is 1285. The initial client target was 50 for health services and 50 for Ministry of Home Affairs for each of the chosen locations. Low figures for some locations partly reflect the fact that both health services and clients of the Ministry of Home Affairs were not always targeted in all locations. In Keetmanshoop, for example, only clients of the Ministry of Home affairs were targeted, while in Lüderitz only clients of health services were considered. In Swakopmund only clients of health services were interviewed while in Walvis Bay clients of the Ministry of Home Affairs were interviewed. Additional variation exists due to enumerators over performing or having to exclude questionnaires for incompleteness.

The majority of respondents had attained at least a secondary education. There were more respondents with lower levels of education, 14.41% with no education and 24.41% with only primary education, than respondents with high levels of education, 7.56% with a tertiary education and 1.34% with a professional level. Table 1 shows the number of respondents by region. Most regions had numbers of respondents numbering near 100, but some southern and coastal areas
had lower numbers of respondents. Male clients outnumbered female respondents by eight percent: 54% of respondents were male and 46% were female. The majority of clients, 64%, came from urban areas while the remainder of respondents came from rural areas.

A small percentage of clients were younger than 18 or older than 65 while most were of working age, between 18 and 65. The majority of respondents, 57.52%, were between the ages of 18 and 49.
About 94% of clients had access to a radio while more than two thirds reported having access to television and two thirds to newspapers. Only 10.76% had access to the Internet.

### TABLE 1. Clients of MHA and health services and learners at randomly selected schools

<table>
<thead>
<tr>
<th>Location</th>
<th>Clients of health services or client of MHA</th>
<th>Learners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eenhana</td>
<td>99</td>
<td>50</td>
</tr>
<tr>
<td>Gobabis</td>
<td>100</td>
<td>49</td>
</tr>
<tr>
<td>Katima Mulilo</td>
<td>100</td>
<td>50</td>
</tr>
<tr>
<td>Keetmanshoop</td>
<td>49</td>
<td>26</td>
</tr>
<tr>
<td>Khorixas</td>
<td>50</td>
<td>25</td>
</tr>
<tr>
<td>Lüderitz</td>
<td>52</td>
<td>25</td>
</tr>
<tr>
<td>Mariental</td>
<td>93</td>
<td>65</td>
</tr>
<tr>
<td>Opuwo</td>
<td>50</td>
<td>26</td>
</tr>
<tr>
<td>Oshakati</td>
<td>100</td>
<td>50</td>
</tr>
<tr>
<td>Otjiwarongo</td>
<td>100</td>
<td>49</td>
</tr>
<tr>
<td>Randu</td>
<td>100</td>
<td>50</td>
</tr>
<tr>
<td>Swakopmund</td>
<td>30</td>
<td>21</td>
</tr>
<tr>
<td>Tsumeb</td>
<td>100</td>
<td>50</td>
</tr>
<tr>
<td>Uutapi</td>
<td>100</td>
<td>44</td>
</tr>
<tr>
<td>Walvis Bay</td>
<td>55</td>
<td>15</td>
</tr>
<tr>
<td>Windhoek</td>
<td>107</td>
<td>48</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1285</strong></td>
<td><strong>643</strong></td>
</tr>
</tbody>
</table>

Additional to clients of the Ministry of Home Affairs and clients of health services, grade 11 and grade 12 learners at randomly selected schools were targeted. Table 1 shows the number of learners at each school. The target was 50 learners per regional capital with a split for Kunene and Karas, as done for the client survey. As can be seen from Table 2, most of the learners were between the ages of sixteen and nineteen. Some were as young as sixteen and some as old as twenty four. Most sampled learners were in grade 12 (84.6%) while some in grade 11 learners were also interviewed (15.2%) The sample of learners in the schools was split almost exactly evenly with 50.17% female and 49.83% male.

### TABLE 2. Grade 11 and Grade 12 learners surveyed

<table>
<thead>
<tr>
<th>Age</th>
<th>16</th>
<th>17</th>
<th>18</th>
<th>19</th>
<th>20</th>
<th>21</th>
<th>22</th>
<th>23</th>
<th>24</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>39</td>
<td>165</td>
<td>189</td>
<td>106</td>
<td>57</td>
<td>20</td>
<td>8</td>
<td>12</td>
<td>4</td>
<td>600</td>
</tr>
</tbody>
</table>
This chapter reports on the results of the survey in three sections. The first section compares the results of the 2004 survey with the results of the 2003 survey with respect to the national integrity system. The second section compares the survey results for corruption issues and the third section tests the impact that the National Integrity Promotion Programme might have had on the understanding of corruption of the respondents.

