



**Southern Sudan
Anti-Corruption Commission**
Juba, Southern Sudan



Perception Survey on Corruption

REPORT

December 2007

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ACKNOWLEDGEMENTS

This Perception survey could not have been possible without the efforts, commitment and contribution of various groups of people. The Southern Sudan Anticorruption Commission acknowledges the input of those people who made this research possible - those who contributed in formulating, designing and refining the research tools; those who undertook the actual field research using different methodologies; those in Southern Sudan who freely shared with us their knowledge, ideas, hopes and aspirations; and finally those who collated the report.

In particular, we acknowledge The Southern Sudan Anti-corruption Commission's Directorate on Corruption Prevention and Education, who worked tirelessly to ensure that the project ran smoothly. Their support and guidance during the fieldwork and through the data processing is highly appreciated. To the researchers who conducted individual interviews in Juba we thank you immensely for your work.

To the representatives of the Government offices and other organizations who participated in the In depth Interviews and Focus Group Discussions, our sincere thanks go to you. Our appreciation also goes to the various target respondents in the different study designs, who, unconditionally and willingly, offered us the necessary information that made this survey a success.

We acknowledge that without the support of the SSACC, it would not have been possible to undertake this research study. We thank the Commission immensely for the support that has not only made this research possible, but has greatly contributed towards placing the issue corruption on the national agenda in Southern Sudan. More specifically we acknowledge the special insights and contributions from Dr Pauline Riak, Chairperson, Francis Bassan, Executive Director, Daniel Elisama, Michael Tongun and George Wani of the Corruption Prevention and Education Directorate.

Finally, we thank the Satima Consultants Ltd team, headed by Ms Jane Kiragu, the two experts, Ms Beatrice Kayatta and Martin Kaumbutho who worked tirelessly to ensure high quality control throughout all the stages of the study, from research design, training, data collection, data management, analysis and final production and review of the report. Thanks too, to Ms Rebecca Osome and Samuel Githiga for offering the logistical and administrative support towards conclusion of this survey. Without this team, under the wise and competent leadership of Ms Jane Kiragu, this work may not have materialized.

Francis Bassan

Executive Director, Southern Sudan Anticorruption Commission

FOREWORD

Dr Pauline Riak, Chairperson, Southern Sudan Anti Corruption Commission

ABBREVIATIONS

CPA	Comprehensive Peace Agreement
FGDS	Focus Group Discussions
GOSS	Government of Southern Sudan
ICSS	Interim Constitution of Southern Sudan
INCS	Interim National Constitution of Sudan
KIIs	Key Informant Interviews
SPLM	Sudanese Peoples Liberation Movement
SPLA	Sudanese Peoples Liberation Army
SSACC	Southern Sudan Anticorruption Commission

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CONTEXT

In a little more than three years, Southern Sudan has undergone a remarkable political transformation following the signing of the historic Comprehensive Peace Agreement (CPA). The signing of the CPA between the government of Sudan and the Sudan People's Liberation Movement/Army on 9th January 2005 was a landmark occasion in the history of Sudan that ended decades of protracted civil war between Southern and Northern Sudan. The CPA set the foundation for sustainable peace and stability in the country as was profoundly described by the late Dr John Garang de Mabior, "*...it is a just and honourable peace with dignity.*"¹

The peace process has brought about opportunities for Southern Sudan to rebuild the social fabric of Southern Sudan that was destroyed by years of war. A vast majority of the nation's citizens have not had the opportunity to live together in a democratic society, where citizens and political leaders work together to define and implement a sustainable democratic transition. For the first time Southern Sudanese are living in peace without widespread threats of violence and terror and the country is politically energized in a way it has never known.

States emerging from war, such as Sudan, face several challenges including security, provision of social services, legitimacy and effectiveness of delivering social and economic development. The relationship and interconnectedness between civil war and state failure demonstrates the importance and the need of an effective and responsive government in establishing peace. Rebuilding governance means amongst other things, restoring legitimacy and the rule of law by expanding participation and inclusiveness, reducing all forms of inequalities and creating a culture of accountability. The Government of Southern Sudan (GOSS) has made a commitment towards achieving this, as captured in the Preamble of the Interim Constitution of Southern Sudan (ICSS), 2005 "*....Determined to lay the foundation for a united, peaceful and prosperous society based on justice, equality, respect for human rights and the rule of law....*". The establishment and adoption of the Interim National Constitution of Sudan (INCS) is

¹ Dr John Garang de Mabior, Address on Inauguration of the Sudan Collegiate Presidency, 9th July 2005

critical to the development of Southern Sudan as a nation that strives to adhere to the principles of good governance. In addition, the Interim Constitution of Southern Sudan (ICSS) provides for the framework to facilitate the government, civil society and all people of Southern Sudan towards creating social arrangements – namely, institutions, principles, processes and mechanisms that establish a fair and just society for all.

In protecting the rights and welfare of the citizens, the Constitution empowers the government to establish independent commissions necessary to promote the welfare of the people, good governance and justice. This has resulted in the introduction and establishment of several institutions and systems in the Southern Sudan that are designed to put in place systems and structures for proper governance. One of these institutions is the Southern Sudan Anti-Corruption Commission (SSACC) which is created under the Interim Constitution. The independence of the institutions enables and facilitates the operations of government to nurture strong institutions that can manage the government delivery of services, have checks and balances in government, respect to the principles of separation of powers as well as in the event of government excesses.

The Southern Sudan Anti-Corruption Commission, as a new instrument of promoting good governance is challenged to navigate around new spaces whilst creating new norms around the management of public resources and work ethic.

Executive Summary

The Southern Sudan Anti-Corruption Commission (SSACC) was established on the 26th day of June, 2006 by a Presidential decree in accordance with the provisions of the Interim Constitution of Southern Sudan (ICSS)². The SSACC is to spearhead the Government of Southern Sudan's (GOSS) fight against corruption throughout Southern Sudan, working with other GOSS institutions to realise a comprehensive/ holistic approach that embraces the public institutions, the private sector and civil society.

As this Institution is the first of its kind in the history of Southern Sudan, the Commission is faced with an enormous task of not only establishing itself and becoming keenly aware of the status of corruption, but also with the task of *"combating some of the eminent corrupt practices and administrative malpractices that could arise in a new nation."*³ The SSACC is established to amongst other things, protect public property, investigate cases of corruption and to combat administrative malpractices in public administration such as nepotism, favoritism, tribalism, sectionalism, gender discrimination, bribery, embezzlement and sexual harassment.⁴ The SSACC is guided by the principles of upholding high standards of professional ethics, transparency and accountability.

Therefore, as a new Commission in a new nation, it has the challenge, but also the opportunity to begin on the right footing. Incidences of exposure, vulnerability and temptations to corruption are present in Southern Sudan. This is perhaps due to the fact that Southern Sudanese are a people who have suffered and been deprived for so long, even of the very basic necessities of life. As peace is restored, they can see some opportunities such as money, power and authority forthcoming and this is most likely to result to misuse and abuse. It is important however, to note that this is not peculiar only to Southern Sudanese or other people coming to freedom - corruption is a global challenge to good governance.

² Section 147, Interim Constitution of Southern Sudan, 2005

³ Dr Pauline Riak, Chairperson, Southern Sudan Anti-corruption Commission, September 2007

⁴ Interim Constitution of Southern Sudan Section 147 (1)

The Commission, in recognition of its wide mandate is aware of the importance of creating public awareness on all aspects of corruption. As such, a national (Southern Sudan) Anti-Corruption Strategy is being developed, which shall be holistic and multi-sectoral in nature. This process has received the blessing and support of the government headed by the President, Salva Kiir Mayardit who has continuously emphasised “zero tolerance” to corruption in his government and in Southern Sudan.

In recognising that there is no research or data available in Southern Sudan to inform the Commission on the nature and extent of corruption, SSACC has commissioned this Perception Survey to develop some baseline information on corruption in Southern Sudan. The Perception Survey results are expected to provide useful information that will further inform the process of designing the Government of Southern Sudan (GOSS) strategy on Anti-corruption. More specifically the survey will help the Commission understand the nature, form, extent and intensity, and places where corruption occurs.

This survey was conceived as one way of widening the views and perspectives available to policy makers and those taking part in the fight against corruption now and in the future. It is expected that the findings will inform future efforts to create sound institutions of governance in Southern Sudan that take into consideration the levels of knowledge, attitudes and opinions of a wide cross section of the South Sudanese.

This report provides insights into the thoughts and concerns of the Southern Sudanese people in the period immediately following a wave of anti-corruption campaign attempts –including civic education campaigns, sacking of alleged corrupt officers and the re- organisation of the GOSS procurement processes.

Much of the report’s value lies in its ability to give voice to the views and opinions of the Southern Sudanese. The report is not intended to be a comprehensive study of public opinion or of the whole population of Southern Sudan as it mainly covered respondents from Juba. However, it is designed for use in conjunction with other information sources and surveys. Participants in this report voluntarily took part in this research project with the understanding that their ideas, thoughts,

fears and hopes would be transmitted to those with the responsibility of leading this fledgling nation.

Several techniques were employed in this survey comprising both qualitative and quantitative approaches. The former used Focus Group Discussions (FGD's) and Key Informant Interviews (KIIs) while the latter employed the use of Household Surveys (HHS). Data collection was guided by tools designed and reviewed by the Commission and Satima Consultants Ltd (the consulting firm).

Key findings include the following:

- The respondents are optimistic about a corrupt free future. This confidence is based largely on their belief in the capability of Southern Sudanese to govern their country. In addition, their optimism is enhanced by GOSS's commitment to establish institutions, such as the newly formed SSACC, cabinet and the police who in one way or another have a mandate to spearhead the fight against corruption in the country.
- Despite the optimism respondents express a sense of fear and anxiety with respect to the sustainability of the Comprehensive Peace Agreement (CPA). In their view if the uncertainty around the CPA continues or if the CPA appears to be threatened it will provide some an opportunity to become corrupt.
- The corruption culture in Southern Sudan is mainly attributed to poor management skills and lack of operational procedures and guidelines for civil servants in managing public resources and offices.
- Respondents are aware of and have witnessed different forms of corruption. The forms of corruption mainly witnessed are:
 - Nepotism and favouritism especially in employment,
 - Abuse of government property especially vehicles,

- Misappropriation of government funds/resources, money laundering or using state resources for personal gains.
- Respondents rank the Government offices/ Ministry offices as the most corrupt followed by the police stations. The councils, private offices and the law courts are also other institutions that were rated as corrupt.
- There is a high level of frustration expressed amongst the respondents, with regard to GOSS's fight against corruption. Respondents feel that the government officers are not only participants in perpetuating corruption, but also lack the capacity to reign in corruption. In general, they are concerned about the ability and capacity of GOSS to truly curtail corruption from the top since the laws are continually flouted and no legal action is taken against the perpetrators of lawlessness.
- GOSS is still perceived as a movement and not a government with clear systems for officers to follow. Power is mainly abused by those who have been in the struggle and feel they deserve to be rewarded for the time they spent in the war regardless of the means
- The public perceives people who use public resources for their personal benefit or that of their community as wise people. This attitude is influenced by the culture of African extended families and the uncertainty of whether or not peace will be sustained.
- The returnees are disillusioned by what they see in their country. The culture of corruption that they had fought against for so many years seems to be taking root in their country sooner than they thought.
- The establishment of SSACC is perceived as a positive step towards reigning in corruption. However it still requires visible support and back up from all stakeholders in order to perform its duties and mandate. *"SSACC is like a newly born child who needs protection against diseases."*

Constitutional protection was the vaccination given to the child to protect it against the virus of corruption". They say.

- Respondents continue to fear the presence of military officer's involvement in the day to day running of government processes as they are perceived to abuse their powers. They believe and demand that any military officers given positions in government should be capable and must have the qualifications to run the institutions under them.
- According to the respondents, corruption is witnessed in all levels of government offices and cuts across both the junior and senior officers. The junior and senior ranks are seen as collaborators in corruption as none would succeed in the act without the support of the other. The GOSS offices and especially procurement offices of both government and military supplies and services are viewed as major points of corruption. Corrupt practices are associated with political leaders, party leaders and commanders in the army with positions of influence. Accountability and transparency are almost non existent due to lack of systems and absence of checks and balances throughout government structures.
- Respondents think that a collective and an all-inclusive approach to anticorruption initiatives are most feasible. Thus they recommend for a multi sectoral approach in the fight against corruption if it is to make any meaningful impact in the society. This should include GOSS, SPLA (military), civil society, the media and the public at large.
- Even after the signing of the CPA and peace generally prevailing in Southern Sudan, the management of public institutions is still strongly linked with the military whose actions are devoid of accountability. According to most respondents, accountability in the public sector is an important and integral part of ensuring that corruption does not thrive. Accountability brings with it checks and balances necessary for managing power and public resources and the military is not viewed as being capable of instilling such mechanisms in their management.

- The responsibility for GOSS and military officer's remains unclear and participants desire better organization of governance including decentralization as well as infusing of rule of law at all levels of governance.
- There is lack of a clear legal framework to combat corrupt activities in the country and it was felt that this is exploited consciously or otherwise by the perpetrators of corrupt acts in Southern Sudan.

The information gathered during the survey is detailed in this report. It is hoped that the report will be informative and encourage debate amongst Southern Sudanese, government officials, military personnel, political parties, NGOs, education institutions, development and funding partners as the fight against corruption continues.

This report which is the outcome of the assignment is set out in the following manner: **Section One:** gives an outline of the study methodology and design, **Section Two:** gives a detailed report of the qualitative and quantitative findings, **Section Three:** Gives the conclusions of the study, **Section Four:** Gives the recommendations and **Section Five:** The Annexes.

The survey was conducted between October and December 2007.

SECTION ONE

Synopsis of the Research Methodology and Research Design of the Survey

This section of the report details the research methodology and research design of the survey. It presents the approach and explains the methodologies used in the study.

Overall Goal

Establishing the perceptions of the peoples of Southern Sudan with respect to corruption and provide a basis for the development of the GOSS Anti-Corruption Strategy.

Objectives

The overall objective of this study was to establish the understanding, practices and attitudes of the people towards corruption. In more specific terms, this survey was designed to achieve the following;

- To establish an understanding of what the people of Southern Sudan perceive corruption to be
- To determine where the people of Southern Sudan perceive corruption to be practiced
- To establish the peoples value systems and attitudes towards corruption
- To establish the people's understanding of the consequences of corruption, and

- To assess the perception of the people of Southern Sudan in terms of GOSS efforts in fighting corruption

Two data gathering techniques were used for this study. The first was the household survey which facilitated the gathering of quantitative data. The second was the KIIs and FGDs which facilitated the collection of qualitative data.

Survey Methodology

The survey involved the use of both qualitative and quantitative research techniques. The following research techniques were used:

- Key Informant Interviews – This involved in-depth interviews with key Informants who included senior representative in the government, political parties, community leaders and the civil society.
- Focus Group Discussions – These were held to gain further insight into some of the issues that came out during the research. Participants were carefully mobilised, taking cognisance of suitable size, homogeneity and interests. The group discussions were carried out with community leaders and interest groups. Qualified moderators led the discussions to ensure fair contributions.
- Quantitative interviews - The quantitative phase allowed for the comprehensive accumulation and aggregation of statistical data that was easy to analyse and interpret. The statistical representation also allowed for segmentation and sub- cluster analysis of the data collected. The study used face-to-face interviews to solicit for information through a standard structured questionnaire. A total of 1000 interviews were realised with representatives of the 10 States covered during the survey.

