



UNITED NATIONS
Office on Drugs and Crime



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REVIEW OF EXISTING INDICATORS ON CORRUPTION AND AWARENESS OF EFCC October 2006

Introduction

As part of the Government of Nigeria’s reforms to revitalize the economy, the Economic and Financial Crimes Commission (EFCC) was established in 2004. The EFCC is a statutory authority that coordinates at the federal level the investigation and enforcement of all laws against economic and financial crimes. A UNODC project, funded by the European Union, provides technical assistance to the EFCC in a wide range of components, including raising public awareness about the EFCC.

The UNODC project is currently designing a public opinion survey to take place in early 2007 and that will assess the Nigerian population perception of corruption and awareness of the EFCC. As a first step to preparing this public opinion survey, the main findings of four recent surveys on corruption and the perception of law enforcement institutions in Nigeria are here summarized. This summary does not constitute an endorsement of the data by the United Nations.

The four selected surveys are:

- The **National Crime Victimization Survey 2005** conducted by the CLEEN foundation between October and December 2005 interviewed a sample of 10,035 households in rural and urban areas of Nigeria’s 36 states (www.cleen.org)
- The **public opinion survey conducted by DFID¹’s Security, Justice and Growth Programme** is a survey carried out regularly in the urban areas of 18 states spread across the 6 geo-political zones of the country. The survey was conducted in April 2005 (total respondents=1,519), July 2005 (2,547 respondents) October 2005 (1,526 respondents). Only the October 2005 round focused on the perception of the EFCC.
- The **Nigeria Governance and Corruption Survey Study** commissioned in 2001 by the Ministry of Finances was conducted in 12 states, focusing mainly on urban areas, and interviewed 2,613 households (www.accountabilitynigeria.org)
- The **Afrobarometer Round 3**, a collaborative enterprise of Michigan State University, reported the results of national sample surveys on the attitudes of citizens in selected African countries. The third round covered 18 countries (Benin, Botswana, Cape Verde, Ghana, Kenya, Lesotho, Madagascar, Malawi, Mali, Mozambique, Namibia, Nigeria, Senegal, South Africa, Tanzania, Uganda, Zambia, Zimbabwe). In Nigeria, the national survey interviewed a sample of 2,363 household between August and December 2005 (www.afrobarometer.org)

This summary was prepared by UNODC’s support project to the ‘**Data for Africa**’ programme, which has for overall objective to assist African countries and the international community in better monitoring and understanding drugs and crime problems and trends in Africa and their links with socio-economic development. (www.unodc.org/unodc/en/dfa.html).

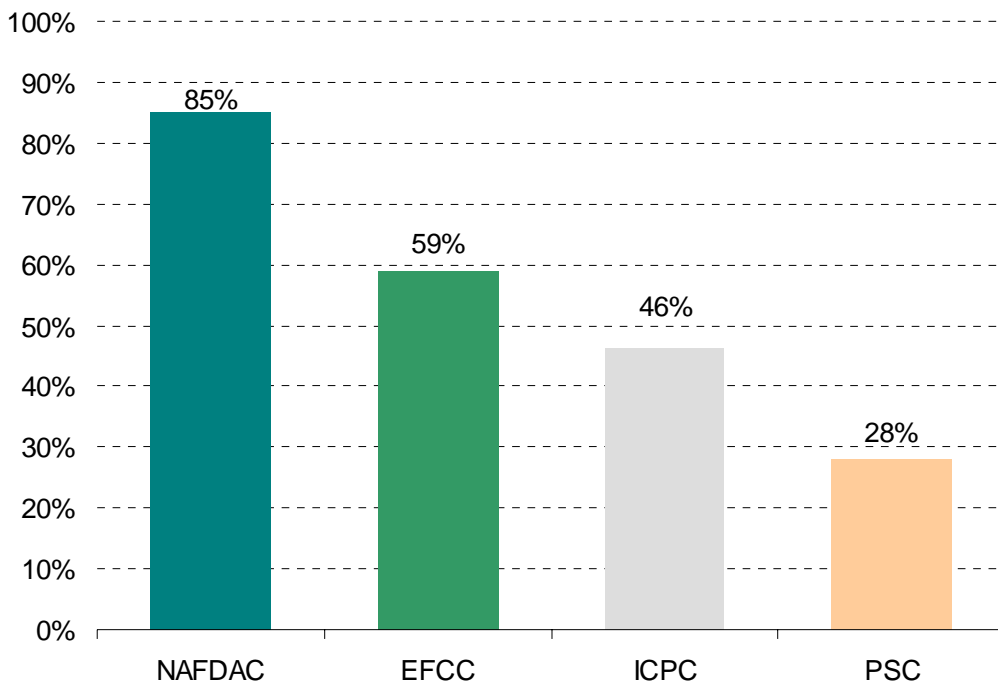
The need to improve the collection, analysis and dissemination of information on crime and drugs in Africa was identified as the theme of one of six clusters of priority interventions in the Programme of Action for Africa 2006-2010, adopted by the Abuja Round Table on Drugs and Crime as Impediments to Security and Development in Africa (September 2005). Cluster VI of the Programme called for the urgent development of mechanisms to collect, analyze, publish and disseminate data on drugs, crime and victimization in Africa.

¹ British Government Department For International Development

Public awareness of the existence of selected policing institutions

The National Crime Victimization Survey 2005 showed that 59% of the respondents (a representative sample of the Nigerian population aged 18 and above) were aware of the existence of the **EFCC** (Economic and Financial Crimes Commission). This is a fairly high percentage, given that the EFCC was only established in 2004. By comparison the **ICPC**, the Independent Corrupt Practices and Other Related Offences Commission, which was founded in 2000 to receive corruption complaints, investigate and prosecute offenders, was known by 46% of the respondents and the **PSC**, the Police Service Commission, established in 2001 was known by 28% of the respondents. The **NAFDAC**, the National Agency for Food and Drug Administration and Control established in 1993 was the best known policing agency, with 85% of respondents aware of its existence.