**National Integrity System**

This section focuses on respondents’ knowledge of national integrity institutions in Namibia and the roles that they should play. Special attention is placed on the Office of the Ombudsman as a key institution in the Namibian integrity system. To enable this analysis, the following questions were used in the questionnaires administered to both grade 11 and grade 12 learners and customers of health or MHA services:

- Do you know any institutions that deal with complaints or grievances concerning government services?
- From your knowledge, which are the three most important Namibian institutions that are tasked with preventing or curbing corruption.
- To what extent do you perceive the governance of Namibia as being transparent, accountable, efficient and effective?
- Do you know what the functions of the Office of the Ombudsman are?
- In your opinion what are the most important functions of the Office of the Ombudsman?
- Please indicate how far the government shows a desire to fight corruption. Rate on a scale of (-2) to 2 where (-2) stands for “no desire and political will at all to combat corruption”, and 2 stands for “strong desire and political will to combat corruption”.
- Please indicate to what extend corruption is a problem in Namibia today.
- Comparing two years ago and now, how is the level of corruption in Namibia?

Respondents’ perceptions of the accountability, effectiveness, and transparency of the Namibian government were all more positive in 2004 than in 2003. The perception of accountability remained positive increasing from an average rating of just above fair to an average rating of 0.275, showing a moderate increase. The average rating for effectiveness changed from negative
to positive and reached a rating of 0.301, the highest of all of the 2004 ratings. The perception of transparency also changed to the better. The average rating changed from negative to positive and reached a new level of 0.218, indicating an overall rating close to “fair.”

![Graph showing changes in perceptions of government transparency, accountability, and effectiveness from 2003 to 2004.]

**FIGURE 4. Clients of MHA and health services**

In 2004 nearly 51% of respondents considered the police to be the most important institution dealing with corruption, up from almost 45% in 2003. The Office of the Ombudsman was also considered by more respondents in 2004 to be responsible for dealing with corruption than in

![Bar chart showing the most important institutions dealing with corruption in 2003 and 2004.]

**FIGURE 5. Clients of MHA and health services**
2003, up to 26.56% from 22.9%. An appreciable number of respondents, 11.36%, feel the judiciary is one of the most important institutions in dealing with corruption, although that number is down from 15.62% in 2003. Interestingly, the percentage of respondents considering the president to be important in dealing with corruption more than doubled from 1.39% in 2003 to 3.84% in 2004.

The percentage of respondents reporting that they know institutions dealing with complaints or grievances regarding the government increased less than two percentage points from 2003 to 2004, remaining essentially unchanged. The percentage of respondents reporting that they know the functions of the Office of the Ombudsman increased considerably with six percentage points to 26.58% in 2004, a nearly 25% increase from the year before.

The clients that stated that they know what the functions of the Office of the Ombudsman are were asked an open question regarding the most important function of the ombudsman. The responses were at a later stage categorised into five major categories.

According to respondents, the most important job of the Office of the Ombudsman is to investigate allegations or suspected instances of corruption. This agrees with the responses illustrated in figure 11, although the percentage of respondents of this opinion decreased from 27.47% in 2003 to 26.6% in 2004. Respondents considered the next most important job of the Office of the Ombudsman to be investigating human rights violations. The percentage of people considering one of the most important jobs of the office of the ombudsman to be investigating cases of abuse of political power by government decreased more than three-fold from 32.10% in 2003 to 10.6% in 2004.

Figure 8 shows how respondents rate the government’s desire to fight corruption, the change in the level of corruption, and the extent to which corruption is a problem in Namibia today. The ratings shown are average ratings that can vary between (-2) and 2, with (-2) giving the worst and (2) the best rating. Responses in 2003 aggregated to a score of -0.90 indicating the average perception that the government had no desire to fight corruption. In 2004 responses improved, but only to a level indicating that the government was more or less indifferent to fighting corruption.
In your opinion what are the most important functions of the Office of the Ombudsman?

<table>
<thead>
<tr>
<th>Function</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Investigate injustices perpetrated by state organs like NDF, police etc.</td>
<td>1.85%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Investigate human rights violations</td>
<td>25.5%</td>
<td>34.26%</td>
</tr>
<tr>
<td>Investigate cases of abuse of political power by government</td>
<td>10.6%</td>
<td>32.10%</td>
</tr>
<tr>
<td>Regulate the privileges or immunities of the President, Cabinet etc.</td>
<td>4.32%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Investigate allegations or suspected instances of corruption</td>
<td>26.6%</td>
<td>27.47%</td>
</tr>
</tbody>
</table>

**FIGURE 7. Clients of MHA and health services**

In 2003 respondents indicated that the level of corruption had risen from the two previous years. The response was very similar in 2004 and even a little higher than the 2003.

![Average Rating Chart]

**FIGURE 8. Clients of MHA and health services**
Corruption

This section deals with corruption, and addresses the respondents’ knowledge of corruption. Clients of health services and the Ministry of Home Affairs were asked the following questions:

- What is corruption in your view?
- Do you know of someone who has experienced corruption?
- Have you ever experienced corruption?
- Please elaborate on the corruption that you have experienced.
- Did you ever have to pay a bribe for any government service?
- If yes, for what service did you pay a bribe?
- How much did you pay?
- Did you get a receipt for the payment?

In 2003 nearly one quarter of respondents had experienced corruption, and slightly more than one third knew of someone who had experienced corruption.

In 2004 the percentage of people who had experienced corruption rose to 31.22% and the percentage of people who knew someone who had experienced corruption also rose to nearly 45%.