Involvement of Anticorruption Commission Staff

Involvement of staff from the Commission throughout the planning and implementation of the survey was a requirement in order that:

- The quality of the survey is enhanced by the input of those with knowledge of the Commission, the respondents people and the context.
- The capacity of the Commission is built for future surveys and also in working with the consultants.
- Those involved have ownership of the results of the survey and can act as change agents in implementing the action plans arising from the study.
- Those who participated will clearly understand the findings and how to interpret them.

The Quantitative methodology

Since no population census has been carried out in Southern Sudan, it was difficult to get a sampling frame upon which to project a representative sample size. In this case the sample size calculation assumed an infinite population with a 95% confidence level and an error margin of $\pm 5\%$. Using the above formula a sample of 400 and above would have been sufficient for the study, but based on the need for a sample size that would provide a meaningful base for comparisons and statistical sub strata analysis a sample of 1000 interviews was used.

Sample size calculation

Large (Infinite) Populations

$$n = (zs/e)^2$$

Where:

$z = 1.96$ for 95% level of confidence

$s = p(1-p)$ p = estimated proportion

e = desired margin of error

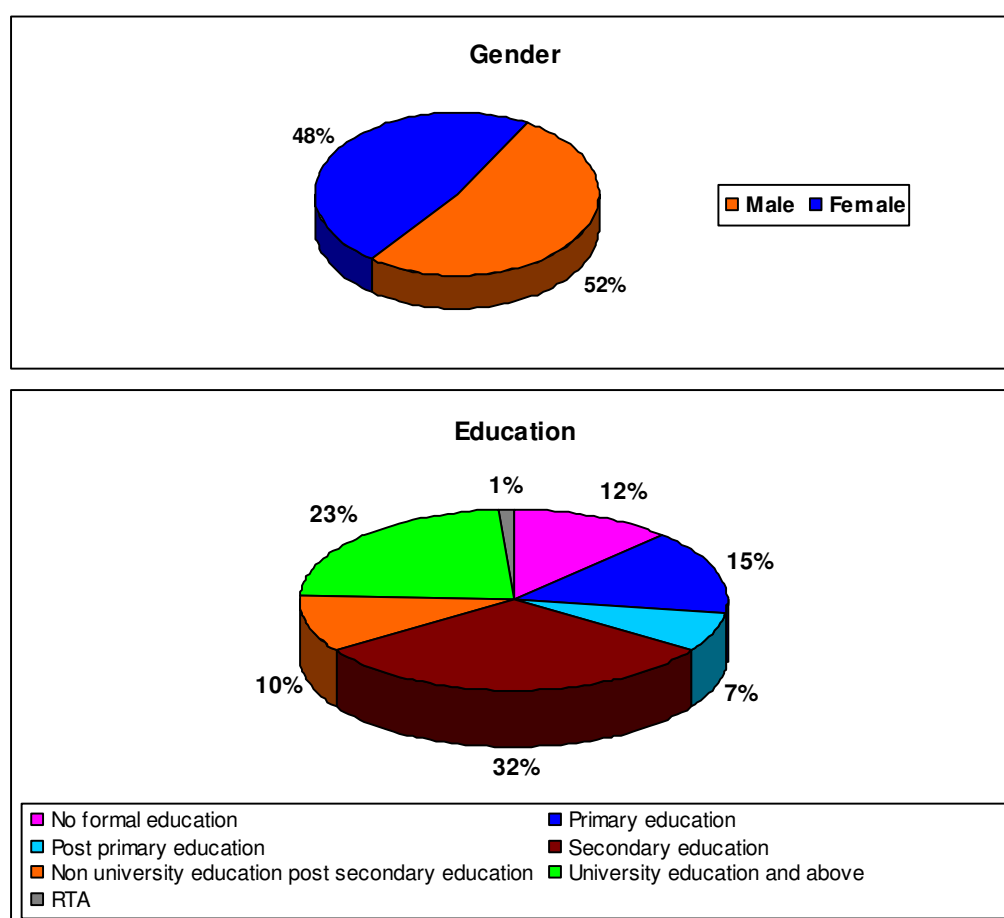
Since there is no available census data on the population of the Southern Sudanese, the respondent distribution was done purposively to cover different demographics of the population in Juba. As such, great care was taken to make the sample as all- inclusive as possible with respect to the major demographics in the study population.

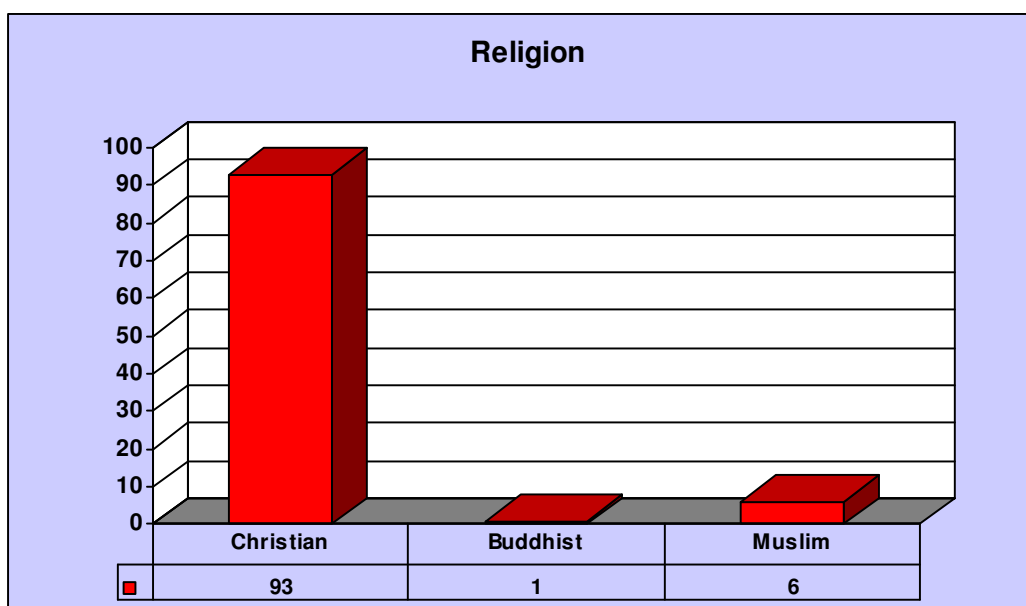
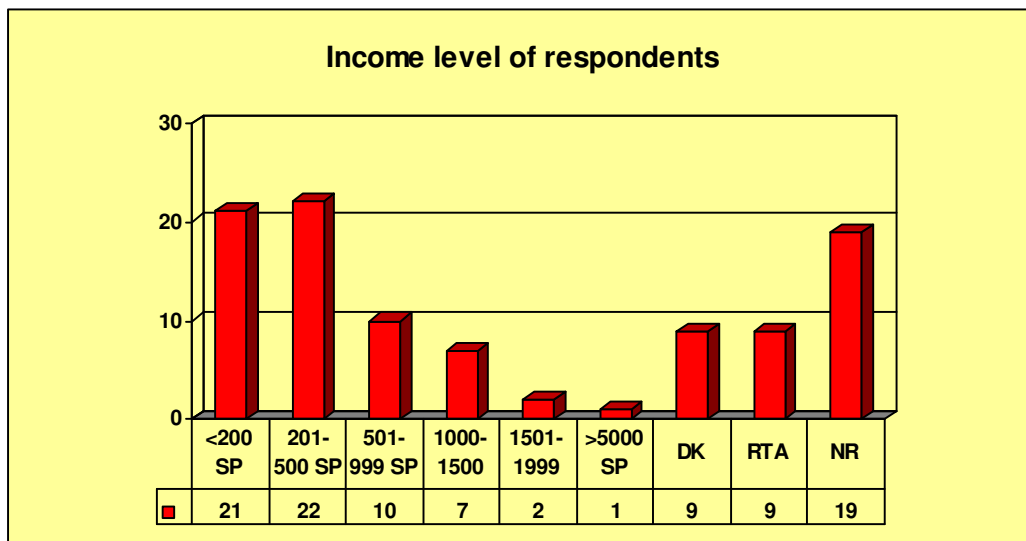
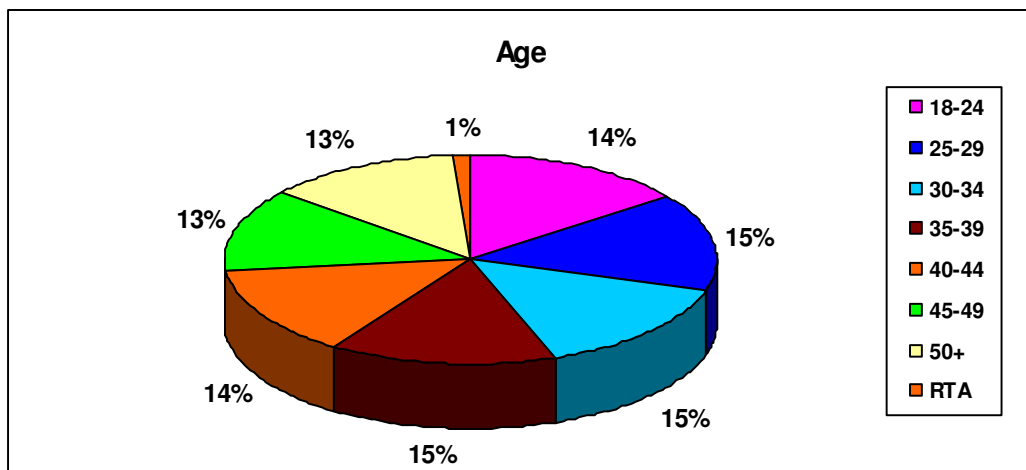
The Sample Design

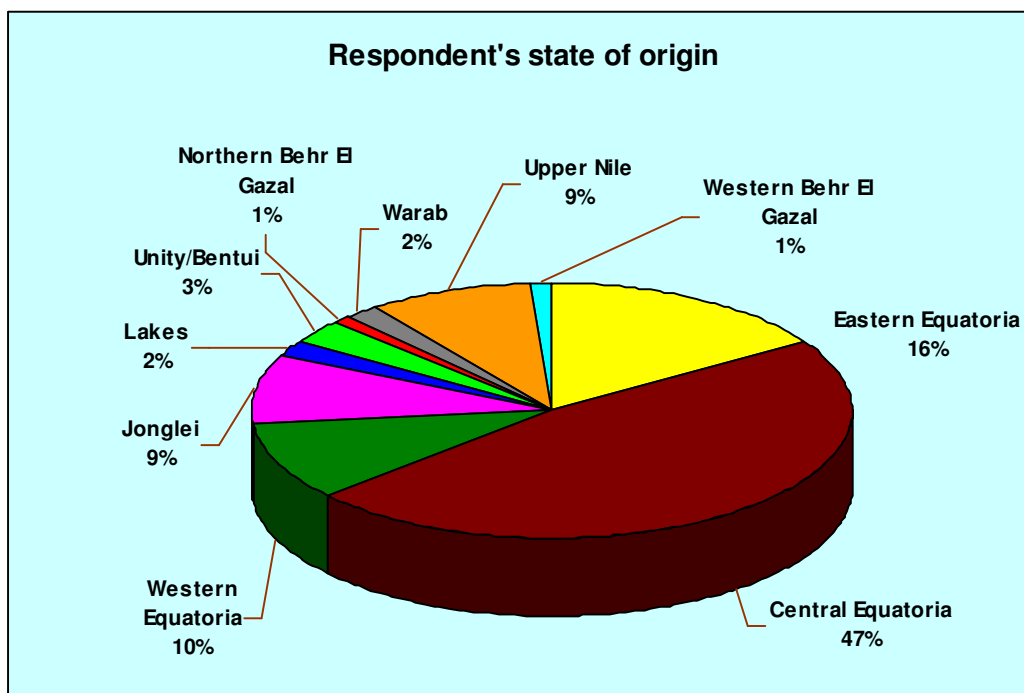
The survey adopted a multistage sampling method, which allowed for stratification of sample along area and administrative residential locality blocks within Juba. Demographics like respondent's state of origin were allowed to emerge naturally in the random process.

Demographic Findings

Demographic Characteristics of Respondents







The resultant Socio-demographic characteristics of respondents are summarized below:

Table 1: Demographic Characteristics

Characteristic	Proportion (Percent)
Sex	
Male	52
Female	48
Total	100

Age group	Proportion (Percent)
18-24	15
25-29	15
30-34	15
35-39	15
40-44	14
45-49	13
50+	13
Total	100

Level of education	
No formal education	12
Primary education	15
Post primary education	7
Secondary education	31
Non university education post secondary education	10
6 University education and above	23
7 RTA	1
Total	100

Religion	Proportion %
Christian	93
Buddhist	1
Muslim	6
Total	100

Average household income per month	Proportion %
Less than 200 Sudanese Pounds	21
201-500 Sudanese Pounds	22
501-999 Sudanese Pounds	10
1000-1500 Sudanese Pounds	7
1501-1999 Sudanese Pounds	2
2000-2500 Sudanese Pounds	0
2501-2999 Sudanese Pounds	0
3000-3500 Sudanese Pounds	0
3900-4000 Sudanese Pounds	0
4500-4999 Sudanese Pounds	0
more than 5000 Sudanese Pounds	1
Don't know	9
Refused to respond	9
No response	16
Total	100

Respondents State of origin	Proportion %
Eastern Equatoria	16
Central Equatoria	48
Western Equatoria	10
Jonglei	9
Lakes	2
Unity/Bentui	3
Northern Behr El Gazal	1
Warap	2
Upper Nile	9
Western Behr El Gazal	1
Total	100

The Execution of the Quantitative survey

The field personnel were mainly degree and diploma holders. They were recruited by SSACC and trained at a central point in Juba. The training covered in-depth field interviewing techniques, research methodologies and briefing on the purpose and objective of the survey. The trained interviewers' pre- tested the questionnaire within Juba, following which a feedback session was convened to discuss and firm up the survey instruments and study target groups. Secondly, to ensure that the recording of household information was being done accurately, spot monitoring of interviews at random was undertaken to ensure interviews were carried out correctly and according to the project brief. Having obtained data from the field, enumerators were then contracted to edit and code the questionnaires in readiness for data entry. The data was then analysed using SPSS.

The Qualitative Methodology

In the qualitative phase, the study used both the KIs and FGDs. The KIs were carried out with policy makers who gave insights on the key thematic issues on corruption. The FGDs included the civil society and community. To get a better understanding of the public's perception on corruption, different categories of people were interviewed. The following is the profile of the respondents interviewed through the various qualitative tools:

Table 2: Participants in the FGDS and KIs

Respondent type	No. interviewed
Deputy director for procurement	1
Auditor Generals Chamber	1
Traffic commandant Central equatorial state	1
SS Human Rights Commission	1
Women's Union, central Equatoria state	1
Immigration Department GOSS	1
United democratic front (UDF	1
Secretary General Equatorial state	1

Focus Group composition	No of groups
Youth Group	1
Women Group Juba	1
Civil Society group	1
State representatives group	1
Total	4

The technique was used to gauge opinion and attitudes of various stakeholders on issues of corruption across the country. Unlike the results of the quantitative study that are statistically representative of a sample population, the qualitative technique is not a precise measure of the public's attitudes. Rather, the FGDS and KIIs are helpful in gaining a deeper understanding of the public's attitudes and attitude formation towards the thematic areas under investigation.