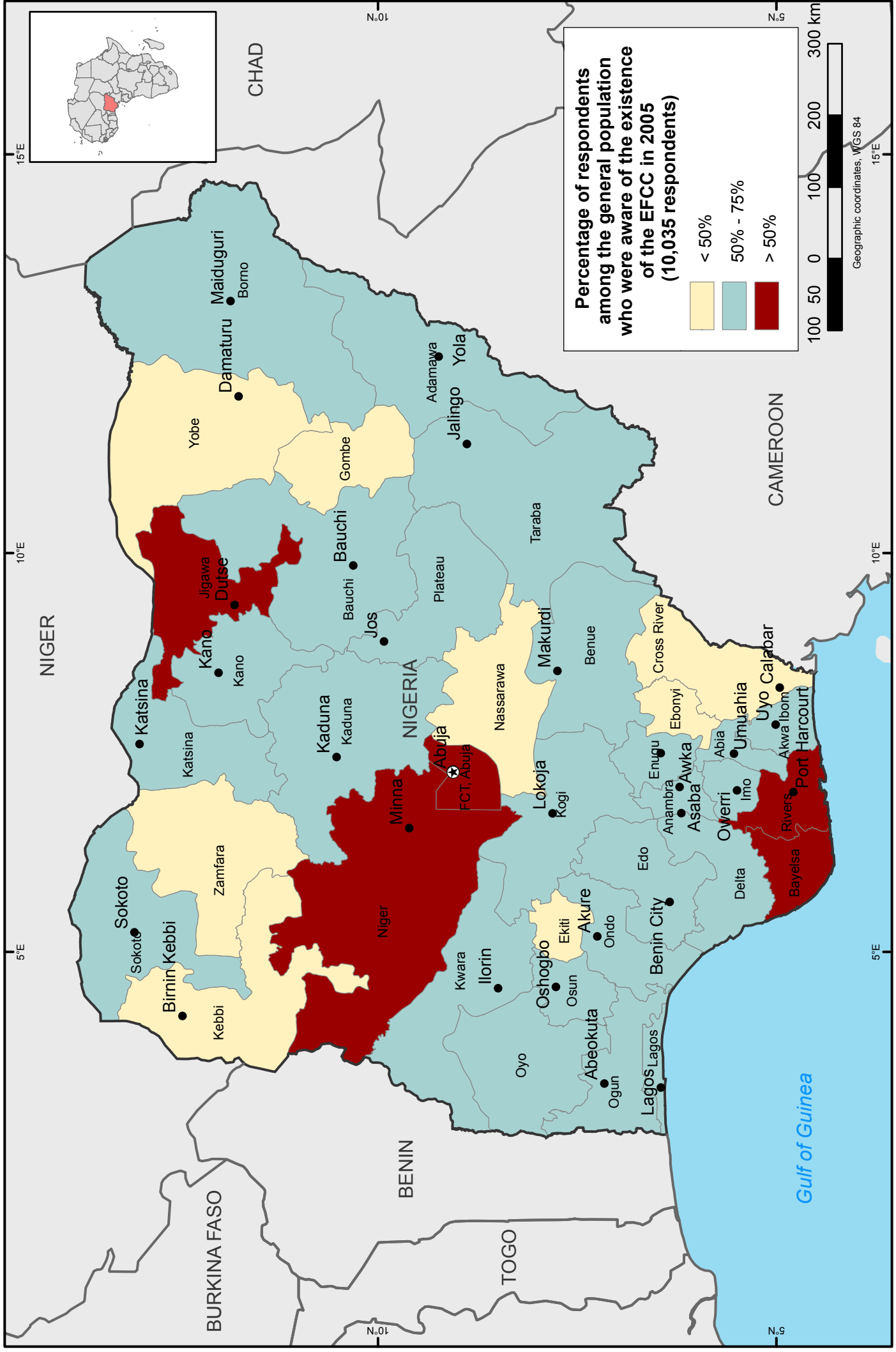
Figure 1: Public awareness of the existence of selected policing institutions



Source: CLEEN, National Crime Victimization Survey, 2005

At the state level, the EFCC was better known in Abuja (89%) than anywhere else. The same pattern was observed for the other institutions. The EFCC was least known in the State of Zamfara, where only 31% of the population knew about its existence. In Lagos, the EFCC was known by 55% of the population. The annex and the map on the next page show the public awareness of the existence of the EFCC by state.

Awareness of the existence of the EFCC in 2005 by state in Nigeria

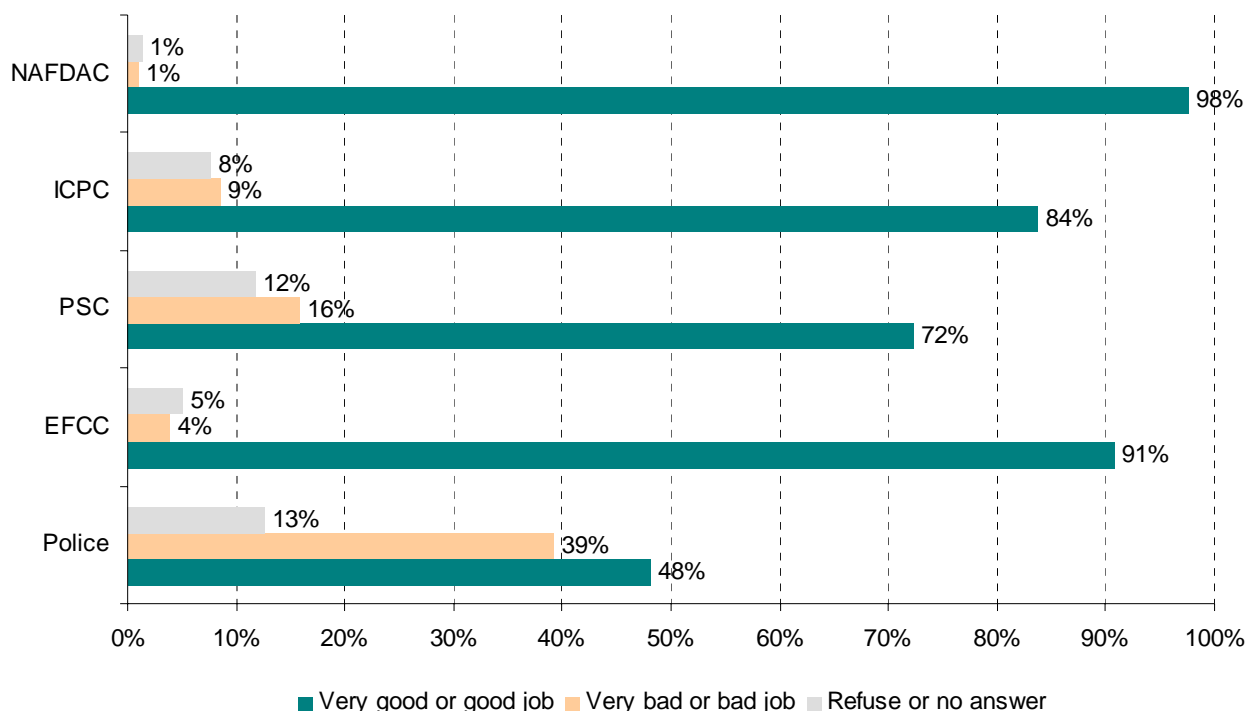


Source: CLEEN foundation - National Criminal Victimization Survey 2005
 The boundaries and names shown and the designations used in this map do not imply official endorsement or acceptance by the United Nations

Respondent assessment of selected law enforcement agencies

During the National Crime Victimization Survey 2005, the four selected policing institutions (NAFDAC, ICPC, PSC and the EFCC) were generally more favourably perceived by the general public than the Police. This might be due to the more frequent contacts people have with the police than with the other policing institutions. It is however interesting to note that in 2005 most respondents (46%) considered that the police were doing a very good or good job, compared to 39% who thought that the police were doing a very bad or bad job. This result may be compared with the 2001 Nigeria Governance and Corruption Survey Study, which showed that only 17% of the respondents found the police efficient or very efficient.