However, this does not necessarily mean that corruption is on the increase in Namibia. The increased numbers could be a result of increased awareness and understanding of what corruption is. Due the awareness campaign conducted by the Office of the Ombudsman, the NID and other grass-root organisations more people will be able to identify corruption. The increase might therefore stem from the increased awareness rather than increased corruption.

13% of clients of health and MHA services reported having paid bribes. Whether these bribes were indeed bribes will be further analysed later in this section.
First attention will be given to evaluate how good the understanding of corruption is among respondents. In the 2003 and in 2004 survey, clients were asked to define the term corruption in their own words. This allowed the test to what extent respondents really knew what corruption is.

Definition of Corruption

The respondents’ knowledge and understanding of corruption is analysed using responses to an open question where respondents were asked to define corruption in their own words. Three categories of responses, namely correct, vague/unclear and wrong, were used to classify responses. A definition was seen as correct if related to corruption. From many definitions given it was not clear whether that person really understood what corruption means. For example, combinations such as “Rape and bribing” was classified as an unclear definition, since raping is not part of corruption. The answer: “Bribing” was classified as a correct definition. Where experiences with corruption were stated, these experiences were also used to infer whether or not the respondents knew what corruption is.

In total slightly more clients of MHA and health services were able to define the term corruption correctly. The increase of 0.3% however cannot be seen as a substantial break through. The share of correct definitions of corruption among males remained essentially unchanged from 2003 to 2004. The share of correct definitions of corruption among women rose half a percent in 2004. Males defined corruption correctly 3% more than females.
In 2004 people with access to TV, radio, newspapers, and the internet were successful in defining corruption 37.5% to 42.3% of the time. This range is small and it appears that access to different media has little effect on one’s awareness of corruption. Those with access to the internet increased their share of correct definitions of corruption by slightly more than 13%, the only significant change among media categories.

**FIGURE 11. Clients of MHA and health services**

<table>
<thead>
<tr>
<th>Media</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>TV</td>
<td>38.9%</td>
<td>38.7%</td>
</tr>
<tr>
<td>Radio</td>
<td>38.6%</td>
<td>37.5%</td>
</tr>
<tr>
<td>Newspapers</td>
<td>40.2%</td>
<td>39.7%</td>
</tr>
<tr>
<td>Internet</td>
<td></td>
<td>42.9%</td>
</tr>
</tbody>
</table>

**FIGURE 12. Clients of MHA and health services**

- Share of correct definitions of corruption by highest education level:

- No Education: 23%, 23%
- Primary: 37%, 36%
- Secondary: 42%, 36%
- Tertiary: 45%, 61%
- Professional: 65%, 65%
Those respondents with a professional level of education correctly defined corruption 64.71% of the time, the highest success rate of all levels of education. The share of correct definitions at the professional level almost doubled from 33.33% in 2003. The higher level of education a respondent had attained, the more often they were able to correctly define corruption. Except for those with a secondary education, respondents of all other levels of education defined corruption correctly more often in 2004 than they did in 2003, indicating an increased awareness of corruption.

Of those that reported experiencing corruption in 2004, nearly 40% could correctly define corruption, up from 26.55% in 2003. More than 42% of respondents who reported that someone they knew had experienced corruption correctly defined corruption, up from 37.47% in 2003.

Awareness of corruption seems to be increasing, but the fact that still 60% of those that claimed to have experienced corruption do not fully understand what corruption is should leave in question the significance of the apparent progress.

**FIGURE 13. Clients of MHA and health services**

Of those that reported experiencing corruption in 2004, nearly 40% could correctly define corruption, up from 26.55% in 2003. More than 42% of respondents who reported that someone they knew had experienced corruption correctly defined corruption, up from 37.47% in 2003.

Awareness of corruption seems to be increasing, but the fact that still 60% of those that claimed to have experienced corruption do not fully understand what corruption is should leave in question the significance of the apparent progress.

**Bribing**

The 13% of respondents that claimed to have paid a bribe for government services (Figure 9) where asked for what service, how much they paid and whether or not they received a receipt.

Twenty four or 14.12% of the respondents that claimed to have paid a bribe to government officials stated that they received a receipt for the payment made. This might have two explanations, either fake receipts were issued or the money paid was actually not a bribe but a regular payment. To shed light on this matter respondents were also asked how much they paid.

One respondent claimed for example to have paid NS1200 for a road worthy certificate for his car but he also stated to have received a receipt for it. It might have been that this person paid a garage NS1200 to get the car fixed. Another explanation could be that a fake receipt was issued. Only a further investigation into this incident would determine whether a bribe was really paid.
Out of 13 incidents where people have claimed to have paid a bribe for a passport and still have received a receipt, 10 paid amounts that differed from the service charges of the Ministry of Home Affairs (see Table 3), indicating that fake receipts might have been used.