Execution of the Qualitative Phase

In order to moderate the focus groups and the KIIs, SATIMA developed a discussion guide of issues to be discussed for use when leading the discussions and interviews. The questions were deliberately designed to be general in nature to acquire knowledge about attitudes and motivations towards corruption. Although the original guide was designed in English participants were allowed to express themselves in the language that they felt was comfortable to express their feelings. It was often interesting to observe how different groups reacted to the same questions. In keeping with standard focus group procedure, the moderators posed questions in an open-ended manner and encouraged participants to share their opinions rather than to provide an analysis of corruption in South Sudan.

While the researchers had taken all the factors into account in choosing focus groups, including, age, gender, special groups etc, and had to balance these against the state representation of South Sudan, where there ten states, it was not possible to achieve the desired group composition in all the groups.

Satima had planned to conduct 6 FGDs and more than 10 in-depth interviews in a two week schedule, However, due to incomplete appointments and reluctance from representatives of some selected institutions for the focus group discussion and key informant interviews, only two focus group discussions and three key informant interviews were conducted within the stipulated timelines. In the end however, the appointments were secured following another mobilisation process.

Analysis

Most of the focus groups and KIIs were audio taped, the voice information was then transcribed in English and the information was then analysed using grids along key thematic areas.

Limitations to the Study

There were various challenges encountered in trying to reach some of the target respondents. However these constraints did not affect the statistical validity of the survey. These included:

- Statistical data limitation: Southern Sudan has never had a census to determine population as well as demographic distribution of the sample, hence the sampling was done purposively to try as much as possible to cover the demographic representation of the population.
- The study was mainly urban based owing to logistical difficulties associated with infrastructure development in the other parts of the country, as well as financial resource limitations
- The interviews did not cover all sectors of society in all the geographical locations of Southern Sudan and may therefore not be used as a basis for making generalisations about the practice of corruption in all of Southern Sudan.

Some Challenges Faced

- Some respondents were un-cooperative as they felt like they were being investigated on corruption
- Some respondents felt insecure and were not free to express all information they wished to express for fear of being followed up and arrested, in spite of the assurances made by the researchers
- Respondent fatigue was occasionally witnessed in cases where participation in research was happening for the first time.

- Some respondents from government institutions refused to be interviewed on the ground that they will expose government secrets and weaknesses of which they are part.
- Some government state Coordination representatives refused to be interviewed on the ground that they have their own anti-corruption branch offices in their own States and that they would prefer to be interviewed by the staff from their own anti-corruption branch offices
- Police forces on duty refused to be interviewed on the ground that they need approval/or authorization from their senior officers
- Some respondents said that SSACC should have put announcement on the radio to notify the public about the corruption perception survey exercise.

SECTION TWO

Key Findings

This section of the report details findings of the survey drawn from the in-depth interviews, the focus group discussions and the household survey. It presents perceptions of respondents on pertinent issues of corruption in the country. It is a collation of the respondent's views regarding key broad areas around the knowledge, attitude and practices towards corruption in Southern Sudan.

National Mood

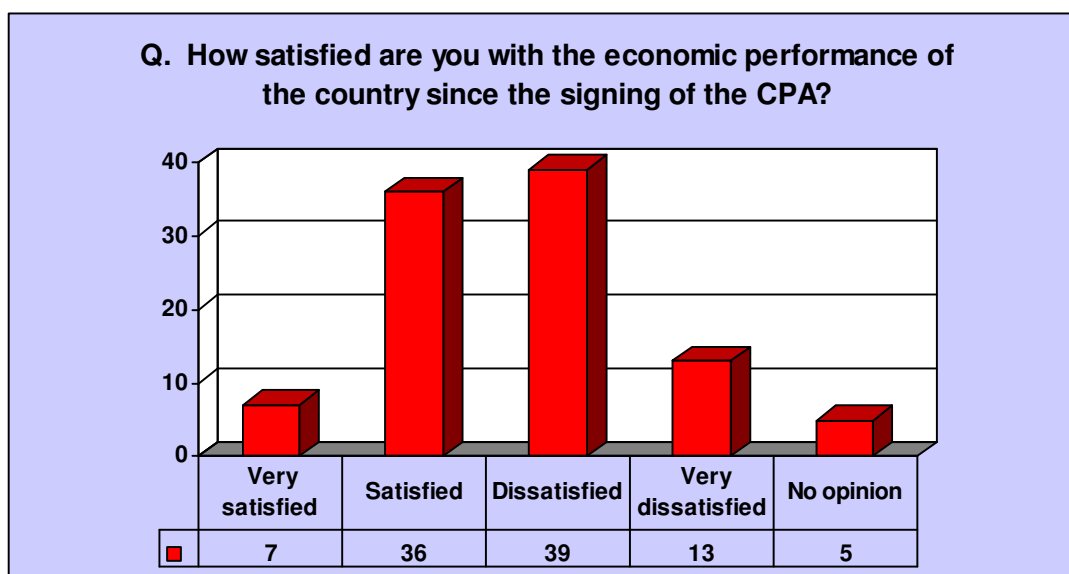
Following the signing of the CPA, which signalled the end of the war, Southern Sudan has been intensifying its efforts to ensure that the construction of post-war Sudan becomes a reality. The CPA though fragile and going through a precarious process at the time of the study was viewed as opening a new chapter in the life of the nation of Sudan. However, this process has faced several challenges and to some extent, the widely expected peace dividends are not very visible resulting in widespread complaints concerning service delivery. In response to these challenges, the government of Southern Sudan developed the 200 Days Action Plan as a strategy to garner quick wins in key sectors including strengthening of institutions of governance and development of infrastructure. The people acknowledge that things could be better, and many are apprehensive about the implementation of the peace agreement. They constantly worry about insecurity, employment, education, health and water. All the same, the people of Southern Sudan who were interviewed generally want to leave the past behind and look forward expectantly to a better future.

“Despite what is happening to the peace agreement at the moment, I don’t think the people of Southern Sudan are willing to go back to war”.

KII, Auditor General's office

Overall, slightly less than one half of those interviewed (43%) claimed to be satisfied with the economic performance of the country since the peace agreement came into force.

Fig. 1: Satisfaction with the country's economic performance



However, most of the respondents interviewed claimed they were ready for the final stages of the transition to independence and democratisation, and it emerged that they were facing it with a degree of self-confidence.

Those interviewed however discredit the Northern Sudan government with bringing instability to the country by not implementing the peace agreement as was agreed between the two states. This, they say, if not addressed as a matter of urgency may lead to instability – a situation that they do not desire.

There is a general feeling amongst the respondents that corruption has affected the enormous potential to build the new nation of Southern Sudan. Emerging practices of corruption (such as nepotism/favoritism) have had negative effects resulting in a sense of frustration and the spirit of national patriotism amongst the people is slowly dwindling. This apparent breakdown of the Southern Sudanese sense of patriotism is evidenced by people retreating to their tribal, community or extended family cocoons in the delivery of services and particularly in recruitment and appointment to public office.

Some feel that the characteristics of the GOSS are more akin to a movement than a government and that corruption is occurring at the top and middle levels of government. The affinity and closeness of comrades is gradually translated as a significant criterion for access to opportunities and resources. Consequently only a few people are viewed to benefit from peace dividends in terms of resources, employment and senior government appointments while the majority remains poor. Those interviewed strongly feel that there is an urgent need to reawaken the spirit of patriotism and brotherhood that inspired and gave them unity of purpose during the war.

There is also a feeling amongst the respondents that GOSS lacks the necessary operational procedures and laws to guide its work. This is attributed to the nascent government structures which are still being established. There is a general feeling of impatience at the slow pace of developing procurement and operational systems for effective and efficient delivery of services. As a result, administrative malpractices are likely to occur and gradually become entrenched.

Although, many of those interviewed felt that the government has been lethargic and slow to act even in instances where corrupt practices are known to be common, they expressed optimism that emerging government structures such as the SSACC would effectively respond to emergent corruption. The respondent's expressed confidence and high expectations that SSACC will adequately respond to corruption due to its stature. They indicated that the Commission staff present the model of diversity that Southern Sudan should aspire for and also noted the unshakeable integrity and courage of the Chairperson which in their view are essential characteristics for a strong institution.

Knowledge and Understanding of Corruption

There is a general understanding of what corruption means amongst the Southern Sudanese. More than (90%) of those interviewed closely linked corruption with mismanagement of public utilities, funds and abuse of office for personal gain.

“What I would say is that corruption is abuse of public utilities, it is also happens when I employ only my people to an institution”

Participant FGD

Table 3: Description and understanding of the term corruption

Understanding of term 'corruption'	%
Misuse of government property	38
Looting/ embezzlement of government property	30
Nepotism/Favoritism	13
Lack of transparency	5
War/ clashes	4
Something is not going on well	3
Unlawful payment	2
Negligence and ignorance	2
Cheating	2
Others	3
Total	100

“In some ministries in Southern Sudan, the government allocates money for a certain purpose but the ministry does not do it as required, so this is also a form of corruption”

Participant FGD

The face of corruption manifests itself in several forms in Southern Sudan, the most often visible and quoted forms include: nepotism, favouritism, abuse and lack of accountability of public funds. Throughout all the focus group discussions and interviews,

nepotism was repeatedly discussed and has become widely practiced causing anger and frustration amongst the respondents who feel that their dreams and expectations of peace and equal distribution of resources are jeopardised.

While corruption was mainly associated with misuse of public funds for personal gain, it emerged that some respondents justify such acts as a reward for having fought in the war. The legacy of the civil war has not erased the trauma from the

collective memory of the Southern Sudanese. Whilst this form of justification exists, it is viewed within a context that is largely informed by their former oppressors who with impunity amassed their wealth, dispossessed them and oppressed them for many years. Following the peace, those who fought consider some of the corrupt practices as part of recognition, honour and reward for their perseverance and commitment to a free and peaceful South Sudan. The culture of intrusive corruption from their former oppressors is continually being ingrained in Southern Sudan. According to some, the pain, suffering and consequence of this conflict demands that the victims/heroes of the civil war as well as their friends and dependants, be rewarded by being given prime positions in the government regardless of their qualifications or capabilities.

“the people who fought in the war feel that they should not pay for anything from the government and it’s the governments responsibility to provide them with free services now that Southern Sudan is free”

Participant FGD

“People do not know their rights and do not demand for their rights e.g. women do not ask for the 25% of the jobs that is entitled to them” Participant FGD”

KII, Women’s union

The emerging institutions in Southern Sudan are not yet fully understood. Some respondents do not know what the government is supposed to do, nor do they know the obligations of government to the people. Most of the respondents

do not know what the authorities have been doing or need to do on their behalf since the GOSS was created. As a result, they are not aware of what to expect from their government and most importantly how to engage the government or hold it accountable. This places them in a precarious position upon which to make demands whenever corrupt practices are witnessed.

Those interviewed stated that a large number of people still do not understand what procurement is and the processes are still new to the Southern Sudanese. In the past, goods and services were procured through informal processes that verified the trustworthiness and reliability of the supplier and this was sufficient. Currently, the

“The procurement policy in Southern Sudan is yet to be made clear to all stakeholders in GOSS; we are still in the process of implementing it”

KII, procurement officer

procurement systems are still in the formulation stage and are yet to be embraced by different stakeholders in the public offices. The knowledge around procurement is necessary so as to empower the people to be effective watchdogs for their resources.

Corruption is not confined to a certain class of people; it cuts across all social classes from the top to the grassroots level.

“You know corruption is not only by the big people up there! The middle class also participate because they hide what the big people do”

FGD, Women leaders

Whilst there is a general understanding that corruption refers to misuse of public power in terms of resources and influence for personal gain, there were some respondents who defined and interpreted experiences where they were unjustly treated to be corruption.

The following situations for example are defined as practices of corruption:

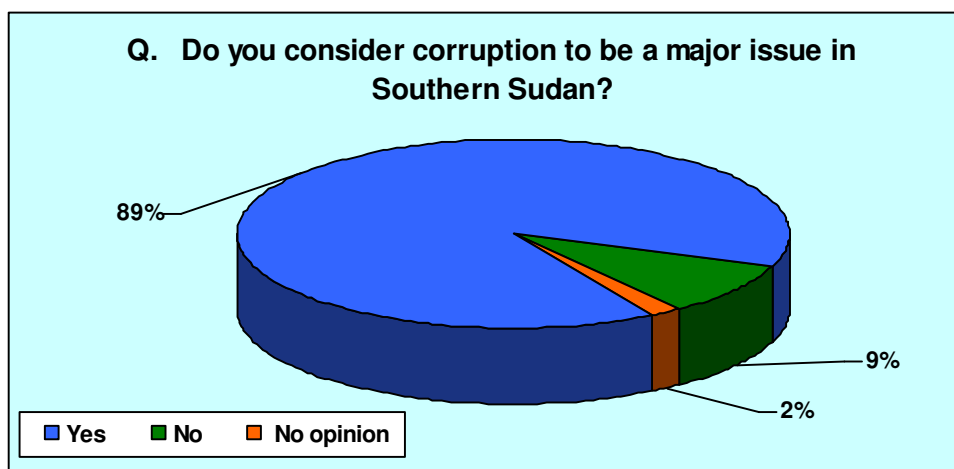
- Making people work for long hours without extra pay for overtime allowances in work situations, or refusing people sick off days. This was viewed as denying people their rights.
- Denying women their constitutional 25% opportunities in employment and other appointments.
- Denying people services in government offices by not attending to them and asking them to come back another day.
- Not having any social programmes and services especially for the youth so that they are idle and not socially engaged.

Attitudes Towards Corruption

Attitudes and beliefs are informed by the experiences of an individual or community and are largely influenced by the environment and conditions that one lives. The attitudes towards corruption are informed to a large extent by the Southern Sudanese historical experiences under different structures of governance. Also influencing their current attitudes is the expectations arising from the signing of the peace agreement such as seamless government processes and immediate delivery of infrastructure across Southern Sudan.

Those interviewed perceive corruption as an important issue of concern to the people of Southern Sudan. (89%) of those interviewed acknowledged that this is a major issue in Southern Sudan. In elaborating why this perception is held by the majority of the people, some respondents indicated that while there were visible large amounts of money within government, the absence of government services at community levels indicates that funds are inappropriately utilised. Some could not understand why basic services such as health were not available. *“Why should the sick share beds while others sleep on the ground?”* Others felt that the government’s priorities were not seriously thought out, giving examples of many senior government officers frequently travelling abroad, acquiring many vehicles acquiring or building big residential houses and spending huge amounts of money which could otherwise be spent in providing basic services to the people.