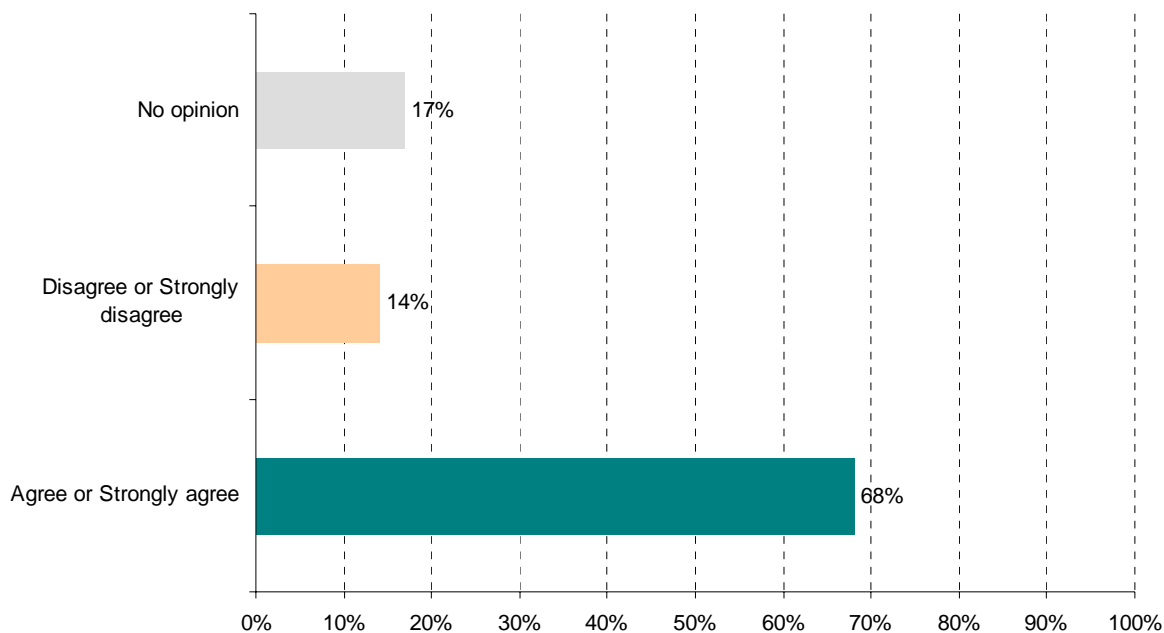
Figure 2: Respondent assessment of selected law enforcement agencies



Source: CLEEN, National Crime Victimization Survey, 2005

Overall, 91% of the respondents of the National Crime Victimization Survey 2005 who were aware of the existence of EFCC, considered that the EFCC was doing a very good or fairly good job. This result was in line with the finding of DFID’s Security, Justice and Growth Programme showing that 68% of the respondents agreed with the statement that EFCC was doing a good or very good job.

Figure 3: Respondents' opinion on the statement "The Economic and Financial Crimes Commission is doing a good job fighting corruption".

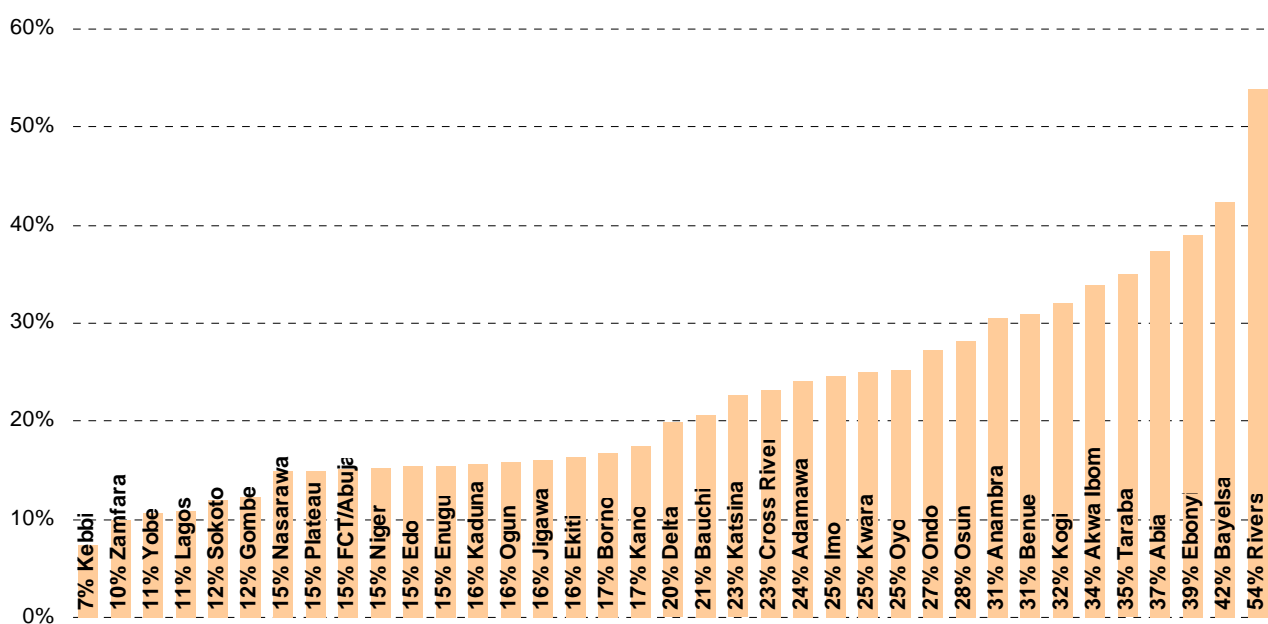


Source: DFID's Security, Justice and Growth Programme, October 2005 (Respondents=1,526)

Respondents' experience of corruption among government officials

Regarding the actual experience with corruption, 22% of the sample of the National Crime Victimization Survey 2005 (i.e. 2,178 respondents) claimed that they were asked by government officials to pay a bribe for their services at least once during the past three years. This is a rather low prevalence that hides significant regional differences, with percentages of respondent victim of corruption in the past three years ranging from 54% in Rivers State to only 7% in Kebi State. The detailed percentages per state are presented in annex and on the map on the next page.

Figure 4: Experience of corruption among government officials in the past three years by state (in % of respondents)