**TABLE 3. Charges for services provided by the Ministry of Home Affairs**

<table>
<thead>
<tr>
<th>Civic charge</th>
<th>N$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Duplicate of birth certificate</td>
<td>12.00</td>
</tr>
<tr>
<td>Old ID card duplicate</td>
<td>5.00</td>
</tr>
<tr>
<td>Correction on ID card</td>
<td>50.00</td>
</tr>
<tr>
<td>Correction on birth certificate</td>
<td>30.00</td>
</tr>
<tr>
<td>Replace the full birth certificate</td>
<td>30.00</td>
</tr>
<tr>
<td>New passport</td>
<td>160.00</td>
</tr>
<tr>
<td>Replace lost or damaged passport</td>
<td>320.00</td>
</tr>
<tr>
<td>New marriage certificate and to replace a lost or damaged one</td>
<td>12.00</td>
</tr>
<tr>
<td>Correction on marriage certificate</td>
<td>30.00</td>
</tr>
</tbody>
</table>

Only 4 out of the 24 cases where a receipt was received for a bribe was not actually a bribe but a regular payment.

Table 4 reports on respondents that claimed to have paid a bribe and that did not get a receipt for their payment. Not receiving a receipt does not automatically mean that a bribe was paid or that the civil servant pocketed the money, but it might. In the two cases where respondents claimed to have paid a bribe for a temporary passport without receiving a receipt, one paid N$160 and the other N$200, the first being the regular service fee and the latter being a higher than regular payment.

**TABLE 4. Respondents that claimed to have paid a bribe that did not get a receipt for their payment.**

<table>
<thead>
<tr>
<th>Service</th>
<th>Occurrences of payments without receipt</th>
<th>Range of payment in N$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic officer</td>
<td>9</td>
<td>100-600</td>
</tr>
<tr>
<td>To get Job with Government</td>
<td>3</td>
<td>200-1500</td>
</tr>
<tr>
<td>Temporary passport</td>
<td>2</td>
<td>160-200</td>
</tr>
<tr>
<td>Passport</td>
<td>33</td>
<td>20-600</td>
</tr>
<tr>
<td>ID</td>
<td>2</td>
<td>50</td>
</tr>
<tr>
<td>Learners licence</td>
<td>2</td>
<td>200-800</td>
</tr>
<tr>
<td>Drivers licence</td>
<td>11</td>
<td>100-1000</td>
</tr>
<tr>
<td>Birth Certificate</td>
<td>26</td>
<td>10-1500</td>
</tr>
</tbody>
</table>

These are original accounts of respondents who claimed to have paid bribes, with additions or modifications in brackets:

- Pay for police office to make a case for you N$50- No receipt
- Paid a police officer to throw away my case. Couple of beers.
- Process of income tax refund- N$150- No receipt
- I have paid a bribe for a legal drivers licence, without writing the test or going for a test drive.
- I have paid a police officer N$200 to get my case documents missing and the case was dismissed.
Survey Results

- I had to pay someone N$250 to get a birth certificate for my child.
- Position in public service was advertised in the newspaper. Went for an interview, after the interview, they took their friend for that position.
- Applied for the passport, but counter just help his friends and family.
- Waiting for a nurse while she took some of family and friends.
- The fine that he suppose to pay when he was given a ticket on high speed driving and paid traffic office.
- She was driving government vehicle during the week without proper permission and stopped by the traffic office, they asked her a driver licence unfortunate she forget her licence and paid traffic office N$150 and she did not get a fine
- I was admitted to Outapi Hospital and the medicine was not enough to all patient I decided to pay a doctor in order to get that medicine, I paid N$80 for that while other did not get it
- Government vehicle & fuel used to campaign for a political party, purpose during election.
- Paid for municipal service, but got a fake receipt.
- Our neighbour is also using the car to go to the village and also this car can travel to take their children to school.
- They use the vehicle (government car) to take their girlfriends, and they also don't want to give it to other people, for example, you are sick and you want to go to the clinic, they ask you money to pay the car.
- We were looking for a job and the Director asked me whether I have money to pay him so that he can offer me the job.
- I saw a person using the government's vehicle to go to the village and if a person ask for a lift, they want money.
- Some people take this vehicle (government car) and went to the village and ask money from the other people, who is asking for a lift to the nearest village.
- Two people who is working in the government, took this vehicle to the village and sold it and the different parts, and they destroyed the body, so that the people cannot see it or remember it.
- Even our neighbour using this vehicle (government car) during the weekend and also transport their child to school with this vehicle.
- It was when I wanted the passport and could not wait for it, because needed to travel soon.
- I was travelling abroad and I was in need of a passport urgently within a week. The normal procedure take about a month or more for the passport to be ready, so I had to pay N$200 to an employee at the Ministry of home Affair in order for her to speed up my passport. Fortunately for me I got my passport within three days and had a pleasant flight. I did not get a receipt for the N$200.
- I know for instance, where people were bribed at the hospital, when they were requested by the chief of porters to give him N$1000-00, each under the pretext that he would consider them for future employment, but that didn't materialise in the end.
- I know someone who stole one man’s cattle and the police who was having the case it was his brother, and this police was stole the docketst and theft won the case because of the missing docketst.
- There was also one lady who asked unemployed people to pay N$150- N$300 if, they want to get a job at Ramatex and also if you are struggling to get a job the people ask you to slept with them than they will give you a job.
- I know of someone who wanted to give me a job in the town council in return for some goats.
- I had to pay someone in Windhoek at the Ministry of Finance for my income tax refund to be processed quickly. Process of income tax refund- N$150- No receipt
People are selling drought relief food in their shebeens. And people are drinking with government's car from shebeen to shebeen. People are selling drivers licence and birth certificate's.