Fig.2: Perception on the magnitude of corruption in the country

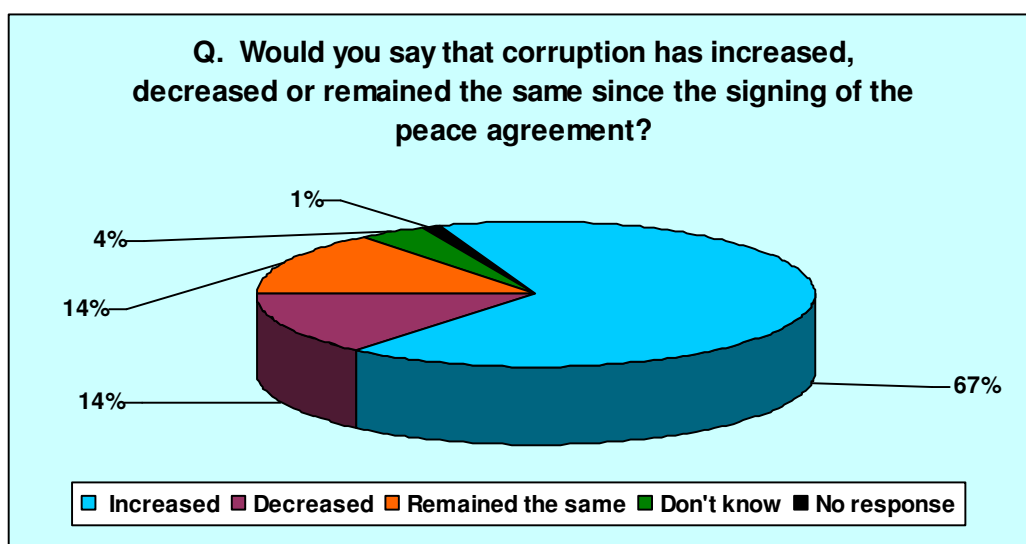


Corruption is perceived to undermine the country's fragile and fledgling peaceful transition, by putting an unofficial price to acquisition of employment, poor quality service delivery owing to the employment of unqualified staff in most government institutions. It is perceived to have increased (67%) rather than decreased since the signing of the peace agreement.

“At the village level corruption is so much, the children of the poor are not considered in the school intakes, we need free education for our children and basic human needs then corruption will go down”

Participant FGD

Fig.3: Perception on the reduction or increase of corruption in the country



This is further compounded by the attitude that those who fought in the war deserve to be employed and rewarded by the government of the day as a compensation for their years in the struggle, commonly referred as “the bush”.

“There is this feeling that if you fought in the war you deserve to have a place in running the government and likewise the people that you fought with in the bush should also be given positions in the government regardless of education background or qualifications”

Respondent KII

Settling from the war situation makes the Southern Sudan situation intricate because, there is lack of proper and effective infrastructure on how to integrate those who fought

in the war back into the society. Further, the war rendered many people orphans and/or dependants on those who were left behind; hence the heads of households find themselves with a huge task to fend for dependants without proper employment and or source of income, hence justifying their involvement in corruption. In addition, amongst the Southern Sudanese, the extended family is highly respected and valued and as such many feel obliged to their relatives offering them public jobs or seeking corrupt ways to earn money and fend for them. The high and almost unrealistic expectations that a better and improved quality of life would be witnessed immediately after the war, is yet another reason informing the perception that corruption levels have increased.

“After the war, there is the social responsibility to take care of others, sometimes you find yourself with a burden to feed people, therefore you have to engage in corruption to sustain your people”

Participant FGD

The uncertainty with the CPA pact is also perceived to have an influence on increased corruption levels. There is a feeling that the agreement may not succeed in securing sustainable peace and war may start again, hence the current time is perceived as the opportune moment to accumulate as much as one can get from public resources.

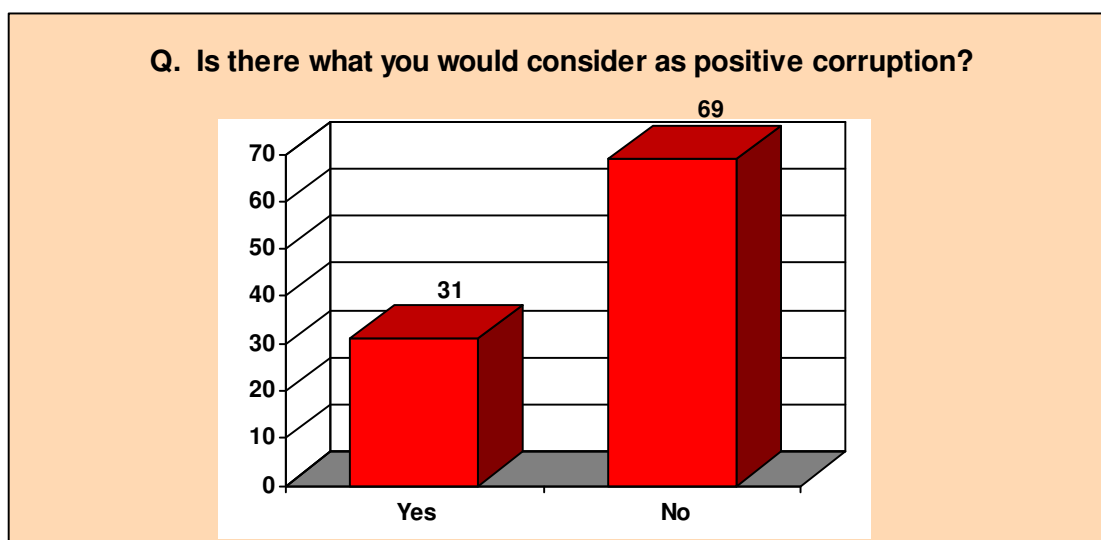
“It is better to eat now when there is an opportunity. If you do not others will...”

KII

Perception towards Positive Corruption

When asked if they believed in ‘positive corruption’, (31%) of the respondents agreed that under various circumstances they would abet corruption and consider it as positive. A wide range of explanations were provided to explain why positive corruption is permissible and excusable and ranged from claims to lack of knowledge about corruption and lack of management skills to be able to detect and avoid corruption. Other explanations given included lack of procedures and laws guiding civil service behaviour leaving space for arbitrary and discretionary decision making; the traumatizing war experience that left behind a pained and traumatized population that does not respect law and order; and the traditional, customary normative behaviour that obligates people to take care of their extended families and communities.

Fig.4: Perception on positive corruption



The affinity to engage in corrupt activities is high when individuals stand to gain from it or to save a life; (22.1%) of the respondents said they would engage in corrupt activities if only they are benefiting from it; followed by (18.9%) who said they would engage in corruption “to save life) and (15.5%) if to secure a job or land. However (26.6%) will not engage in any form of corruption regardless of circumstances.

Table 6: Justification of corruption

Under what circumstances would you feel it is right to participate in corruption	%
" If you are the one to benefit "	22.1
" To save a life "	18.9
" When looking for land, job "	15.5
" If it enhances development "	12.5
" To help someone of my tribe "	11.5
" Get services from the government secure business permit, education etc"	17.0
" To avoid government interference "	9.4
To avoid mistreatment	6.9
" If your salary is delayed"	5.1
" If bribed"	4.3
" Pressure from people"	4
" To escape poverty "	3.8
" Stealing to feed the hungry "	1.5
Others	2.9
" Cannot engage in any form of corruption "	26.6
Total	100

Most of the respondents (69%) in Southern Sudan would prefer to wait for services that they are entitled to, write a complaint letter or forgo the service altogether rather than engage in corruption.

Fig.5: Perceived action towards corrupt approaches



Practices

Given that the country is emerging from war, Southern Sudan has seen long periods of economic stagnation, political instability and poor governance. Corruption is quickly justified under the guise of ‘settling down’, lack of institutions and systems and rewards for the long service in the war.

“Because our people are coming from war, we need to have people who can help in planning and not necessarily Sudanese”

KII women’s Union

The most common types of corruption in Southern Sudan include:

- nepotism and tribalism,
- misappropriation of government property,
- embezzlement of government and public resources,
- Extortion and bribery.

Penetration of Corruption

The quantitative survey indicates that more than half of the respondents (54%) had encountered corruption in one form or the other. However just over a quarter (26%) of those who experienced corruption report these cases to the authorities.

Fig.6: Penetration on corruption in the country

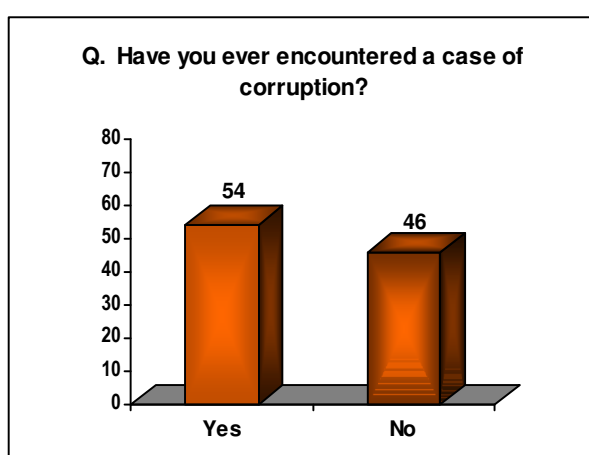
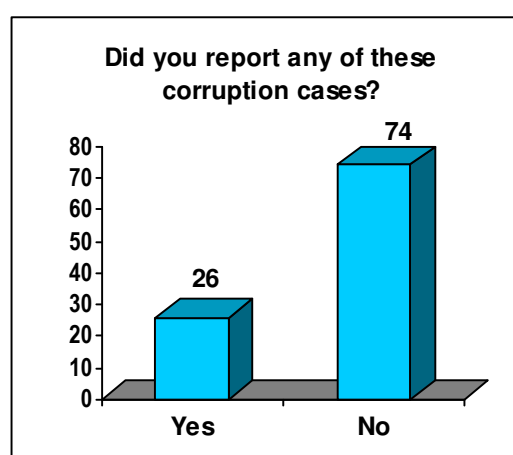


Fig.7: Incidence of reporting corruption cases



Reasons for Not Reporting Corruption

There is a wide range of reasons for not reporting corruption ranging from not knowing where to report, lack of confidence in the law enforcement mechanisms or having insufficient evidence to prove the corrupt act, as shown in Table 4. (40%) of the respondents indicated that they do not know where to report cases of corruption whenever it happens. There is a great feeling of despondency to reporting cases with the remaining 60% either feeling that no action would be taken or fear of reprisals as a result of reporting these cases.

Table 4: Reasons why corruption cases go unreported

Why respondents do not report cases of corruption	%
Do not know where to report	40
Knew culprits would not be prosecuted	19
Could not prove if asked	11
Reporting only creates problems	8
I did not have any particular reason	8
I would have suffered the consequences	6
It was petty	2
I would not have protection against possible reprisals	2
I would have been arrested too	2
Total	100

The key informant interviews further revealed that the relationship between different stakeholders responsible for meting justice over corruption cases is not clear. There are questions as to where the responsibility for law enforcement resides. At times there is conflict between the police and the military. As a result custodians of anticorruption fight are at times left helpless as they try to meet their obligations in the fight against corruption.

“The government is doing nothing, even the Minister who was arrested was released from jail by his strong allies, now he is only under house arrest. This is not good enough”

Where and How Corruption Occurs

Interaction with Different Forms of Corruption

Corruption in Southern Sudan exhibits itself mainly in the exchange of bribes (34%). It is also noteworthy that in Southern Sudan any form of behaviour perceived as wrong doing or denying some one their rights is also closely associated with the term ‘corruption’

Table 5: Practices of corruption witnessed in Southern Sudan

Forms of corruption	%
Favoritism	34
Bribery	14
Lack/Poor service delivery including health/education)	14
Lack of job opportunities	12
Inequality (hatred jealousy, selfishness, Hatred)	12
Misuse of public property	5
Not paying workers	4
Poor governance/development	2
Lack of institutional bureaucracy	2
Killing people/ torture	2
Others	1
Total	100

The qualitative interviews suggest that all forms of corruption are evident in all government offices and cuts across both the junior and senior officers in public offices. The respondents cited the following as some of the areas in which corruption occurs:

- Foreign travel – Public officers make arrangements for non-existent courses especially in foreign countries. These are difficult to ascertain or check upon. They also arrange for medical treatment in foreign countries while others arrange for unnecessary foreign trips and use such opportunities to send their children to foreign schools.
- Abuse of government property – Abuse of government vehicles is viewed as one of the main ways in which public property is misused. Some people allocate themselves more vehicles than they need regardless of fuel use and use the vehicles to perform non-official functions
- Purchase of goods – Corruption in purchases occurs in people inflating prices of goods and pocketing the extra pay in connivance with suppliers. Awarding of tenders to unqualified contractors is seen as the main cause of poor workmanship witnessed in some government projects.

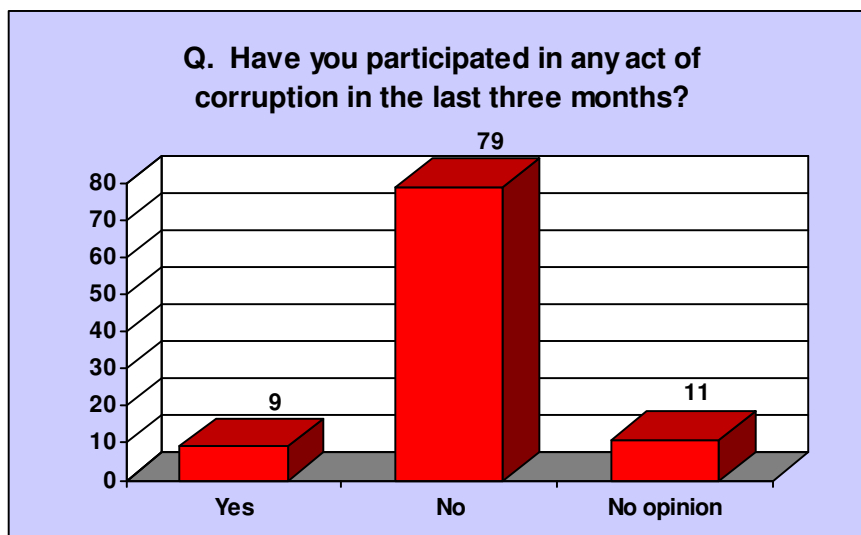
- In service centers corruption is also quite common
 - ❖ People are made to pay for services that they are entitled to for instance medical.
 - ❖ People are not issued with receipts for revenue paid while in some cases the amount due is demanded in USDs which is double the value of local currency. In such instances only half is receipted or none at all.
- In traffic regulations – The traffic registration with “NS” is not accounted for in normal government revenue books. In traffic regulation implementation, some people especially those in positions of power and authority disregard traffic laws. These people also protect traffic offenders
- In the civil service – People in authority withhold the salaries of their juniors. Others not only employ relatives and tribes-people but also have fictitious names or ghost workers in their pay rolls. “Some people `work ‘in several offices and receive several government salaries during the same period.”
- Army – some instances include:
 - ❖ Withholding of salaries for even up to 6 months.
 - ❖ Unfair and unprocedural promotions for relatives within the army ranks. One very demoralizing practice cited during the interviews is where a military senior appoints relatives into senior ranks of the army without merit, and trained, experienced soldiers are expected to salute them.
- Judiciary – People of means were cited as being able to use legal technicalities and lawyers to escape justice. The people felt that the justice system should not condone this.
- Revenue collection centers – Borders, entry points, police and customs were cited as centers of corruption where revenue is collected and no receipts are issued and the collected amounts do not go to the government.
- Service centers – Barriers are placed in these service centers so that people find it difficult to access services so that they may bribe for the service, for instance in accessing medical treatment in hospitals.