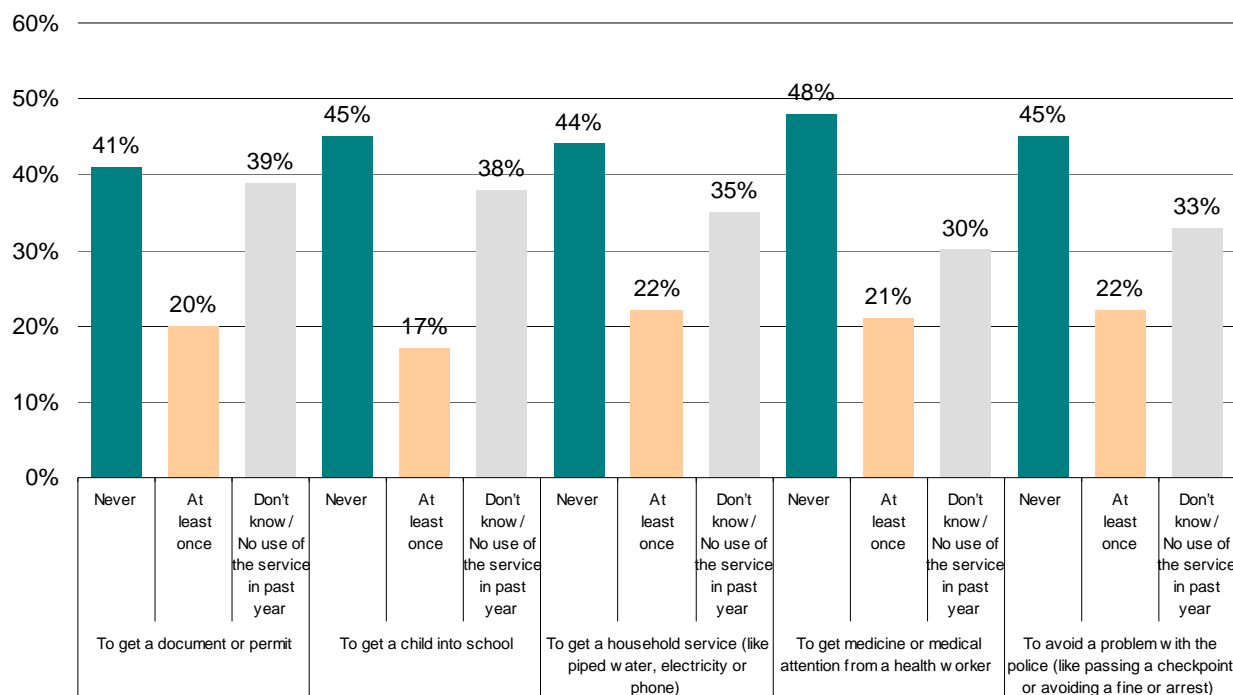


Source: CLEEN, National Crime Victimization Survey, 2005

In Lagos, the most populated state of the country with a population estimated at about 10 millions out of the country total of 132 millions² (or 8% of the country total), only 11% of the 640 respondents claimed being victims of corruption by government officials over the past 3 years (2003-2005). This result is very different from the results obtained during the pilot Criminal Victimization³ survey conducted in Lagos in August 2004, in which 44% of the 2,091 respondents reported being a victim of extortion or demand for bribe by public officials in 2003.

When assessing the experience of Nigerians with corruption, the results of the Afrobarometer survey showed that between 17% and 22% of the respondents had to pay at least once a bribe in the past 12 months when trying to obtain one of the following: a permit from government officials, a child into school, a household service, medical attention or avoid problem with the police. As this survey focused on only four specific requests of bribes, the general experience of Nigerians with any kind of corruption is likely to be higher than 22%.

Figure 5: Experience of corruption in the past 12 months in Nigeria



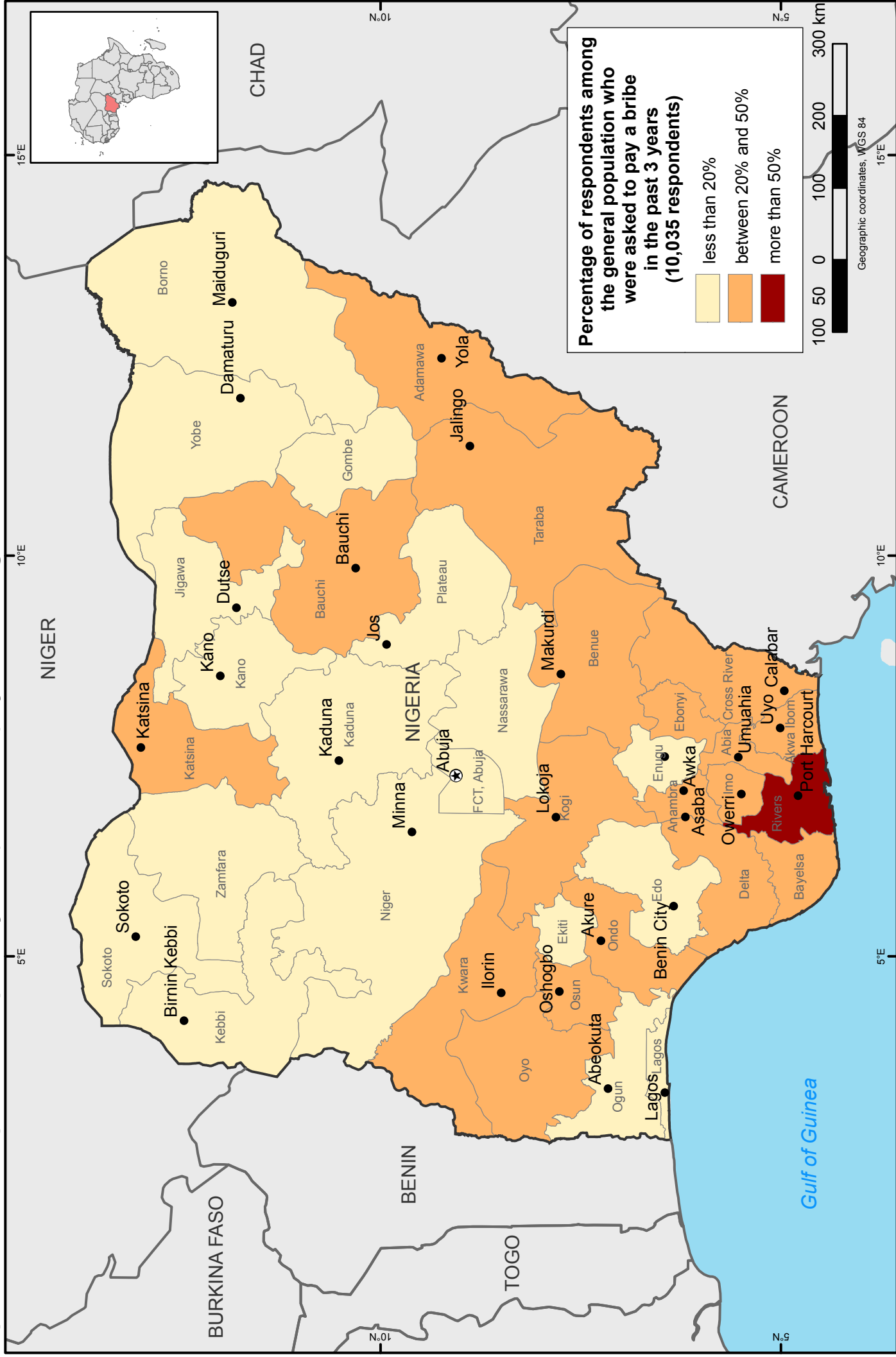
Source: Afrobarometer Round 3, (Aug – Dec 2005, Respondents=2,363)

The above figure also pointed out that for the four services considered (getting a document, getting a child into school, getting a household service or avoiding a problem with the police), most people (between 41% and 48%) did not have to pay a bribe in the past 12 months. It also showed that the level of corruption with the traffic police (22%) is similar to the level of corruption to get a household service (22%).