Like sometimes people working in government ask me to pay him so that he can give me job

One person asked me to give him money for him to give me cooking oil and that cooking oil is written that is not for sale (drought relief).

I wanted to get a drivers's licence in one of the town in Tsumeb, then she asked me to pay her for me to pass and get a drivers licence. That's the corruption which I experienced.

I have experience the following corruption: some traffic controller officers are been paid to give drive licenses.

Like for instance I had to bribe for my emergency passport.I paid N$100 and did not get a receipt.

A worker died. The family of the worker used the police in an improper manner for personal favour.

2000 and 2002 witness paid police to make wrong statement for insurance claim.

At the ministry of defence money was made available for certain service but service was not rendered, money got lost but no one was held accountable.

I was short listed by Road- Authority company for human resource vacancy due to appropriate and relevant experience posses. There were 5 Ovambo speaking people, and I was only Nama speaking Namibian. Out of these 5 Ovambo speaking 3 of them where males 2 of them where female according to one official I was the sole candidate for the post. Things has happen which I can not understand but told later that Ovambo speaking male has gotten the post, who posses Zambia matric, but the vacancy requirement were you must posses degree.

My matric pass rate is 29 points. But I fail to be granted scholarship because I am Nama speaking citizen. Been told that Ministry has no money. I found out those who has been granted scholarship are mostly Ovambo speaking students who has less than 18 points and are at Polytechnic, UNAM therefore Namibian government must as soon as possible deviated from this path which will lead to civil war between majority and minority which this poor Africa cannot afford, modern technology make it possible that even minority can win civil war depending on strategy applied.

When I approached Mariental Police office to make complain about my house breaking occur 5 months ago, I only found out that the police officer on duty cannot even write a statement in English.Being the fact that they are warrant officer sergeant, etc. and just police officer. but according my luck I found Nama speaking male police who has no rank, but his grammar, vocabulary and sentence construction has amazed me only to find out that he is 10 years in police but not promotion through these 10 years for him, because he is no Ovambo speaking Namibia.

One government official told me that if I will have an affair with him, he will organise for me a job in his office. Its unfair, because I'm a married woman.

Those people in offices they don't look at me, if I'm looking for work that's because I belong to another party.

In our community there is was corruption between our headman and community

There was a time some years ago where I came to register a child at school, but the principal of that particular school told me that the school is full, but a friend came the following date to me and told me that he registered this child and paid some dollars to the principal.

I was applying for a new ID at our regional civil affairs office and you know what happened. They told me to go and bring my parent's ID'S. I responded, by saying that they have passed away years ago. This office should not help me and said that I am not a Namibian, while I have my old SWA ID.
- I have experienced corruption many times e.g. one day I went to the home affairs to get my birth certificate the condition there is very poor, people stand in a long line for hours in the sun and people there are not working effectively as if government don't have money to expand the place.
- I was photoed for an ID in 2000 until to day the 31st March I did not receive it.
- Traffic one day I was not wearing a seat belt but I only paid N$50 back door.
- One government official told me that if I will have an affair with him, he will organise for me a job in his office. Its unfair, because I'm a married woman.
- Those people in offices they don't look at me, if I'm looking for work that’s because I belong to another party.
- In our community there is was corruption between our headman and community
- There was a time in years ago where I came to register a child at school, but the principal of that particular school told me that the school is full, but a friend came the following date to me and told me that he registered this child and paid some dollars to the principal.
- I was applying for a new ID at our regional civil affairs office and you know what happened. They told me to go and bring my parent's ID'S. I responded, by saying that they have passed away years ago. This office should not help me and said that I am not a Namibian, while I have my old SWA ID.
- I have experienced corruption many times e.g. when I am going or one day I went to the home affairs to get my birth certificate the condition there is very poor people stand in a long line for hours in the sun and people there are not working effectively as if government don't have money to expand the place service
- Like at country club the employed the people according to their family. at the service station is the same as country club or you must have to sleep with employed person.
- There are some doctors who ask the extra money to the patient. Most of the police have the corruption, like they are the police who selling the papers and there is also police who ask money take away of some dockets.
- When I had to pay a doctor for a fake sick leave document.
- At the police station here in Keetmanshoop investigation did not do very well. For instance officers are the ones that lay charges on you and not the victim. And these officers don't investigate.
- I did an application and they turn me down and told that I wasn't suitable for that particular position and later on I discovered that they appointed an under qualified person which nepotism.
- Yes, I have experienced it when I applied for an government post where I was the suitable candidate for that particular position. (Did not get job because of favourism)
- Government office employ Ovambo speaking people in strategy position, who cannot even express himself to give information to public.
- Nurses are only attending to their friends.
- I was arrested by the member of the police force without investigating the case first. Including my husband.
- Ministry of Health let us fill the government application forms for employment, but at the end we observe that Ovambo speaking people from the north have been send down, 20 of them who cannot even speak English, Afrikaans, only Ovambo therefore our future prospective of Namibia is jeopardised with these tribalism of Swapo government.
- People who don't know how to speak english are employed, especially in police and Civic Affairs, so we don't understand each other.
- I had paid a traffic officer N$150,for a ticket of N$300.
A certain year, I was unlawfully arrested and slept in custody for two days without any case, before they released me.