- Roads – Roads were cited as centers of extortion and bribery by the police and the military.
- In states – A lot of state workers were accused of using State property as personal property
- Employment centers – Any place where employment is taking place in government offices was seen as a place where nepotism and tribalism is practiced.
- Government and private sector – Transactions between the private and public sector were seen as instances where government officers used the opportunity to demand for bribes.

Perceived Response to Corrupt Approaches

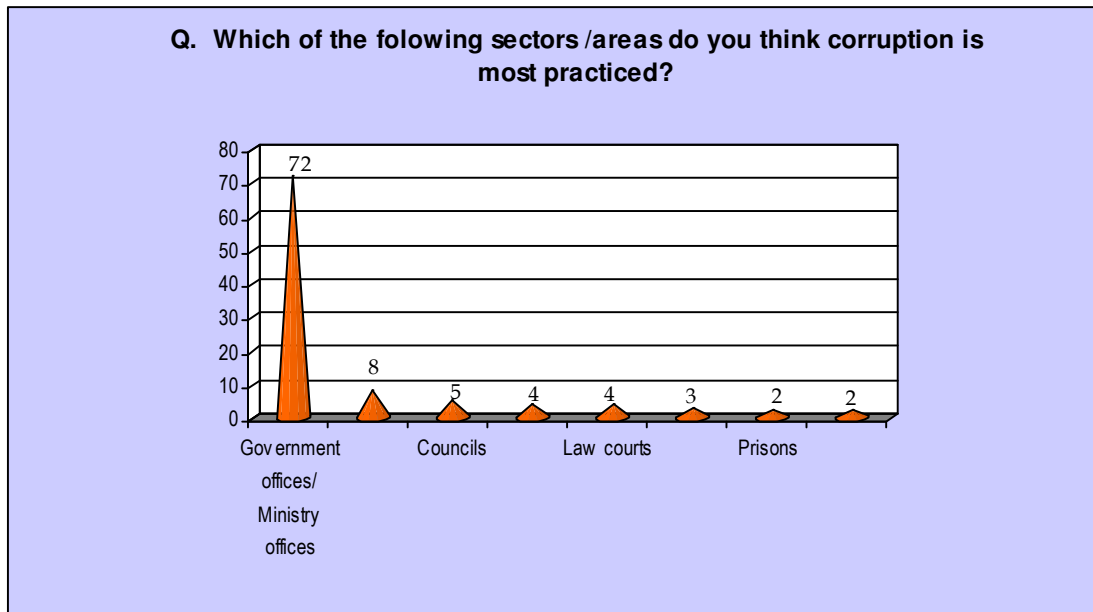
Despite the fact that (54%) of the respondents had experienced corruption, only (9%) admitted to have participated in corruption.

Fig. 8: Participation in corruption in the last three months



In terms of identifying corruption prone areas, respondents highlighted government offices as the most corrupt, and in particular government ministries and other government institutions. The government ministries (72%) are perceived to be the most corrupt institutions followed by the police (8%) and the council (5%).

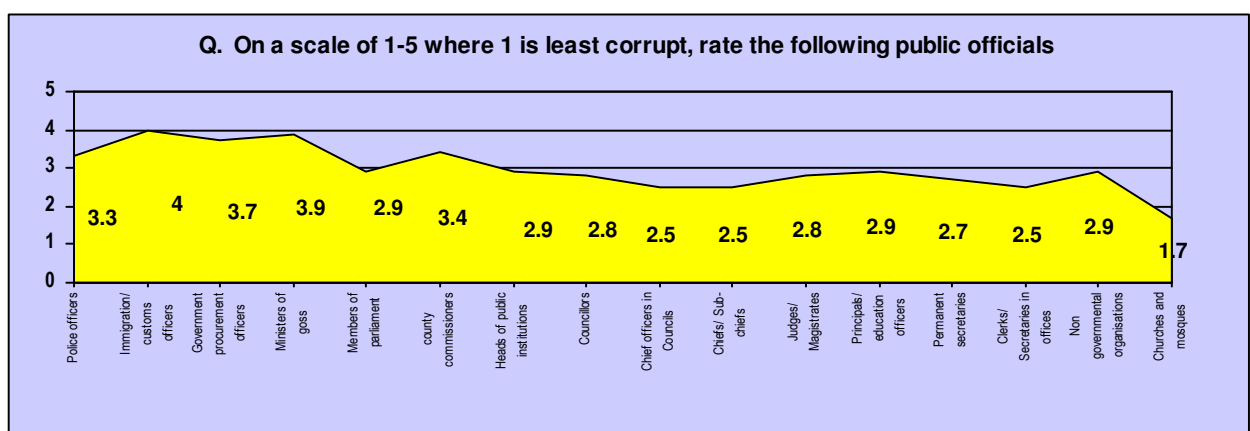
Fig. 9: Perceived scale of corruption in institutions



The government officers who lead these institutions enjoy wide discretionary powers and are more often than not held accountable for the decisions that they make. The absence of systems and procedures to guarantee some check and balance processes provides room for wide discretions that can be manipulated.

In the public sector, the Immigration officers are thought to be the most corrupt with a mean score of 4, followed by the Ministry of Finance, GOSS 3.9, government procurement officials at 3.7, and the police at 3.3. The religious sector (churches & mosques) and the NGO sector are perceived to be the least corrupt.

Fig. 9: Perceived scale of corruption in institutions



The participants of the FGD's echo the same sentiments about corrupt officials in the public domain. The ministries, military and the immigration departments, the police are seen as the most corrupt.

"The most corrupt officials are the Ministry officials and the Military"

Participant FGD

"In a place like the customs, someone asks you for money to assist you pass through, but if you ask for the papers he says NO" Participant,

Youth Group FGD

However, GOSS is perceived to be powerful and thought to have the capacity to contain or propagate corruption in the country

"GOSS is all powerful. So everything good or bad happens because of GOSS - That includes corruption."

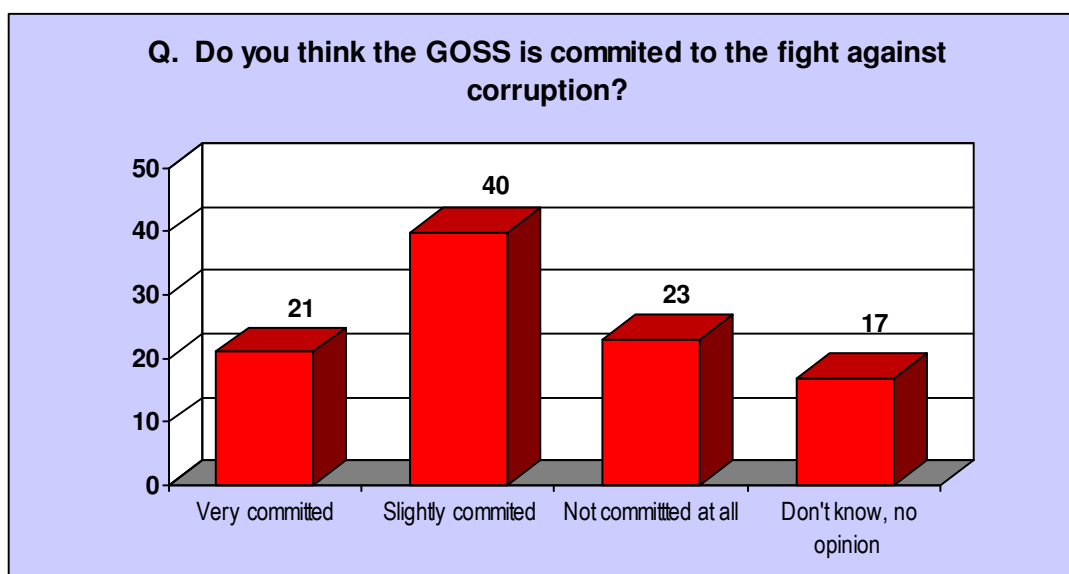
KII respondent.

Perceived Government Commitment to Fight Corruption

The President of the GOSS, Salva Kiir has consistently declared his government's commitment to fight corruption and in particular it's zero tolerance policy to corruption. The establishment of a constitutional Anti-Corruption Commission is seen as a reflection of this commitment. In addition, the drafting of legislation to operationalise the Commissions work and the Public Financial Management Bill which are scheduled for discussion by the GOSS Council of Ministers are seen as indicators of the government's willingness to respond to corruption. The formation of a technical team to review all major contracts entered into by GOSS in February 2007 was viewed as yet another way of working towards improving systems and responding to any malpractices in the award of contracts.

According to the Southern Sudanese, a majority feel that some attempts have been made to fight corruption placing the awareness levels of anticorruption initiatives at (65%) among those interviewed. Despite the high awareness level with respect to corruption in the country, slightly more than half of the respondents (61%) interviewed were convinced that the GOSS is committed in its fight against corruption.

Fig. 10: Perception on the GOSS commitment to fight corruption



Even though the President himself is seen to have taken a lead role in the fight against corruption, the government's efforts appear to be undermined by lack of a law to operationalise the SSACC, absence of proper systems and well resourced

institutions to implement the anticorruption agenda. GOSS has acknowledged in public pronouncements that as a regime emerging out of conflict situations they are confronted with weak structures and institutions, low capacity and poor systems which are often prone to corrupt practices. Their efforts to respond to these challenges has resulted in various interventions such as the 200 Days Action Plan capturing quick wins for the institutional infrastructural development.

"The SPLA does not respect the law enforcers (Police) they are lawless, they even remove men from jail when they are arrested"

KII immigration department,

Stakeholders in the fight against corruption insist that there is need to institute measures that will focus on institutional capacity building across all sectors, particularly within the government structures. In addition, they strongly recommend that the Anti-Corruption Commission should be empowered with capacity, resources and power to prosecute those caught in corrupt deals. These types of accelerated measures are believed to have the potential of arresting emerging trends of corruption.

In acknowledging the GOSS's commitment and efforts to fight corruption the respondents endorse the efforts by citing key landmark activities such as the arrest of the former Minister for Finance, hiring of foreign auditors to audit government expenditure and the professional practices being engendered in key institutions like the SSACC especially in its broad ethnic representation in human resource hiring and non-wasteful resource use. Others cited include the continued publicized political will to fight corruption as expressed by the late Garang and current president Salva Kiir, the general public's confidence in the integrity of the chair of SSACC; and the undertaking of this Perception Survey by the SSACC.

Despite these efforts however, some of the respondents are beginning to question the GOSS's commitment due to diverse actions that are inconsistent with the anticorruption fight. Some instances cited include: the release from jail of the former Minister of Finance from jail though he is currently under house arrest, the protection of arrested criminals by SPLA especially in instances where they have stormed police stations to force the release of relatives or friends who went on the wrong side of the law, and the apparent inaction against other corrupt ministers. They further cited the delay in enacting the laws that would facilitate smooth operations for the SSACC and the Auditor General's Office which are key institutions in fighting corruption. . All these are viewed as inactions that tend to undermine the governments stated commitment against corruption.

“At the moment, what SSACC is doing is fire – fighting. It needs to be more proactive and stop corruption before it occurs”

– FGD youth,

Consequences of Corruption

The people of Southern Sudan recognise the impact of corruption on the country. As a whole, poor or lack of development (64%) is considered the most outstanding impact of corruption. At the wake of emergent corruption, the sense of unity, comradeship and national patriotism is

“If my tribe has no ministry where I can go, where do I go if my tribe has no ministry?”

Participant FGD

being undermined. This, according to the respondents is a serious consequence, as the Southern Sudanese have over the years developed deep and unchallenged solidarity. It is this solidarity that enabled them secure peace and negotiated for acceptable and solid protocols as captured in the CPA. Thus, emergent corruption is viewed as a serious threat to the stability of the CPA. The respondents perceive that they are now more vulnerable than before as the trust and loyalty they previously cherished and shared is gradually dissipating.

Table 10: Perceived consequences of corruption

Consequences of corruption	%
Poor/lack of development	64
Weakened national spirit and patriotism	12
Poor service delivery	9
Unemployment	6
Denial of human rights/mistrust	4
Instability/war	4
Others	1
Total	100

The qualitative data revealed other perceived consequences of corruption in the society which include a feeling of disappointment and frustration by the general public due to lack of services. There is also a feeling of disillusionment with the loss of the dream of a progressive Southern Sudan that offers equal opportunity to all. There is also frustration with the delay in development of social services and infrastructure e.g. in building roads, hospitals and schools. People are loosing confidence in the government.

“Apparently people feel they are not getting what they fought for, for all those years in the bush.”

Respondent, KII

The growing disparity between the ‘haves’ and the ‘have nots’ continues to pose the challenge as to why the war was so important if it were still to result in inequalities. These strong feelings of disillusionment are likely, according to some, to cause tax avoidance and evasion. In situations where the tax payers are unable to see what the

taxes are doing for them, they are would be unwilling to pay for government services and thus look for ways to avoid paying taxes - these are corrupt practices. In their view, unless the GOSS is able to arrest this problem early the ownership and desire to transform Southern Sudan to a progressive nation will be greatly undermined because tax avoidance and evasion are practices that potentially encourage and catalyze corruption.

Another significant consequence of corruption is the declining good will from the countries friends and development partners. If the trends continue unabated and the fight against corruption is not intensified, respondents are anxious that the credibility of the government of Southern Sudan is likely to disintegrate. The respondents noted that there is global attention to the government's anticorruption strategy as well as an assessment of government's commitment to ensure corruption does not find a home in Southern Sudan.

"The world is watching and they are not impressed with the corrupt behavior of the people of Southern Sudan"

Respondent, KII

Tackling Corruption/Anti-Corruption Initiatives

Suggestions to fighting corruption

There is a great desire by the respondents to see the government take more action against the perpetrators of corruption in the country, with (57%) demanding for legal action and step up campaigns to educate people against the vice by (17%)

Table 7: Suggestions to fighting corruption

Suggestions for anticorruption campaign	%
Government to be more committed by taking action against the corrupt officials	57
Anti- corruption crusade	17
Stop tribalism	7
Independent anti corruption body	6
Create jobs	4
Paying salaries in time	3
State to change ministers	2
Increase no of people working on corruption cases	1
Ensure freedom of press	1
Enhance development and equal distribution of resources	2
Others	1
Total	100

The qualitative data discourses came up with suggestions of several multi-pronged strategies that could be utilised in tackling corruption. These are categorised into five: namely *firm and decisive leadership or political will, effective legislative framework, mobilisation at all levels, advocacy and knowledge building around corruption and sustained partnerships and networks.*

The respondents indicate that in order for the fight against corruption to succeed stern and determined commitment and action from the top is required at the GOSS level. The pronouncement of GOSS president's commitment to zero tolerance to corruption needs to be echoed at all levels of GOSS. The entire GOSS must demonstrate their commitment to fight corruption through concrete actions that can be replicated at all

other levels through to the grassroots. It is only after visible and deliberate commitment and action is seen shall there be an effective fight against corruption. Towards addressing the nascent government systems, GOSS could introduce a code of ethics for civil servants, army and parties. Respondents also proposed that so as to manage the people's expectations a more publicized and transparent process of government budgets and expenditure be introduced. In this way, the people will be aware of government's priorities and understand the challenges of developing a new nation's infrastructure. The feelings of despondency and disillusionment could be addressed if the government's procurement of services, goods and employees could be accelerated and publicized. In addition, respondents recommended that a census of all government employees should be made so as to establish ghost workers and also areas that will require further diversification in terms of recruitment or deployment.