² data for 2005, United Nations Department of Economic and Social Affairs/Population Divisions, World Population Prospects: the 2004 Revision, Volume II

³ "Criminal Victimization and Fear of Crime in Lagos Metropolis, Nigeria", Cleen foundation monograph series, no 1

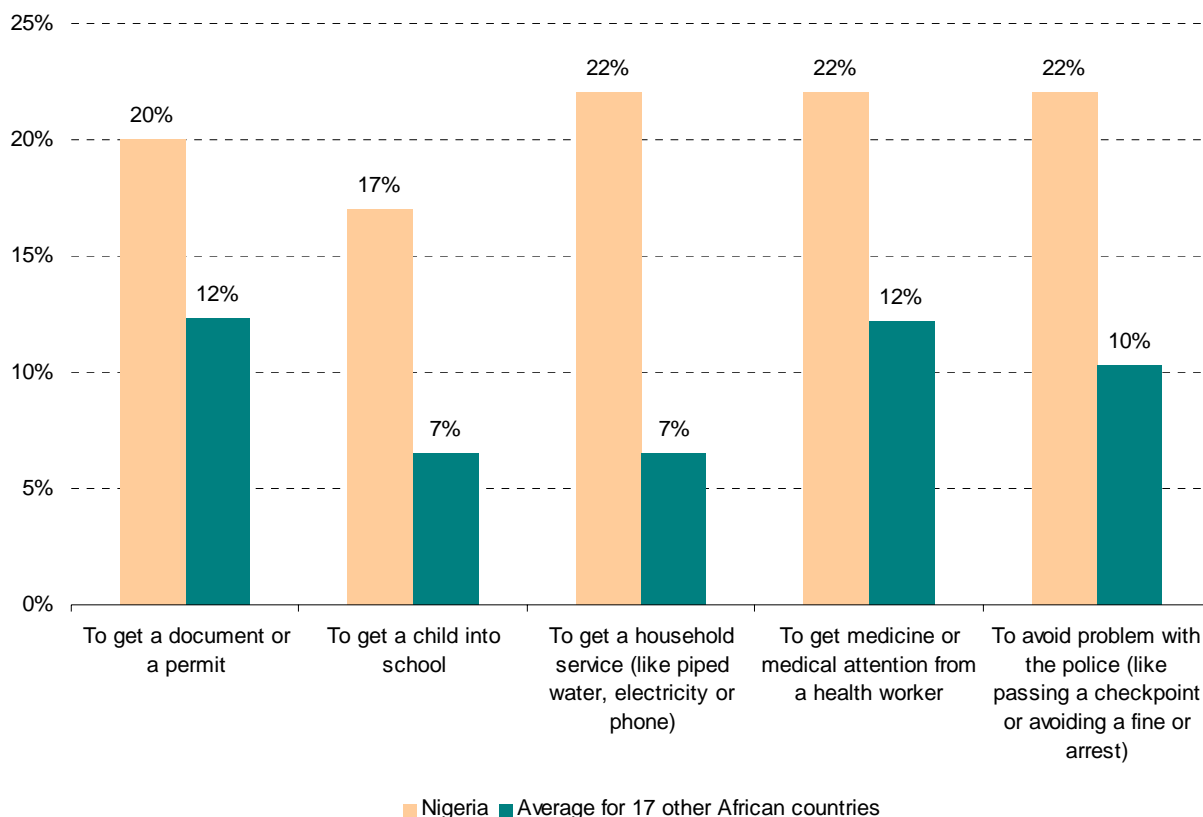
Experience of corruption in the past 3 years (2003-2005) by state in Nigeria



Source: CLEEN foundation - National Criminal Victimization Survey 2005
 The boundaries and names shown and the designations used in this map do not imply official endorsement or acceptance by the United Nations

The Afrobarometer surveys also revealed that the level of corruption in Nigeria was always higher than the average for the 17 other African countries surveyed for the four services considered (getting a document, getting a child into school, getting a household service or avoiding a problem with the police). The proportion of respondents having to pay a bribe to the traffic police was more than twice as high in Nigeria (22%) than for the average of the other 17 African countries (10%). However, the proportion of respondents having to pay a bribe to get a medicine or medical attention was three times higher in Nigeria than for the average of the other 17 African countries.

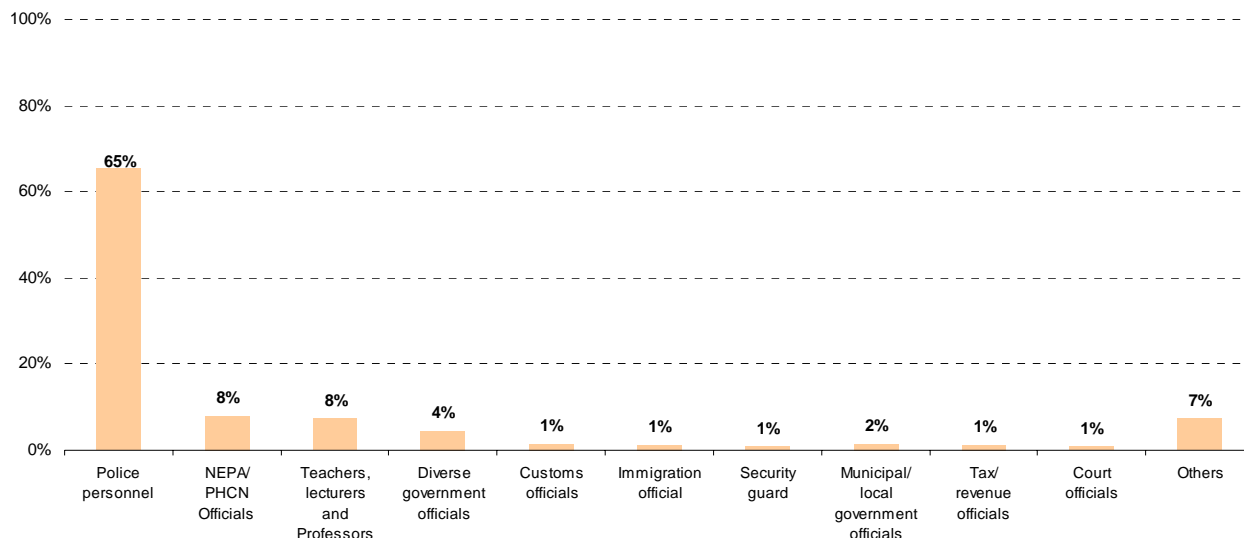
Figure 6: Experience with corruption, at least once, in the past 12 months



Source: Afrobarometer Round 3, (Respondents in Nigeria=2,363, Respondents in 17 other African countries=23,034)

The results of the National Crime Victimization Survey 2005 showed that, among the 22% of the respondents who had to pay a bribe in the past three years, 65% reported that the last time it happened in the past 12 months, they had to pay a bribe to a police officer, although not specifically a traffic police officer.

Figure 7: Officials who solicited bribe from the respondents, the last time a bribe was solicited in the past 12 months



Source: CLEEN, National Crime Victimization Survey, 2005 (Respondents = 2,178)

For Lagos, during the same National Crime Victimization Survey 2005, 70% of the respondents victim of corruption in the past three years, reported the last time they were asked to pay a bribe in the past 12 months, it was from the police. During the pilot Criminal Victimization survey conducted in Lagos in August 2004, it was the National Electric Power Authority (NEPA) that was the most frequently mentioned (54%) as demanding bribe before delivering services in 2003, against 29% for the police.