Asking inappropriate questions when someone is looking for the birth certificate of his/her small kids.

The fine that he suppose to pay when he was given a ticket on high speed driving and paid traffic officer a few bucks for the fine.

like at some school you must have to now someone to if you want to get the hostel place.

Ministry of Works and transport, the personnel officer is not even qualified, but he has already the post. Even the Artisan Trade Certificate is not properly obtain according to rumours. You can pay N$800,00 to obtain one. These Owambo speaking males are sent to south as Artisan, but cannot perform the job as their qualification prescribe.

Paid a police officer to give me identity documents, and to withdraw my case.

From this analysis it is clear that the vast majority of claims of bribery must be taken at face value. However, further investigation would need to be undertaken to follow up these claims. A survey is not suitable to investigate such matters. A survey can only report on claims and perceptions.

Conclusion

Respondents’ perceptions of the accountability, effectiveness, and transparency of the Namibian government were all more positive in 2004 than in 2003. Respondents also rate the government’s desire to fight corruption more favourably. The percentage of respondents reporting that they know what the functions of the Office of the Ombudsman are and that know institutions dealing with complaints or grievances regarding the government services also increased. These are all good news.

On the other hand respondents believed that the level of corruption had risen from the two previous years. The response was very similar in 2003, but in 2004 it was even a little higher than the 2003. Also, in 2004 the percentage of people who had experienced corruption rose to 31.22% and the percentage of people who knew someone who had experienced corruption also rose to nearly 45%. However, this does not necessarily mean that corruption is on the increase in Namibia. The increased numbers could be a result of increased awareness and understanding of what corruption is. Due the awareness campaign conducted by the Office of the Ombudsman, the NID and other grass-root organisations more people will be able to identify corruption. The increase might therefore stem from the increased awareness rather than increased corruption.

It might be a similar case as the one where the deployment of more police men on the streets lead to a higher number of crime incident reported. Here, crime did not increase but was actually dealt with more effectively, leading to higher number of reported incidents.

In terms of understanding of the corruption phenomenon in total, slightly more clients of MHA and health services were able to define the term corruption correctly. The increase of 0.3% however cannot be seen as a substantial break through. Of those that reported experiencing corruption in 2004, nearly 40% could correctly define corruption, up from 26.55% in 2003. More than 42% of respondents who reported that someone they knew had experienced corruption correctly defined corruption, up from 37.47% in 2003.

Awareness of corruption seems to be increasing, but the fact that still 60% of those that claimed to have experienced corruption do not fully understand what corruption is indicates that a whole lot more would need to be done.
CHAPTER 5  

Multimedia Campaign

The main purpose of the 2004 survey was to analyse the impact of the efforts undertaken by the Office of the Ombudsman and its partner organisations in raising awareness about corruption issues. For this reason several questions were asked regarding anti-corruption information material that was distributed, and radio and TV programmes aired:

- Are you aware of campaigns regarding the quality of government service?
- Are you aware of anti-corruption campaigns?
- Did you listen to any radio programme dealing with corruption?
- Did you see any of these flyers?
- Have you seen and/or read this newspaper insert?
- Did you see any of these posters?

Information material that was distributed during the NIIP is displayed in Figure 14 to Figure 17.

FIGURE 14. Anti-corruption flyers distributed
Multimedia Campaign

FIGURE 15. Anti-corruption posters

FIGURE 16. Anti-corruption posters
Outreach

The percentage of respondents that reported being aware of anti-corruption campaigns increased from 15.38% in 2003 to 25.10% in 2004. The percentage of respondents that reported being aware of campaigns regarding the quality of government service increased from 10.01% in 2003 to 18.02% in 2004. Both are above 70% increases and hence confirm the impact the efforts of the National Integrity Programme had.

FIGURE 17. Anti-corruption newspaper insert

<table>
<thead>
<tr>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.01%</td>
<td>15.38%</td>
</tr>
<tr>
<td>18.02%</td>
<td>25.10%</td>
</tr>
</tbody>
</table>

FIGURE 18. Clients of health services and the MHA
In the schools 16.85%, or slightly more than one in six people, were aware of anti-corruption campaigns. Even fewer people, 13.72% were aware of campaigns regarding the quality of government service. This is less than the awareness of clients of health and MHA services.
Anti-Corruption Flyers

Only few respondents received or saw one of the five flyers distributed by the Office of the Ombudsman. A quarter of the respondents saw one or more of the flyers. A similar picture emerges for schools. Above 70% of the learner never saw any of the flyers.

Anti-Corruption Posters

43% of respondents did not see any of the posters, 17% reported having seen at least one of the posters. Nearly as many respondents had seen two or three posters (16.54% and 14.96%) as had seen only one poster (17.01%). The majority of the respondents had seen therefore at least one poster (57%).