Accompanying the political will to fight corruption, respondents recommended that an effective legal framework that would empower and facilitate agents working on anticorruption to operate was necessary. Such a legal framework would amongst other things define corruption, state the mandate of the commission, define the mechanisms and protection while reporting corruption acts, interalia. According to the respondents a legal framework would contribute to strengthening SSACC's capacity so that they can investigate and prosecute all those who were found to be corrupt. A facilitating legal framework would also assure sufficient budgetary allocations to SSACC so they may attract professional personnel as well as decentralize to reach the states. In order to be effective, the legal framework recommended by the respondents, should clearly stipulate the roles, responsibilities of the various oversight bodies namely the Judiciary, Attorney General, Parliament and SSACC to avoid conflict while implementing the anti-corruption agenda.

In terms of mobilisation, respondents recommend the use of both traditional and modern media to communicate the government anticorruption agenda such as the use of chiefs' meetings, mobile vans with loud speakers, use of public notices including posters and billboards for public education as well as having radio talk shows with special programmes as designed for HIV/AIDS with set time segments. They further suggested use of songs, theatre and other artistic compositions. Critical messages of unity and arresting the dissipating sense of patriotism for Southern Sudan were recommended and

could be undertaken through the production of Information Education and Communication (IEC) materials for public education.

Knowledge building and advocacy are central in tackling corruption and should be based on the need to ensure clarity and common understanding on what corruption is, its characteristics, consequences of corruption, why it is considered a vice and threat to national development and how one can be an actor and contribute towards fighting corruption. Respondents advocated for increased public awareness via mass media and interpersonal communication on corruption. Respondents observed that currently there were information and knowledge gaps that required strengthened information sharing and capacity building. In citing the public offices, they recommended accelerated and comprehensive training on management systems so as to embrace operational integrity and efficiency.

Majority of respondents expressed the view that corruption cannot be fought single handedly and as such there was a need to mobilize strategic partners to work with. This recommendation was specifically directed to SSACC. While, they acknowledged that SSACC had interacted with them, they encouraged them to profile themselves more visibly and work towards sustaining the good-will they had already established with key institutions. Quite apart from the Auditor General's office, parliamentary committee on legal affairs, Ministry of Legal and Constitutional Affairs and others, SSACC was advised to begin building strong partnerships and engagements with other community partners such as churches, women groups, civil society and media for ownership and understanding of building a corrupt free Southern Sudan.

Optimism in the Fight against Corruption

Despite all the weakness mentioned above (80%) of the respondents interviewed are optimistic that the war against corruption in Southern Sudan can be won both at individual and institutional levels.

Table 7: Individual fight against corruption

Individual commitment to the fight against corruption	%
Do the right thing to curb corruption	39
Strict to the laws	19
Anti- corruption crusade	14
Work as a community	14
Help one another	8
Stop nepotism	4
Others	2
Total	100

Fig. 11: Perceptions on whether the war on corruption be won?



The respondents believe the fight will start from individual Sudanese recognising that corruption is wrong and desist from engaging in corrupt acts (39%). Adherence to strict laws is also perceived as one way in which individual commitment to the fight against corruption can be enhanced. Civic education is considered as one of the factors that will help curb corruption in the country.

A majority of Southern Sudanese are optimistic and forward looking with respect to the fight against corruption preferring to suggest solutions rather than engage on a blame game. They are confident that with adequate support SSACC can fight corruption successfully. They are also optimistic that the GOSS will take the right action on corruption.

“SPLM is our life. It is our hope. If we lose hope, we lose life!”

FGD, youth participant.

Champions in the Fight against Corruption

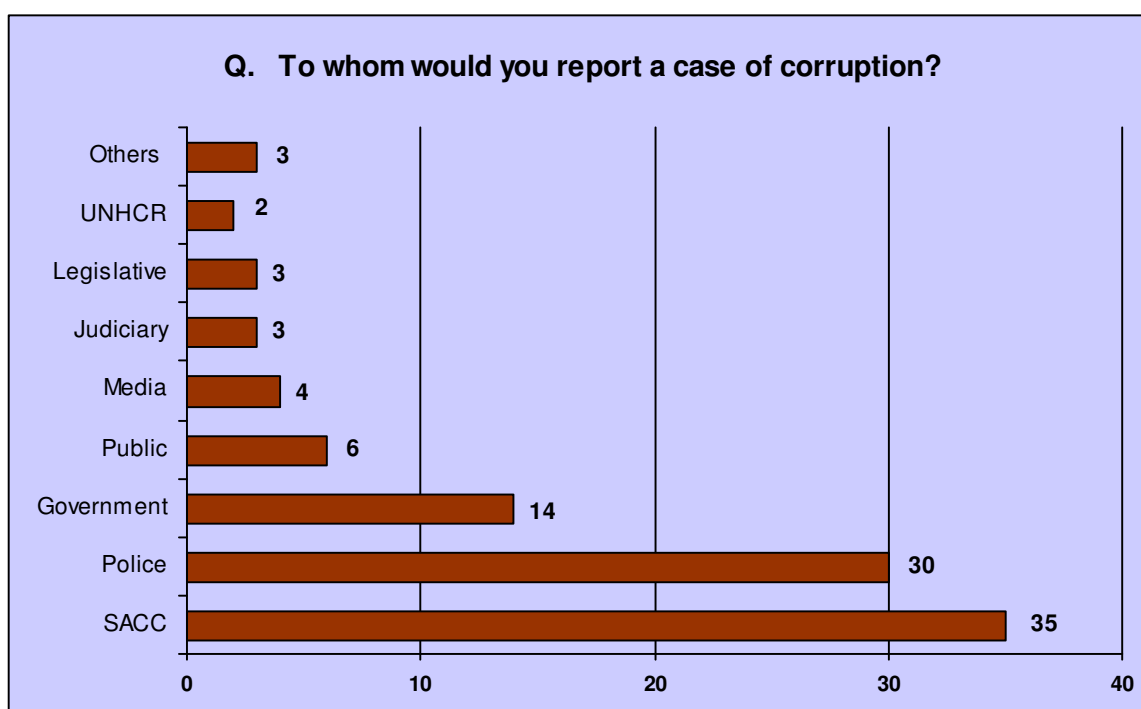
When asked who would spearhead the fight against corruption, 40% look up to the government to spearhead the fight against corruption; an independent body like the Anticorruption commission is also seen as an important institution that would enhance the fight against corruption. (14%) would want to see the president himself involved in the fight against corruption. See table below:

Table 8: Perceived champions to lead the war against corruption

Perceived champions of ant graft war	%
The government	40
Anti- Corruption Commission	19
President	14
All people	9
Legislative assembly	6
Others	5
Judiciary	4
Political parties	3
Media	1
Total	100

The anticorruption commission (35%) is seen as the preferred first stop for reporting cases of corruption, followed by the police (30%) and government officers (14%). The people are less likely to approach the judiciary or the media in case a corruption case is to be reported.

Fig.12: Perception on the most likely institution to handle corrupt cases



Further analyses of the qualitative findings indicated that the establishment of the Southern Sudan Anti-corruption Commission is seen as a major step in the fight against corruption.

Awareness of Anticorruption Institutions

In seeking to establish respondent's awareness on anticorruption institutions in Southern Sudan, The anticorruption commission at (35.4%) is the most well known anti graft institution among the respondents interviewed. It is followed by the police (12.4%), the Government (8.7%), Judiciary (8.7%), grievance chamber (3.5%), employee justice (5.1%) and the legislature (5.3%).

Taking Action on Corruption Cases

Further analysis on respondents reaction on what they are most likely to do when they encounter a case of corruption indicate that; (79%) would report to the relevant authorities; (10%) would protest on the spot;(5%) would share the incident with a friend and (7%) would simply do nothing about it.

While SSACC was rated highly in its efforts to fight corruption, GOSS, and the Legislative Assembly were faulted for not showing enough commitment and giving adequate support to enable SSACC operate to its full desired capacity. SSACC was seen as requiring support in legislative empowerment to investigate and prosecute and in financial and human resources to fight corruption at national and state levels.

Civic Education and Sensitization against Corruption

Awareness of anticorruption campaigns to educate the public against corruption is low among the public with only (41%) of the respondents admitting that they are aware of any civic education against corruption.

"The government has involved the media and passes anticorruption messages to all of us"

KII procurement office

Message Take Out Of Anticorruption campaigns

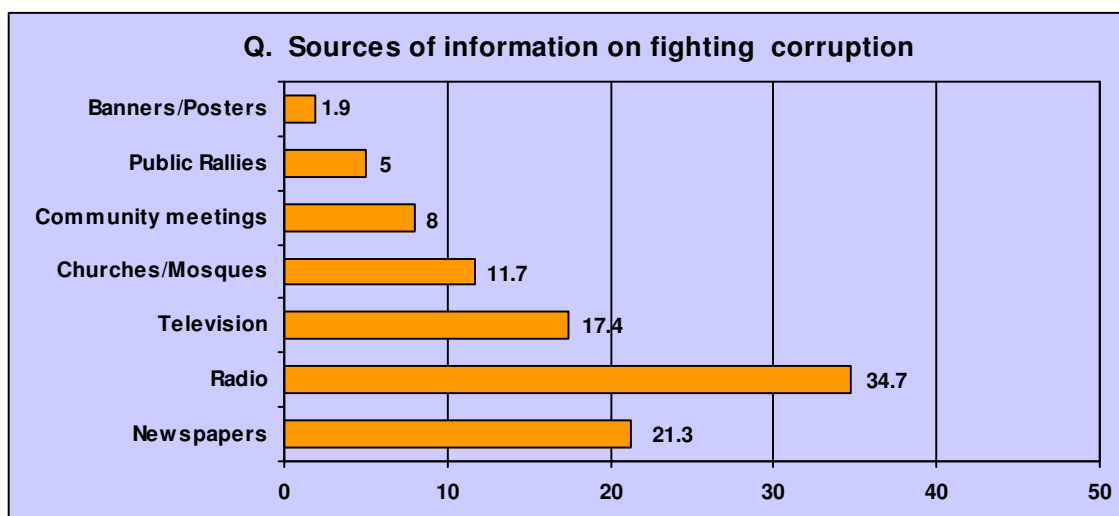
Table 9: Message take out of corruption campaigns

Message take out	%
People should not practice corruption	42
Spirit of togetherness	16
How to be responsible people	8
The corrupt will be prosecuted	7
Stop stealing	6
Transparency and unity	5
Oppose corrupt leaders	5
Advice people on the disadvantages of corruption	4
Others	8
Total	100

Sources of Information on Corruption

The radio (34.7%) remains the single most utilised form of medium for passing information against corruption, closely followed by newspapers (21.3%), television (17.4%) and churches/ mosques (11.7%). The less used avenues are community meetings (8%), public rallies (5%) and posters/banners (1.9%). The qualitative data also indicated chiefs as effective agents of passing information.

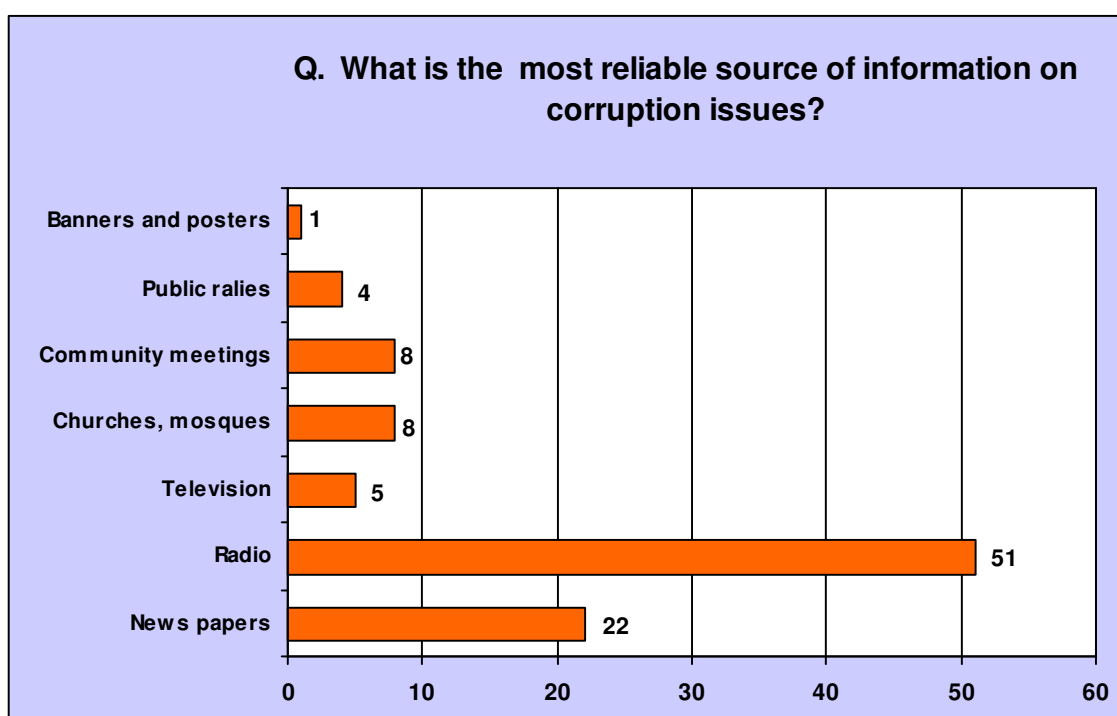
Fig.13: Sources of information on fighting corruption



Reliable Sources of Information on Corruption

The radio is considered the most reliable source of information in addressing corruption issues at (51%), closely followed by the newspapers (22%). Churches/Mosques (8%) and community meetings (8%) are also considered more reliable than the television (5%), public rallies (4%) and banners/posters (1%). However community meetings are suggested to reach out to target audiences that do not have access to the mainstream media.

Fig.14: Perception on the most reliable source of information on corruption issues



Areas of Priority in Community Education

The KII and FGD sessions explored the areas of public education and awareness that require priority attention. Respondents identified key issues that require concerted community education which included amongst other things;

- enhancing knowledge about corruption,
- where, how when it occurs;

- rights of citizens and obligations of people to their government;
- civic education on understanding how governments work;
- knowledge on where to report corruption;
- Knowledge on how to detect corruption and action to take;
- Knowledge on civil service code of ethics and behavior;
- Knowledge on anti-corruption law (when it is passed);
- Knowledge on transparency and accountability in government spending

In terms of civic education, respondents indicated that there was an urgent need to inculcate nationalism and patriotism which they felt was lacking in the body public. Thus an emphasis on this was necessary.