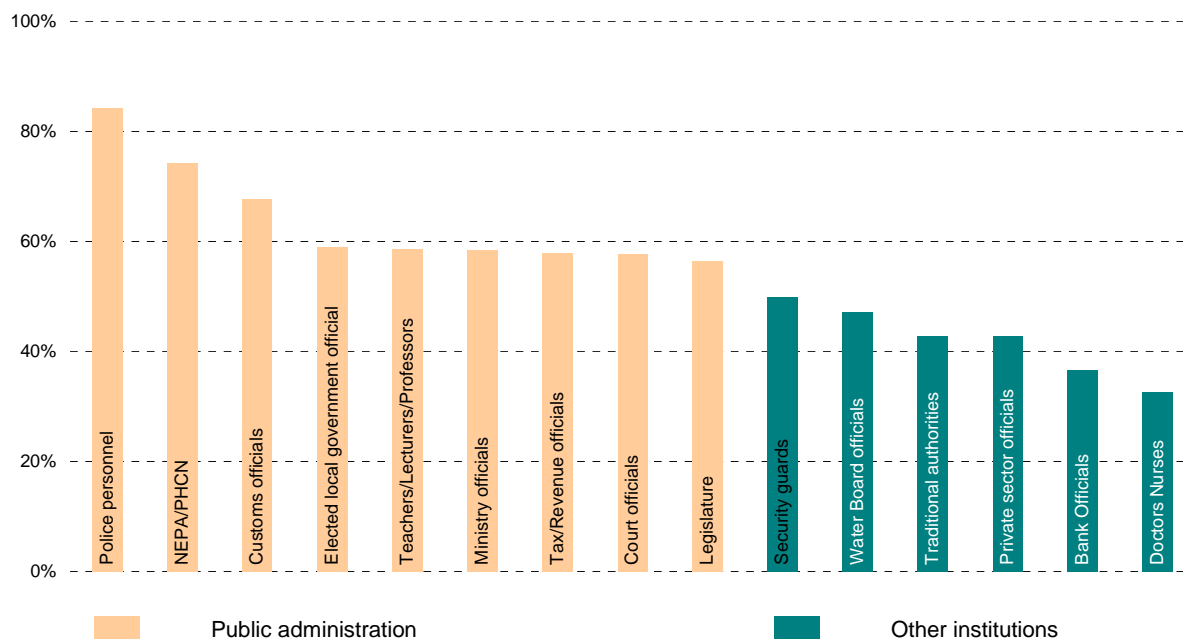
Reporting of corruption

Only 119 (5.5%) of the 2,178 respondents of the National Crime Victimization Survey 2005 who reported that they were required to pay bribes by officials within the past three years did report such occurrence to the police, or the ICPC or the EFCC. In 2001, the Nigeria Governance and Corruption Survey Study (focusing mostly on urban areas) showed that 14% of the victims reported to the authorities a corrupt act by public officials, but 53% of the respondents did not know where to report corrupt acts. During the same survey, the majority of households claimed that reporting corrupt acts was neither effective nor simple. Fear of harassment also stymied reporting of corrupt acts.

Perception of corruption

The extent of the general public perception of corruption by public officials is much bigger than the actual experience of corruption reported by the same respondents. While 22% of the respondents reported being asked at least once a bribe in the past 3 years, a much higher percentage reported that it would be likely or most likely that bribes would be paid to obtain services from public administrations. A percentage that varies for public administration from 84% for the police to 53% for the legislature and for other institutions from 50% for security guards to 33% for doctors and nurses.

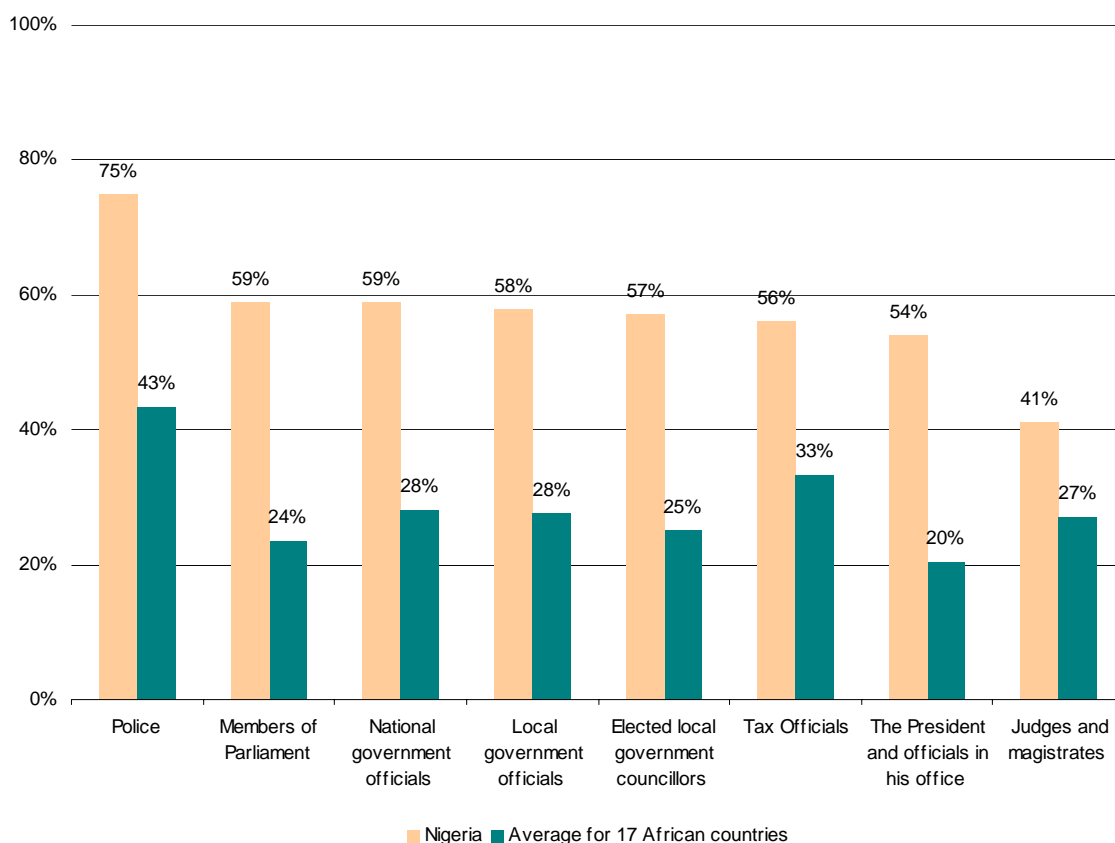
Figure 8: Perception of likelihood of bribery to obtain services (in % of respondents)



Source: CLEEN, National Crime Victimization Survey, 2005 (Respondents = 10,035)

The very high level of corruption perceived among police officials in Nigeria was also highlighted in the survey of the Afrobarometer. In this survey, 75% of the respondents in Nigeria thought that most people in the police are involved in corruption, against an average of 45% of respondents in 18 African countries who thought so for their countries. In Nigeria, the institutions perceived as less involved in corruption were the Judges and magistrates, together with the president and officials in his office.