Nearly 38% of respondents in schools did not see any of the posters, but a majority, 62.22% of respondents, had seen at least one of the posters. Nearly as many respondents had seen one poster as had seen two posters, 22% and 20%, respectively, and only half as many had seen three, 11%. More than 9% had seen all of the posters.
Multimedia Campaign

National Integrity Survey 2003

Anti-Corruption Radio Programmes

Of all clients of health and MHA services interviewed, 59.23% listened to radio programmes dealing with corruption. It could not be determined from the responses whether these programmes were those produced by the Office of the Ombudsman or other programmes. The number of Grade 11 and Grade 12 learners that listened to the radio programmes on corruption is even higher with 63.76%.

Anti-Corruption Newspaper Comic Inserts

More than 56% of clients of health or MHA services had not seen the newspaper insert regarding corruption, while 18.78% of respondents had seen the insert, but only 24.57% had actually read it.

Just more than half of respondents in schools, 51.27%, reported not having seen the newspaper insert. The remainder of respondents had at least seen the insert, but 22.17% reported having seen the insert but not read it.
An exposure score was computed in order to measure whether the information material distributed and the radio and TV programmes broadcasted had an impact on the understanding of corruption. The exposure score can take a value between 0 and 13. A 0 indicates that the respondent did not see any of the information materials and 13 indicates that he or she saw all of them.

The clients in Eenhana and Opuwo scored on average much higher than other clients with anti-corruption media exposure scores of 5.78 and 5.75. Clients in Swakopmund and Tsumeb also scored comparatively well with scores of 4.13 and 4.03. Clients in Keetmanshoop, Luderitz, and Rundu scored poorly with scores of 0.39, 0.77, and 1.07.

The schools in Tsumeb had the highest anti-corruption media score, achieving 4.98 of a maximum of 13 points. Schools in Opuwo and Uutapi also scored highly with scores of 4.77, and 4.42 respectively. The lowest scoring schools were in Katima Mulilo, Luderitz, and Keetmanshoop with scores of 2.09, 2.14, and 2.46.

**FIGURE 22. Respondents’ exposure to the newspaper insert**
Figure 25 displays the share of correct definitions for various exposure modes for clients as well as for pupils. The exposure modes were calculated by grouping exposure scores into three categories: no exposure (0 score), low exposure (a score between 1-6) and high exposure (a score between 7-13).
The positive trend between exposure and share of correct definitions can clearly be seen. Being provided with information material is one thing, being able to understand the content might be another. Looking at Figure 26 shows that education in connection with exposure to anti-corruption information material is explaining correct definitions of corruption even better.

Respondents with tertiary education seem to have responded best to the information material.
Multimedia Campaign

Respondents that were exposed most to anti-corruption material had also the highest share of correct definitions.

However there might be many other possible reasons for that outcome. A survey of the nature as carried out is not enough to give a definitive answer to this, all it can do is provide indications that might be the starting point for further analysis.

Conclusion

The percentage of respondents that reported being aware of anti-corruption campaigns or campaigns regarding the quality of government services increased considerably and hence confirming the impact the efforts of the National Integrity Programme had. A clear link between exposure to anti-corruption information material and probability of delivering a correct definition of corruption can be observed.

Still, too many respondents do not fully understand the meaning of corruption. There are respondents that have seen the flyers, posters and newspaper inserts but still have a wrong idea about corruption. The survey showed that the higher the educational level of the respondent, the higher the success rate of the information material will be.

Besides being an interesting finding it also demonstrates a shortcoming of the anti-corruption information material. More emphasis could be placed on reaching the less educated and in particular rural communities, as the poor and uneducated people are those that are likely to suffer most from petty corruption.

Anti-corruption materials could be produced in local languages and made more easy comprehensible. Also the distribution channels could be improved to maximise outreach. Anti-corruption posters in petrol stations and supermarkets are more likely to hit the target audiences than do flyers lying in Embassies’ information shelves.

A further important step could be to open offices of the Office of the Ombudsman in the regions. This would not need to be a full-time position in all regions.
CHAPTER 6

Conclusion

This survey used several approaches to infer about corruption and national integrity. Any approach has its merits and shortcomings. These need to be kept in mind when analysing the results. The results of the client survey are biased towards urban areas and are not representative for Namibia. The client survey is only representative for clients of the Ministry of Home Affairs and clients of health services. However, trends for Namibia can still be derived from the client survey.

Respondents’ perceptions of the accountability, effectiveness, and transparency of the Namibian government were all more positive in 2004 than in 2003. Respondents also rate the government’s desire to fight corruption more favourably. The percentage of respondents reporting that they know what the functions of the Office of the Ombudsman are, and knowledge of institutions dealing with complaints or grievances regarding the government services, also increased. These are good news.