In seeking to establish the preferred modes of communication, respondents recommended use of multi-media approaches that would reach a varied and wide population as is found in Southern Sudan. The following suggestions were made:

- Publication of IEC multi-media materials – these include electronic and print media materials to be used to enhance knowledge levels and education on issues of corruption.
- Dissemination of information and education messages through use of mass consumption media such as posters and billboards
- Civil society networks should be used to reach communities with messages on corruption e.g. use of women groups and NGOs which have a presence at the community level;
- Use of Mobile vans in communities;
- Use of Artistic compositions such as Songs and drama which have cultural appeal;

- Use schools as mediums of information dissemination to reach the youth and influence the formation of their attitude and behaviour towards corruption in their formative years.

Preferred media for educating various audiences:

The respondents also gave their views on the preferred media of communication. These included use of the following forms of media:

- Workshops - for government workers, CBOs and religious groups.
- Radio and TV – To reach mass audiences in order to reinforce messages.
- Newspapers – For editorial discussion and reaching urban groups that have relatively higher education levels.
- Discussion forums – For opinion leaders in leadership positions and institutions of influence such as universities.
- Workshops and Seminars – For civil servants and special groups.
- Chiefs meetings – To reach communities at the grass-roots level.
- Churches – To reach communities both urban and rural.
- Internet and web based communication for international partners in the rural and urban areas.

SECTION THREE

Conclusion and Recommendations

This section synthesizes the conclusions and recommendations from the KIIs, FGD's and the household interviews. The conclusions and recommendations are classified under the broad focus areas of investigation.

There is a degree of consistency in the findings of both the qualitative and quantitative aspects of this study. Both approaches establish that indeed corruption exists in Southern Sudan and the different forms of corruption manifest itself in many facets. The study indicates that while corruption is rife within Government institutions, it also exists in the states and grassroots levels.

Strengthening transparent governance

There are high expectations from the people of Southern Sudan, more specifically that the culture of unfair practices they fought so hard to discard will not be allowed to permeate and corruption that had characterised Sudan before the war is expected to end. This means that sufficient time and resources to address emerging corruption trends from all levels namely the public institutions to the grassroots level are needed. Southern Sudan faces some challenges in meeting these expectations. One of the visible challenges facing Southern Sudan is the absence of an effective government procurement system that provides a space for malpractices and/or corruption. There is also some disconnect between the people and their new government as they express uncertainty on what to expect from the government. There is also public concern regarding the conduct of GOSS officers, the army and SPLM officials particularly in the handling of employment opportunities and misuse of public funds.

In an attempt to respond to these challenges, some immediate actions are recommended. They include the need for GOSS to initiate mechanisms that raise

awareness about the role and functions of government and how it works. Second, a transparent budget and expenditure process which would greatly assist towards building understanding on the government's priorities and targets. It is recommended that the budget and expenditure processes be widely publicized and disseminated. In this way, their (GOSS's) plans and targets for specific infrastructural development will be clear and the Southern Sudanese will know what to expect. They will appreciate that the government is serving their interests.

Whilst some processes of managing transition may be present, the lack of clarity between the functions of government offices and those of the SPLA needs to be resolved. GOSS needs to invest in strategically designed transitory measures that will enable the military assume their roles of national defence. These actions mean that firm and decisive actions are required to delineate the roles, function and powers of different arms of government. Within the government structures, it is recommended that the development of procurement systems that are not too burdensome be put in place expeditiously and, sufficient training is undertaken. Further, strict enforcement of the procurement laws should be assured through monitoring and introduction of penalties for non-compliance.

Citizen Mobilisation and Re-instilling Patriotism

Based on its traumatic and divided past, the Southern Sudanese places a high premium on unity. The survey was conducted during a period when the sustainability of the CPA was quite uncertain and it emerged that those engaging with corruption found it the most opportune moment. The uncertainty of how the next day will unfold has resulted to some malpractices being deliberately entrenched for personal gain. The conduct of GOSS in the management of public resources and especially in the recruitment of its human resource signifies a departure from the original vision of a corrupt free Southern Sudan. These trends are closely linked to the findings made in this survey around the insufficient understanding of the benefits of the CPA and how life after CPA will unfold. Within such a context and background, it is recommended that the CPA be properly explained and disseminated.

Considering that the CPA introduces new structures and values within the existing social structures of the communities there is need for GOSS to explain and make this re-ordering acceptable to the Southern Sudanese. The value addition of the CPA should be illustrated and given high profile so that it is embraced by all Southern Sudanese. The people need to be introduced and socialised into the concept of government and how it works and the obligations and rights of individuals in such structures explained so that they can play their rightful role as citizens of Southern Sudan. In addition, the people need to gain and place a sense of value and meaning to the concepts of nationalism and patriotism over that of clan and tribe so that they may confidently use nationalistic values and criteria when assessing and interpreting how the CPA impacts on their lives. It is recommended therefore, that a national mobilisation and clarion call be designed alongside a “*Three Year Plan*” for moving forward. This “*Three Year Plan*” should articulate the bigger vision for Southern Sudan that is informed by the people’s aspirations. It (the plan) should also clearly and concretely highlight the various strategies and activities that will be implemented in the coming years. Since the plan will indicate which activities are prioritised the Southern Sudanese will gradually begin to have a stronger sense of belonging and focus their energies to a common purpose – realising the vision of Southern Sudan. Models, drawn from different parts of the world could inform such a process for example Kenya’s clarion calls on “Uhuru na Kazi⁵” or “Harambee”⁶ could be used.

Visibilisation of Political Will to Fight Corruption

While the respondents are optimistic that the war against corruption can be won, indications are that it is not going to be an easy war to win. In the first instance it requires total and unwavering support from the top leadership through continued declarations on zero tolerance to corruption. There is also a need for a multifaceted and multi-sectoral approach in fighting corruption. An awakening of individual responsibility in the fight against corruption is necessary – as such national mobilisation to support the

⁵ These are two Kiswahili words literally translated mean “Freedom and Work” – this is the clarion call that the late President Jomo Kenyatta used to refocus Kenyan’s energies in rebuilding the country after securing independence from the colonial British masters.

⁶ Kiswahili word meaning “joining together”, the word was used to encourage Kenyan citizens to support each other’s efforts as a means of instilling a self reliance culture.

fight against corruption is paramount. The scheduled design of a national anticorruption strategy by SSACC is critically important in that it will identify the roles of diverse national stakeholders in the fight against corruption. As an oversight body SSACC will need to work very closely with other oversight bodies especially the GOSS legislative assembly, the Auditor General's office and the Judiciary. All these bodies working with the same objective need to be consistent in their approach. They need to complement and synergize each other. A multi – sectoral approach in the design and implementation of its programmes will ensure that SSACC has support good-will and protection whenever it needs it in the sensitive fight against corruption. Currently SSACC enjoys confidence and good-will with the other partner over-sight bodies. This opens a window of opportunity to be exploited and built upon to strengthen its work in meeting its mandate in Southern Sudan.

Quite apart from the Southern Sudan Anti-Corruption Strategy, GOSS will need to provide support at all levels – for instance, through resource allocation for the success of the plan and using all public forums to address key issues around corruption that can be embraced at individual and institutional levels.

Another area that the study identified as introducing major weaknesses in the anti – corruption efforts was in the lack of legislative support. While SSACC is the creature of the constitution and enjoys goodwill from the public and the highest office in the land, it still lacks the legal muscle to investigate and prosecute corruption. The relevant legislative assembly committee indicated that many laws are pending legislative enactment and government prioritization would help fast track the enactment of such important laws. This committee has already expressed its willingness to assist in “mid-wifing” these laws through the legislative process. There is apparent frustration in both the public and the civil service upon seeing SSACC, the organization that they trust and lay great hopes in, being unable to take legal action against corruption. Necessary action needs to be taken urgently by the GOSS to give SSACC the legal powers that it needs to carry out its mandate. As such the enactment of this law should be prioritised.

There is expectation that GOSS and the SSACC in particular, will set up anti-corruption structures in all states and decentralize its offices to be able to offer its services to all if corruption has to be stopped at all levels. The government needs to consider ways and

means of enhancing the capacity of SSACC in sharing this burden among the ten states. This requires prioritisation in terms of national budgetary allocation for effective and efficient delivery on the anticorruption agenda.

Mobilising Support to Fight Corruption through Public Awareness

This perception survey reveals that the knowledge levels about corruption are low amongst the larger population of Southern Sudan. The people need a lot of education on what corruption is, where it occurs and its impact on the government's ability to deliver social services and development to them. They need to be able to relate the concept of corruption to lack of development, infrastructure and other services in their communities.

The survey also revealed that a large proportion of those interviewed were not aware of the SSACC's mandate. Considering that the awareness about SSACC across the nation is still low, there is need to create public awareness of its mandate and craft out a public education programme that will educate the people on the dangers of corruption and the need of the public to hold those in authority accountable. It should intensify its public information efforts, particularly outside the main towns, to explain its mandate in greater detail to the population and hence reassure them of the continued support in the fight against corruption. This public information campaign should not be over-reliant on the mass media, which has limited reach in a country emerging out of the war like Southern Sudan. Any distribution of printed materials needs to be executed in a planned and systematic manner beyond the state towns and reaching the village level. The government must build the capacity of SSACC in its fight against corruption in order to build the public's confidence in the institution. It is therefore a priority that the legislation operationalizing the Commission's work is enacted so that they have a legislative framework upon which to anchor their work.

It was also clear from the studies that respondents perceive corruption as occurring in most government offices in the states and at the GOSS level. Education on where and how corruption is perpetrated is therefore needed at all levels of society, from the urban areas to the bomas. This requires implementation of educational and sensitization programmes in a culturally diverse, linguistically mixed and large geographical area. For

such programmes to be effective, they must be well researched and guided. SSACC urgently needs to develop an Information, Education and Communication (IEC) strategy to guide all its communications efforts and IEC material production. This strategy will also guide the positioning and publicising of the SSACC and its mandate which was evidently necessary education for the anti - corruption campaigns.

The communication strategy will give focus to SSACC as it designs messages for various publics and advise on the most effective designs for its diverse audience base, channels of communication and evaluation mechanisms. In a society of such cultural and ethnic diversity and history inundated by both modern and traditional communications formats, a structured communication programme approach is necessary.

Strengthening the Public Profile of the SSACC

The study revealed that as an organization SSACC is not known widely enough nor are its functions properly understood by the people who need to benefit from its services. Consequently people do not know how to engage the Commission. For instance during the study many respondents indicated that they did not know the mandate of SSACC bears in investigating or recommending action against perpetrators of corruption.

In the capital city of Juba, the organization is relatively well known, highly respected and enjoys a lot of good will. However, respondents from the states indicated that SSACC is barely known there (in the states), yet its services are needed there as well. Considering the huge and almost sacred mandate that the SSACC has, there is need for Southern Sudanese to know it exists, what it is intended to achieve and how it operates.

SSACC needs to be empowered so that it can carry out its full mandate as well as decentralize and launch state level offices. When the organization is financially supported to start community and mass media campaigns, it will be more recognized supported and utilised by the public that it was formed to serve. Adequate resource allocation is required to enable SSACC to sufficiently build its profile. As respondents

indicated, fighting corruption should be a priority matter for GOSS if they are committed to fight this vice.

Besides supporting public education about SSACC, the organization needs to grow a public image and identity. To do so will require recognition by Southern Sudanese of the SSACC and how it implements its mandate. It is only when SSACC commences its work of investigation, prosecution and awareness of corruption that it shall build a constituency that values its interventions in safeguarding resources of the nation and instilling an ethos of transparency, accountability and overall integrity. This is the only way the organization will grow a corporate character and carve an identity of its own as an oversight body that works for the welfare of the Southern Sudanese.

With such profiling taking place, the SSACC may then be strategically positioned to introduce and enact laws and a code of conduct that is acceptable to the citizens and civil servants. A code of ethics and set of anti – corruption laws that everyone respects was identified as a necessary step in strengthening the war against corruption in Southern Sudan. The laws and ethics can only work in an environment where all understand their obligations to their community and society. For SSACC to introduce laws on sensitive issues like laws on declaration of wealth, the social and legal environment needs to be supportive.

Keeping Abreast of Global Trends and Realities

Another important lesson learnt from this study was the need for continuous research on the evolution of corruption in Southern Sudan. The state is open to influences from other states and societies within its system. Influences are coming from neighbouring states, expatriates and even Sudanese returning from the diaspora. As reconstruction continues the private sector is expected to become increasingly influential in the evolving Southern Sudan. These processes introduce or potentially introduce different experiences that are likely to influence the governance, procurement, employment and other structures of governance in the emerging state. While their influence may not be expected to be overly detrimental, negative influences that human nature is prone to cannot be ruled out. For this reason SSACC needs to keep monitoring all sectors of

society so that any new practises and corruption loopholes that emerge may be sealed. It would be useful to review the perceptions of Southern Sudanese on regular and scheduled basis. In addition varied studies on corruption should be continuously undertaken so as to keep SSACC informed.

Questionnaire on Situation Analysis on Corruption

 45-49-----6
 50+ -----7

Interviewer's Name

Respondent's Name.....

RESIDENTIAL AREA**REGION**

State

County.....

Payam.....

Boma

EDUCATION OF RESPONDENT

No formal education -1

Primary education-----2

Post primary education 3

Secondary education-4

Non University education post
secondary education -5

University education and above 6

1 OCCUPATION OF	
HEAD OF HOUSEHOLD	RESPONDENT

RELIGION

Christian -----1

Buddhist-----2

Muslim -----3

Hindus -----4

Traditionalist-----5

Other (specify)

GENDER

Male1

Female.....2

AGE OF RESPONDENT

18-24-----1

25-29-----2

36-39-----4

40-44-----5

FOR OFFICIAL USE:

Interview complete----1

Interview incomplete -2

Checks		
	T/L	Supervisor
Questionnaire	1	1
Back Checks	2	2
Accompaniment	3	3

I state that this questionnaire has been filled according to the briefing I received. It is a true and accurate record of the interview that I carried out with the respondent.

Interviewer sign _____ Date: _____

Supervisor sign _____ Date: _____

Introductions and warm up

Self-introduction

My name is..... Am undertaking this research for Satima consultants an independent consulting firm commissioned by the Southern Sudan Anticorruption Commission. Today we are talking to people like you on several issues affecting Southern Sudanese.

Confidentiality and consent:

During the discussion we'll talk about general issues that affect you and other Southern Sudanese your honest answers to these questions will help us better understand what stakeholders think, say and do about different issues affecting Southern Sudan today. Whatever you say will remain confidential and results of the study will be presented as an aggregate finding to the client. Your name will never be used in connection with any of the information you tell me.

Knowledge

Understand

A. General mood of Southern Sudanese

1. How satisfied are you with the **economic performance** of the country since the signing of the Comprehensive Peace Agreement (CPA).