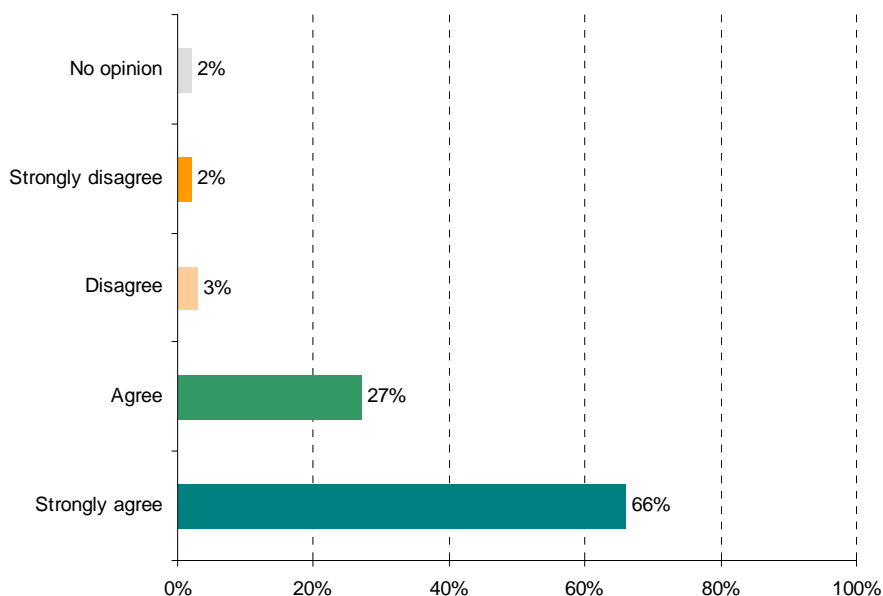
Figure 9: Perception of corruption (percentage of respondents of the opinion that most of the people in the following institutions are involved in corruption)



Source: Afrobarometer Round 3, (Respondents in Nigeria=2,363, Respondents in 17 other African countries=23,034)

The survey conducted by DFID’s Security, Justice and Growth Programme, also highlighted that, in 2005, 93% of the Nigerians in urban areas agree or strongly agree with the statement that ‘Corruption holds back the development of the Nigerian Economy’.

Figure 10: Respondents’ opinion to the statement ‘Corruption holds back the development of the Nigerian economy’



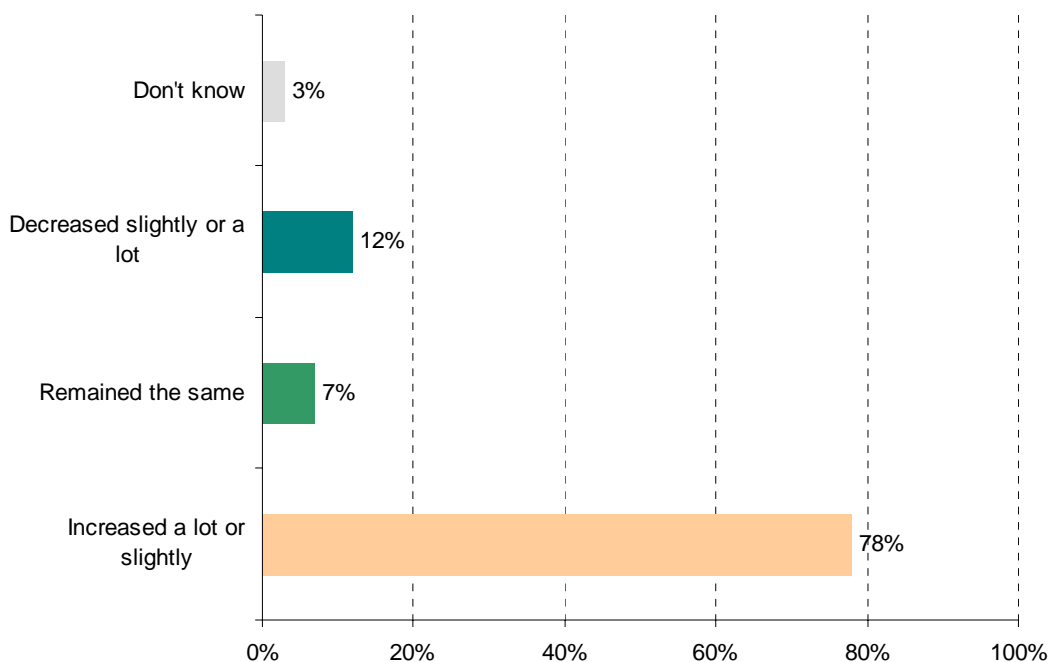
Source: DFID’s Security, Justice and Growth Programme, October 2005 (Respondents=1,526)

Already in 2001, the Nigeria Governance and Corruption Survey Study showed that more than 85% of the households interviewed considered corruption as a serious problem. Only unemployment was perceived as a more serious problem than corruption.

Perceived trend in corruption

The National Crime Victimization Survey 2005 also showed that 78% of the respondents aged 18 and above were of the opinion that corruption had increased slightly or a lot since 1999.

Figure 11: Trend in corruption since 1999



Source: CLEEN, National Crime Victimization Survey, 2005 (Respondents = 10,035)

This result was similar in all Nigerian states, except in the state of Niger where most of the respondents (43%) thought that corruption had decreased since 1999. The top 10 states where the general public considered that corruption had increased since 1999 were: Enugu (95%), Plateau (94%), Rivers (94%), Edo (93%), Abia (93%), Anambra (93%), Imo (92%), Delta (91%), Akwa Ibom (90%) and Ebonyi (87%). In Lagos, 85% of the population considered that corruption had increased slightly or a lot since 1999, whereas this percentage was only 73% in Abuja Federal Capital.

In 2001, the Nigeria Governance and Corruption Survey Study showed that 65% of the households considered that corruption was worse than in 2000.

Respondents' proposals for control of corruption

When asked what measures should be implemented to control corruption, most of the respondents highlighted tougher laws and sentences (22%), better education (22%) and example of leadership (21%).

Table 1: Respondents' proposals for control of corruption

Measures	%
Tougher laws and sentences	22%
Better education and proper upbringing of children	22%
Providing a good example of leadership	21%
More regular and control of public officials	9%
Greater publicity of problems of corruption	8%
Better salaries for public officials	7%
Others	7%
No answer	4%
Total	100%

Source: CLEEN, National Crime Victimization Survey, 2005 (Respondents = 10,035)

Conclusions

It is encouraging to note that the EFCC is already known by more than 50% of the general public (59% according to the National Crime Victimization Survey 2005). The EFCC also enjoys a fairly good reputation for doing a good job in fighting corruption as highlighted by two recent surveys: 91% of the respondents of the National Crime Victimization Survey 2005 were of the opinion that EFCC is doing a good or very good job. 68% of the respondent of the public opinion survey carried out in October 2005 by the DFID's Security, Justice and Growth Programme, agreed with the statement that the EFCC was doing very good or fairly good job.

However, the level of corruption remains high in Nigeria, and for example the Nigerian population is twice as likely to pay a bribe to a policeman than the average of 17 other African countries surveyed by the Afrobarometer in 2005. Although data on the issue varied, it can be estimated that a minimum of 22% of the Nigerian population aged 18 and above were victims of corruption in the past three years. This percentage is to be considered as a minimum because the survey focused only on four specific requests of bribes, but there might be other requests for bribe that are not captured. As showed by the National Criminal Victimization Survey 2005, there are also important regional variations in the likelihood of paying a bribe, ranging from 54% in Rivers State to only 7% in Kebi State.