On the other hand, respondents believed that the level of corruption had risen from the two previous years. The response was very similar in 2003, but in 2004 it was even a little higher than in 2003. Also, in 2004 the percentage of people who claimed to have experienced corruption rose to 31.22% and the percentage of people who knew someone who have experienced corruption also rose to nearly 45%. However, this does not necessarily mean that corruption is on the increase in Namibia. The increased numbers could be a result of increased awareness and understanding of what corruption is. Due to the awareness campaign conducted by the Office of the Ombudsman, the NID and other grass-root organisations more people will be able to identify corruption. The increase might therefore stem from the increased awareness rather than increased corruption.

In terms of understanding of the corruption phenomenon in total slightly more clients of MHA and health services were able to define the term corruption correctly. The increase of 0.3% however cannot be seen as a substantial break through. Of those that reported experiencing corruption in 2004, nearly 40% could correctly define corruption, up from 26.55% in 2003. More than 42% of respondents who reported that someone they knew had experienced corruption correctly defined corruption, up from 37.47% in 2003.

Awareness of corruption seems to be increasing, but the fact that still 60% of those that claimed to have experienced corruption do not fully understand what corruption is indicates that a whole lot more would need to be done.
Conclusion

There is no doubt that the National integrity Programme has been successful. The percentage of respondents that reported being aware of anti-corruption campaigns or campaigns regarding the quality of government services increased considerably and hence confirming the impact the efforts of the National Integrity Programme had. A clear link between exposure to anti-corruption information material and probability of delivering a correct definition of corruption can be observed.

At the same time it is also clear that much more needs to be done in future. Combating corruption cannot be a once off exercise but must be a continuous effort.

Continuous education of citizens about what corruption is, why corruption is bad and what to do when faced with corruption is essential to curb petty corruption. The low share of correct definitions of corruption among grade 11 and grade 12 learners is in particular worrying and warrants extra efforts. One approach could be to introduce a National Integrity Day in Namibia. Rather than being a public holiday it would rather be a day at which TV and radio programmes are focusing on national integrity and corruption issues and where learners receive anti-corruption information material from their teachers. Extra curricular lessons could be given for all grades on that day.

The surveys carried out in 2003 and 2004 demonstrated the importance of monitoring progress and rating the service provision of government offices. A continues survey could be carried out by providing score cards at government service points, where clients can evaluate the services they received. These score cards would be more than just a way to air grievances, they would also allow clients to air their satisfaction. Score cards could be produced in different languages and a sealed container could be used as a post box for these score cards. The analysis of the results could be done centrally by the Efficiency Charter Unit of the Office of the Prime Minister on an annual basis. The sign above the sealed score card box could read: Are you happy with our services? Please tell us. Table 6 in the appendix gives an example for an simply score card.

More emphasis could be placed on reaching the less educated and in particular rural communities, as the poor and uneducated people are those that are likely to suffer most from petty corruption. Anti-corruption materials could be produced in local languages and made easily comprehensible. Also the distribution channels could be improved to maximise outreach. Anti-corruption posters in petrol stations and supermarkets are more likely to hit the target audiences than do flyers lying in Embassies’ information shelves.

A further important step could be to open offices of the Office of the Ombudsman in the regions. This would not need to be a full-time position in all regions.
### TABLE 5. List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AG</td>
<td>Attorney General</td>
</tr>
<tr>
<td>ALAN</td>
<td>Association of Local Authorities in Namibia</td>
</tr>
<tr>
<td>AuG</td>
<td>Auditor General</td>
</tr>
<tr>
<td>GRN</td>
<td>Government of the Republic Of Namibia</td>
</tr>
<tr>
<td>MHA</td>
<td>Ministry of Home Affairs</td>
</tr>
<tr>
<td>MoH</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>NDI</td>
<td>National Institute for Democracy</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non Governmental Organisations</td>
</tr>
<tr>
<td>NIPP</td>
<td>National Integrity Promotion Programme</td>
</tr>
<tr>
<td>OPM</td>
<td>Office of the Prime Minister</td>
</tr>
<tr>
<td>PG</td>
<td>Prosecutor General</td>
</tr>
<tr>
<td>PSC</td>
<td>Public Service Commission</td>
</tr>
<tr>
<td>TI</td>
<td>Transparency International</td>
</tr>
</tbody>
</table>
### Example Score Card

**TABLE 6. Example of a simple government score card**

<table>
<thead>
<tr>
<th>For what service did you approach this government office (e.g. ID card):</th>
<th>Please rate, by circling one number per row, with a -2 indicating complete dissatisfaction and a 2 complete satisfaction.</th>
</tr>
</thead>
<tbody>
<tr>
<td>How far are you satisfied with the timeliness of the service rendered to you?</td>
<td>-2</td>
</tr>
<tr>
<td>How far are you satisfied with the quality of the service rendered to you?</td>
<td>-2</td>
</tr>
<tr>
<td>How far are you satisfied with the staff rendering the service?</td>
<td>-2</td>
</tr>
<tr>
<td>Do you feel that the service provision was provided in a transparent manner? Were you informed about what the requirements are and what fees to pay to obtain the service?</td>
<td>-2</td>
</tr>
<tr>
<td>Do you have any further comments?</td>
<td></td>
</tr>
</tbody>
</table>

Please tell us a little bit about yourself:

**Gender:**

**Age:**

**Highest level of education:**

**Native language:**
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