Very satisfied----- 1

Satisfied ----- 2

Dissatisfied ----- 3

Very dissatisfied----- 4

No opinion ----- 5

2. What do you consider to be the **most** important issue facing Southern Sudan at the moment (*interviewer :single response only*)

B. Understanding of corruption

INTERVIEWER: Now I am going to ask you some questions about your views on corruption

3. In your understanding, what is corruption

4. Do you consider corruption to be a major issue in Southern Sudan

Yes ----- 1

No-----2

No opinion -----3

5. Would you say that corruption has increased, decreased or remained the same since the peace agreement was signed?

Increased ----- 1
Decreased ----- 2
Remained the same ----- 3
Don't know ----- 4
No response ----- 5

6. How does corruption manifest itself when seeking for services?

1. _____

2. _____

3. _____

7. Which of the following sectors/areas do you think corruption is most practiced?
(interviewer single response only)

Government offices (*Ministry offices*) ----- 1
Law Courts ----- 2
Prisons ----- 3
Councils (*County, Town, Urban, Municipal, City*) ----- 4
Police stations ----- 5
Private offices ----- 6
Hospitals ----- 7
Others (*specify*) _____

8. For the sector you have mentioned in q7 above, would you indicate two forms of corruption that is practiced

A) _____
B) _____

9. Would you please indicate three incidences of corruption that you have witnessed over the last three months

A) _____

B) _____

C) _____

D) Not witnessed any corruption

10. On a scale of 1 to 5 where 1 is least corrupt, please rate the following public official

							D/K
A	Police officers	1	2	3	4	5	99
B	Immigration/customs officers	1	2	3	4	5	99
C	Government procurement officers	1	2	3	4	5	99
D	Ministers of Goss	1	2	3	4	5	99
E	Members of parliament	1	2	3	4	5	99
F	County commissioners						99
G	Heads of public institutions						99
H	Councilors	1	2	3	4	5	99
I	Chief officers in councils	1	2	3	4	5	99
J	Chiefs/sub-chiefs	1	2	3	4	5	99
K	Judges/magistrates	1	2	3	4	5	99
L	Principals/education officers	1	2	3	4	5	99
M	Permanent Secretaries	1	2	3	4	5	99
N	Clerks/secretaries in offices	1	2	3	4	5	99
O	Non governmental organizations	1	2	3	4	5	99
P	Churches and mosques	1	2	3	4	5	99

11. What would you do if you were waiting for a government permit or license, but kept encountering delays?

Wait until the permit comes-----1

Offer a tip or a gift to the official -----2

Use connections to influential people -----3

Write a letter to the head office -----4

Do what you can without the permit -----5

Do nothing -----6

C. Attitude to corruption

12. Have you ever encountered a case of corruption?

Yes ----- 1

No-----2 *[Skip to Q14]*

13. Did you report any of these cases

Yes ----- 1

No-----2

14. If No in Question 13 above. Ask... What were your reasons for not reporting it?

INTERVIEWER: Do not read out -Multiple responses possible

	Reasons for not reporting	
A	Do not know where to report it	1
B	Could not prove it if asked to	2
C	Knew culprits would not be prosecuted	3
D	Reporting only creates problems	4
E	I would have suffered the consequences	5
F	It was petty	6
G	I would not have protection against possible reprisals	7
H	I would have been arrested too.	8
M	I knew the person	9
M	Others (Specify)	10

15. Have you or any member of your family had to make unlawful payments (charges over and above those stipulated by law/ stated prices or where there should be no payments) in order to obtain any of the following services in the last one year

			Amount Paid <i>(Sudanese pounds)</i>	Cannot Recall	Never paid
A	Secure a contract	1			
B	Secure a driving license	2			
C	Secure business license	3			
E	Secure service/goods provided by a public institute	5			
F	To avoid arrest	6			
H	To secure employment	8			
I	To escape paying a higher fine	9			
J	Obtain a favourable court judgment	10			
K	Secure approval	11			
	Identification documents (e.g. IDs passports, birth certificates)	12			
L	Others (specify)	13			
N	Never paid (Go To Q16)	14			

16. How was the amount to be paid agreed at

[Interviewer: Do not read out]

- The receiver specified-----1
- Respondent offered-----2
- The amount is generally known-----3
- Other specify -----4
- Cannot tell -----5

17. And have you participated in any act of corruption in the last three months

Yes ----- 1

No-----2

No opinion -----3

18. Please indicate under what three circumstances you would feel it is right to be engaged in a corrupt activity

A) _____

B) _____

C) _____

19. In your opinion, is there what you would consider as positive corruption

Yes ----- 1

No-----2

20(a). Are you aware of any attempts to fight corruption?

Yes ----- 1 *[Go to Q 20 b]*

No-----2

20(b). The GOSS has severally indicated its determination to fight corruption, how committed do you think it is in the fight?

Very committed ----- 1 *[Skip to Q22]*

Only slightly committed ----- 2 *[Go to Q21]*

Not committed at all ----- 3 *[Go to Q21]*

Don't know/No opinion ----- 4

20. What should the government do to show its commitment to fighting corruption in the Southern Sudan

21. Do you think the fight against corruption in Southern Sudan can be won

Yes ----- 1

No-----2

No opinion -----3

22. What should individuals like you and I do to fight corruption in the country

23. From the list of institutions listed below, how would you rank each institution's

Effectiveness in fighting corruption

		Very Effective	Effective	Ineffective	Totally infective	Do not Know
A	Police	1	2	3	4	5
B	Judiciary	1	2	3	4	5
C	Members of GOSS	1	2	3	4	5
D	State Ministers	1	2	3	4	5
E	Members of Legislative Assembly	1	2	3	4	5
F	NGOs	1	2	3	4	5
G	Media	1	2	3	4	5
I	Academic institutions	1	2	3	4	5
	Anticorruption Commission					
J	Professional associations	1	2	3	4	5
	Local government	1	2	3	4	5
	Churches and mosques	1	2	3	4	5
K	Private sector	1	2	3	4	5

24. Who in your opinion should lead the fight against corruption in Southern Sudan?

25. To whom would you report a case of corruption

26. Please indicate what you are most likely to do if you witness or encountered any case of corruption

Report to relevant authorities ----- 1

Protest on the spot -----2

End Just tell it to a friend/relative -----3

Nothing -----4

27. There are several agencies established by the Government to fight corruption in Southern Sudan. Which ones are you aware of

A) _____

B) _____

C) _____

D) _____

E) Don't Know ----- 4

D. Education and Sensitization against Corruption

28. Have you heard of any attempts to educate the public on corruption?

Yes ----- 1

No----- 2

29. Could you please tell what you learnt from the campaign

30. From which of the following sources have you received information on fighting corruption

Newspapers ----- 1
Radio----- 2
Television ----- 3
Churches/mosques ----- 4
Community meetings.....5
Public rallies----- 6
Banners/posters----- 7
Others (specify) _____

31. What would you consider to be the most reliable source of information on corruption

Newspapers ----- 1
Radio----- 2
Television ----- 3
Churches/mosques ----- 4
Community meetings ----- 5
Public rallies----- 6
Banners/posters----- 7
Others (specify) _____

E. Consequences of corruption

32. How has corruption affected you as a community?

A) _____

33. How has corruption affected you individually as a Southern Sudanese?

A) _____

34. What is your average household income per month?

(Do not read options aloud)

Less than 5,000 Sudanese Pounds-----1

5,001 to 10,000 Sudanese Pounds-----2

10,001 to 20,000 Sudanese Pounds-----3

20,001 to 30,000 Sudanese Pounds-----4

30,001 to 40,000 Sudanese Pounds-----5

40,001 to 50,000 Sudanese Pounds-----6

50,000 to 150,000 Sudanese Pounds-----7

More than 150,000 Sudanese Pounds-----8

Don't Know-----9

Refused to Respond-----10

No Response----- 11

36. What is your marital Status?

Married -----1

Single -----2

Divorced/ Separated-----3

Widow/er -----4

2 RESPONDENTS FAMILY COMPOSITION	
NO OF WIVES	TOTAL NO. OF CHILDREN

Terms of Reference for SSACC Situation Analysis (Baseline Survey) and Strategic Plan**BACKGROUND**

The Southern Sudan Anti-Corruption Commission (SSACC) was established on the 26th of June, 2006 by a Presidential decree in accordance with the provisions of the Interim Constitution of Southern Sudan – ICSS 2005. Upon its establishment, the five members of its board; namely the Chairperson, deputy Chairperson and three members were appointed by the President of the government of Southern Sudan. However, it is about two months ago that technical staffs and directors were recruited to carry out the tasks for which the Commission was formed.

As this Institution is the first of its kind in our history, we are starting from a difficult background with new challenges and yet we have the task and obligation to prevent and combat corrupt acts and malpractices that could arise in our new nation. Therefore, as a new Commission in a new nation, we need to begin on the right footing.

Our people have suffered so much and been deprived for so long, even of the very basic necessities of life, but can now see some opportunities like money, power and authority forthcoming, thus misuse and abuse of the above can not be avoided.

The Southern Sudan Anti-Corruption Commission is in the process of building its internal organisational capacity in order to deliver the expected service to the people of Southern Sudan. A baseline survey (situation analysis) to establish a benchmark is thus necessary for any strategic intervention. This project, proposes to conduct a Situation Analysis and develop a Strategic Plan for the Southern Sudan Anti-Corruption Campaign.

Overall Goal:

To enhance the understanding of corruption, in order to develop the strategy to prevent and combat it.

Purpose:

To research and establish a foundational baseline on the knowledge, attitude, practices understanding, level and magnitude of corruption in Southern Sudan, leading to the development of a 'National Anti-Corruption Strategy'.

Objectives and Tasks

Consultant (s):

- Conduct desk review and design research tools in consultation with SSACC and pre-test them
- Train SSACC staff in order to be involved in the whole process and project
- Conduct the focus group discussions (FGD) and key informant interviews
- Enter, analyse and process data as well as compile and validate the findings of the report; culminating with a final report (Situation analysis/ baseline)
- Facilitate the strategic plan for the SSACC, compile and author it with a comprehensive short, medium and long-term implementation plans

Scope and Methodology

- This project will be undertaken in Juba, involving interviews/ questionnaires, focus groups discussion and a strategic planning workshop.
- The survey covers the ten States through their Coordination offices in Juba
- A sample size of 1000 interviewees to be covered
- Training of 7 SSACC staff by Consultant, to assist and learn in the processes(i.e. research, data entry, analysis and validation)
- To establish a full understanding of Corruption throughout Southern Sudan
- To develop a comprehensive strategic plan for the prevention and combating corruption in Southern Sudan with short and long-term implementation plans

Period of Performance

The Consultancy is for a period of not less than 28 days and not more than 32 days, and will begin on the 15th of October, 2007.

Outputs

- 7 SSACC staffs' capacity enhanced on situation analysis and strategic planning processes
- Assessment tools and methodological approaches developed for the tasks relevant to Southern Sudan context
- Produce two (2) documents/reports, namely:
 - A Situation Analysis report and
 - A Southern Sudan Anti-Corruption Strategic Plan, with short, medium and long-terms implementation action plans.

Target group:

The people intended to participate in these researches include the following

- i. GoSS and States Accountability Institutions (Parliament; Audit, Public Grievances and Employees Justice Chambers;
- ii. GoSS and States Revenue Generating Institutions
- iii. Civil Society Organisations, Religious Institutions, Chiefs, Schools, Business Community
- iv. Political parties
- v. Army
- vi. Organised forces (Police, Prisons and Wildlife Forces)
- vii. Other identified groups making up the entire community of Southern Sudan.
- viii. Ten states represented in the capital (through States Coordination Offices).

REVISED WORKPLAN - Perception Survey And Design Of Strategic Implementation Plan 2008⁷

PHASE ONE – Perception Survey

Date	Activity	Person responsible	Venue
Week One 15 th – 19 th October	<ul style="list-style-type: none"> Design research instruments Develop training manual Mobilisation of respondents for key informant interviews and focus group discussions 	SATIMA Beatrice Martin Jane	Nairobi
Week Two 22 nd – 26 th October	<ul style="list-style-type: none"> Training Research assistants Pre-testing the instruments Focus group discussions – international community and human rights organisations, representatives from the states 	SATIMA Beatrice Martin Jane	Nairobi
Week Three 29 th – 2 nd November 31 st October 3 rd November	<ul style="list-style-type: none"> Data gathering Dispatch questionnaires to Nairobi for quality control checks Feedback on questionnaires either on email or trip depending on what is seen on the questionnaires 130 questionnaires per day 	SSACC Elisama Tongun	Juba
Week Four 5 th – 9 th November	Data gathering continues	SSACC Elisama Tongun	Juba
8 th November	2pm Focus group discussion with women 5pm Focus Group discussions with youth	SATIMA Martin Jane	Juba

⁷ Satima Consultants Ltd contractual obligation to the Southern Sudan Anticorruption Commission 15th October 2007 – 31st January 2008

9 th November	Key informant interviews – <ul style="list-style-type: none"> • Chief Traffic Police Officer • Chief Immigration Police Officer • Chairman United Democratic Front • Chief Justice • Auditor general • Director SPLA General Logistics • Collect Questionnaires 	SATIMA Martin Jane	Juba
Week Five 12 th – 16 th November	Coding	SATIMA Beatrice Jane Research assistants	Nairobi
Week Six 19 th November- 23 rd November	Data entry and training of SSACC	SATIMA Beatrice Jane Research assistants	Nairobi
Week Seven 26 th November- 30 th November	Data entry and training of SSACC	SATIMA Beatrice Jane Research assistants	Nairobi
Week Eight 3 rd December - 7 th December	Data analysis and report writing	SATIMA Beatrice Martin Jane	Nairobi
Week Nine 10 th December – 14 th December	Data analysis and report writing	SATIMA Beatrice Martin Jane	Nairobi
15 th December	Draft report submitted	SATIMA Beatrice Martin Jane	
18 th December	Review Draft report and make comments by SSACC Commissioners and staff	SSACC	

PHASE TWO – Strategic Detailed Implementation Plan 2008

Date	Activity	Person responsible	Venue
29 th November – 30 th November	Jointly agree on dates for dissemination and design of Implementation Work plan workshop	Satima Consultants SSACC	Juba
13 th December 2007	Design implementation template for Director General's compilation	Satima Consultants	Nairobi
14 th December 2007 – 7 th January 2008	Completion of detailed implementation work plan Review progress reports and design outline for plan	Director Generals, SSACC Satima Consultants`	Juba
14 th December 2007 – 10 th January 2008	Invitation and Mobilisation of all participants for the Dissemination workshop Prepare facilitation materials – review reports, presentation for dissemination, framework for implementation plan	Corruption Prevention and Education Directorate, SSACC	Juba
16 th January 2008	Dissemination of Perception Survey Findings	Satima Consultants	Juba
17 th – 18 th January 2008	Development of 2008 Detailed Implementation Work plan (Workshop)	SSACC staff Satima Consultants	Juba
30 th January 2008	Submission of 2008, Detailed Implementation Plan	Satima Consultants	
31 st January 2008	End of Contract	SSACC Satima Consultants Ltd	

1. Terms of Reference
2. Chronology of Events
3. Institutions and Associations interviewed in Qualitative phase
4. Core Baseline Benchmarks
5. List of References