The extent of the general public perception of corruption by public officials is much higher than the actual experience of corruption reported by the same respondents. This is a general pattern observed in many other countries, but reaching disturbing proportion in Nigeria, with 84% of the population considering likely or most likely to pay a bribe to obtain services from the police, according to the National Crime Victimization Survey 2005, while only 22% actually reported being asked a bribe in the past 3 years. This result of actual experience of corruption is to be taken with caution as it did not come from a corruption specific survey.

The comparison of the results of four recent surveys on the issue of corruption also revealed the difficulty of comparing data from different sources. The difference for some indicators between the surveys can be attributed to the different questionnaires used (a questionnaire may focus on specific corruption practices, while another will capture corruption practices more generally), the difference in sampling strategy (a survey may focus on urban areas, while another will cover urban and rural areas), and the difference in time frame (a survey will ask about prevalence of corruption over the past three years, while another will ask about prevalence for the previous year).

It should also be noted that some issues of direct interest for the work of the EFCC and the UNODC's support project were not addressed, or not sufficiently addressed, by the four surveys. These issues include inter alia the assessment of corruption against the frequency of contact with a public administration, the reasons for not reporting corruption practices, the assessment of the perception of EFCC on specific components like curbing internet fraud or money laundering activities, the preferred media for launching awareness campaign, and the break down of the survey results for rural and urban areas.

This rapid overview of existing data on corruption and the awareness of EFCC in Nigeria calls for the implementation of a public opinion survey specifically addressing EFCC's needs, whilst at the same time addressing the issue of the representativeness and accuracy of the corruption indicators in the country.

Annex 1: Comparison of selected indicators for 4 surveys

Survey	National Criminal Victimization Survey 2005	DFID's Security, Justice and Growth Programme	Afrobarometer	Nigeria Governance and Corruption	Comments
<u>Survey characteristics</u>					
Survey period	Oct-Dec 2005	Apr -05, Jul-05, Oct-05	Aug-Dec 2005	2001	
Sample size	10,035	1,519 - 2,547 - 1,526	2,363	2,613	
Geographical distribution	36 states	18 states	n/a	12 states	
Urban/Rural	Urban bias ⁽¹⁾	Urban	Urban/Rural	Strong Urban bias	
<u>Awareness and perception of EFCC</u>					
Public awareness of the existence of EFCC	59%				
EFCC is doing a good or very good job	91%				
Agreement with "EFCC is doing a good job fighting corruption".		68% (Oct - 05)			
<u>Experience with corruption</u>					
Experience of corruption by government official in the past 3 years (2003-2005)	22%				This result appears very low compared to the almost comparable result of the Afrobarometer (min of 22%) and the results of DFIF's study (about 50% of respondent victim of police bribery in the past 6 months in 2005). The results for Lagos also differ between the national survey (11% of respondents victim of corruption in the past three years, ie 2003-2005) and the pilot survey in Lagos (44% of the respondent victims of corruption in 2003).
Experience of corruption in the past 12 months (restricted to 4 scenarios)			>22%		This result appears low, probably because it does not capture all kind of corruption practices but limit the respondent's choice to four scenarios)
Experience of police requesting a bribe a check points in the past 6 months		54% (Apr - 05) 50% (Jul - 05)			
Among government official having requested a bribe, proportion of Police officials in the past 12 months	two third of the 22% experiencing corruption				
<u>Perception of corruption</u>					
Perception of likelihood to pay a bribe to police officials to obtain services	84%		75%		
Perception that corruption is increasing compared to 1999	78%			65%	

(1) ratio urban/rural of 70/30 in the sample, against a population ratio of 40/60

Annex 2: Public awareness of the existence of the institutions

States	Number of respondent	EFCC	ICPC	PSC	NAFDAC
Abia	260	53%	47%	41%	95%
Adamawa	120	71%	49%	33%	86%
Akwa Ibom	260	73%	52%	29%	91%
Anambra	301	57%	52%	29%	94%
Bauchi	480	53%	35%	19%	81%
Bayelsa	220	76%	46%	45%	98%
Benue	300	62%	55%	31%	87%
Borno	293	53%	34%	18%	72%
Cross River	212	41%	35%	33%	88%
Delta	292	60%	39%	30%	85%
Ebonyi	182	49%	41%	32%	84%
Edo	240	68%	51%	15%	88%
Ekiti	219	42%	21%	17%	82%
Enugu	181	58%	50%	35%	90%
FCT/Abuja	198	89%	79%	58%	97%
Gombe	121	35%	31%	29%	92%
Imo	280	60%	52%	29%	95%
Jigawa	320	80%	66%	59%	93%
Kaduna	452	69%	54%	29%	85%
Kano	477	55%	38%	27%	83%
Katsina	440	56%	53%	23%	80%
Kebbi	300	43%	42%	48%	80%
Kogi	240	70%	69%	18%	90%
Kwara	180	66%	57%	42%	90%
Lagos	640	55%	30%	18%	81%
Nasarawa	180	44%	37%	28%	78%
Niger	280	77%	65%	15%	86%
Ogun	259	69%	28%	24%	89%
Ondo	220	51%	45%	33%	87%
Osun	260	70%	54%	20%	86%
Oyo	393	59%	50%	13%	88%
Plateau	180	66%	60%	32%	92%
Rivers	219	79%	71%	48%	95%
Sokoto	252	51%	42%	21%	69%
Taraba	172	59%	50%	27%	89%
Yobe	160	43%	38%	33%	69%
Zamfara	252	31%	23%	17%	58%
TOTAL	10,035	59%	46%	28%	85%

Source: CLEEN, National Crime Victimization Survey, 2005

Annex 3: During the past three years, did any government officials asked you, or expected you to pay a bribe for his/her services?

States	Yes	No	Don't know	Total	% of 'Yes
Abia	97	163	0	260	37%
Adamawa	29	91	0	120	24%
Akwa Ibom	88	170	2	260	34%
Anambra	92	204	5	301	31%
Bauchi	99	377	4	480	21%
Bayelsa	93	123	4	220	42%
Benue	93	207	0	300	31%
Borno	49	242	2	293	17%
Cross River	49	158	5	212	23%
Delta	58	233	1	292	20%
Ebonyi	71	110	1	182	39%
Edo	37	200	3	240	15%
Ekiti	36	183	0	219	16%
Enugu	28	153	0	181	15%
FCT/Abuja	30	167	1	198	15%
Gombe	15	106	0	121	12%
Imo	69	211	0	280	25%
Jigawa	51	269	0	320	16%
Kaduna	71	381	0	452	16%
Kano	83	388	6	477	17%
Katsina	100	339	1	440	23%
Kebbi	22	275	3	300	7%
Kogi	77	162	1	240	32%
Kwara	45	126	9	180	25%
Lagos	70	563	7	640	11%
Nasarawa	27	150	3	180	15%
Niger	43	233	4	280	15%
Ogun	41	211	7	259	16%
Ondo	60	160	0	220	27%
Osun	73	185	2	260	28%
Oyo	99	283	11	393	25%
Plateau	27	153	0	180	15%
Rivers	118	98	3	219	54%
Sokoto	30	221	1	252	12%
Taraba	60	112	0	172	35%
Yobe	17	143	0	160	11%
Zamfara	25	225	2	252	10%
TOTAL	2,172	7,775	88	10,035	22%

Source: CLEEN, National Crime Victimization Survey, 2005