



**ANTI-CORRUPTION
COMMISSION**

ANTI-CORRUPTION COMMISSION

ANNUAL REPORT

FOR THE YEAR 2008

GOAL STATEMENT

“To achieve significant Reduction in the Levels of Corruption in Zambia”

MISSION STATEMENT OF THE ACC

“To effectively spearhead the Prevention and Combating of Corruption in Order to Promote Integrity, Transparency and Accountability for the Attainment of Zero Tolerance of Corruption, Good Governance and sustainable Development for the Benefit of All in Zambia”.

THE CORE ETHICAL VALUES OF THE ACC

1. **Integrity**
2. **Excellence**
3. **Accountability**
4. **Respect**
5. **Confidentiality**
6. **Collaboration**
7. **Impartiality**
8. **Loyalty**
9. **Responsibility**
10. **Citizenship**

THE ANTI-CORRUPTION COMMISSION

P. O. BOX 50486

LUSAKA

His Excellency the President of the Republic of Zambia

State House

LUSAKA

Your Excellency,

1. In accordance with Section 4(1) of the First Schedule to the Anti-Corruption Commission Act No. 42 of 1996, I am, again, pleased to submit the narrative report accompanied with audited financial statements on the activities of the Anti-Corruption Commission for the year 2008
2. Your Excellency, the year 2008 brought a number of challenges which included continued high staff turnover and inadequate funding which made the achievement of most targets unattainable.
3. During the year under review, the Commission joined the rest of Zambia in mourning the death of the late Republican President Dr. Levy Patrick Mwanawasa, SC, may his soul rest in eternal peace.
4. During the same year, one of the Commissioners Mr. Akashambatwa Mbikusita Lewanika resigned his position on 20th October, 2008 and no one had been appointed to replace him by the end of the year. However, I together with Mrs. Christine Mulundika, Vice Chairperson and Commissioners Dr. Webby Kalikiti and Mrs. Elizabeth Mano Lupeta continued. It was my hope that Mr. Mbikusita-Lewanika's replacement would be made early in the coming year to bring the composition of the Commission to full capacity once again in line with Section 7 of the Anti-Corruption Commission Act No. 42 of 1996.

5. The year under review also saw the retirement of the former Director-General Mr. Nixon Mabvuto Banda in June, 2008 upon attaining the statutory retirement age in terms of Section 17(1) of the Anti-Corruption Commission Act No. 42 of 1996. The Deputy Director-General Mrs. Rosewin Mutinta Wandu was then appointed to act as Director-General for administrative convenience only, a position she still held by the end of the year. It was my hope that the substantive appointment of a Director-General to replace Mr. Banda would be made early in the following year.
6. The year under review also saw the retirement of the former Commission Secretary Mr. Gilbert Chipango Manganja in March, 2008 after serving the Commission a total of four years on contract. This resulted into the promotion of Mr. Mathew Mbewe as Commission Secretary. The rest of the management team continued namely, Mrs. Kayobo Ng'andu, Director of Corruption Prevention and Community Education, Mr. Edwin Sakala, Director of Investigations and Mr. Mwape Dancewell Bowa, Director of Legal and Prosecutions.
7. Despite the challenges of inadequate funding, the Commission, continued with its functions through prioritization of the available resources received from Government and Cooperating Partners. A number of high profile cases were before the courts of law by the end of the year. Significant progress was also achieved in the area of corruption prevention. Five public institutions were added to the Integrity Committee (IC) initiative in the continued roll out programme bringing the number of IC Institutions to thirteen (13) by the end of the year.
8. Public support and demonstrable political will continued for the fight against corruption. The fight against corruption continued to take central place in debates and speeches of many Zambians and the youth were willing to participate in anti-corruption programmes as will be seen from the report.
9. Your Excellency, the Commission remained committed to the Government's Policy of 'Zero Tolerance' of corruption. This stance continued to give impetus for the Commission, Stakeholders and the Citizens in general to fight corruption with all that it takes.
10. The year under review also saw the end of the previous Commission Strategic

Plan 2004 -2008 and the development of a new Commission Strategic Plan 2009-2013 which was to be launched in January, 2009.

11. A new Commission Organisation Structure was also developed and approved in consultation with Cabinet office and awaited Treasury Authority for implementation by the end of the year.
12. However, the Draft National Anti-Corruption Policy (NACP) had not yet been approved by the end of the year hence the Implementation Strategy could not be finalized and implemented.
13. Limited organizational and geographical spread of the Commission also continued to limit effective performance and accessibility to the ACC across the country.
14. Your Excellency, this report covers performance of the Commission under each strategic objective as we came to the end of 2008 and the end of the Strategic Plan 2004-2008.
15. I remain at Your Excellency's and the Nation's service.

Yours faithfully,

Justice Valentine Chileshe

CHAIRPERSON

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ABBREVIATIONS

ACC	-	Anti-Corruption Commission
ACCES	-	Anti-Corruption Commission Enhanced Support
AU	-	African Union
CAU	-	Corporate Affairs Unit
CMS	-	Complaints Management System
CPD	-	Corruption Prevention Department
CRD	-	Community Relations Department
DFID	-	Department for International Development
DG	-	Director-General
FRA	-	Food Reserve Agency
GSAG	-	Governance Sector Advisory Group
GS	-	Governance Secretariat
HRA	-	Human Resource and Administration
IMS	-	Investigations Management System
IT	-	Information Technology
LPD	-	Legal and Prosecutions Department
MDA	-	Ministries, Departments and Agencies
MDD	-	Management Development Division
MOE	-	Ministry of Education
NACP	-	National Anti-Corruption Policy
NGBS	-	National Governance Baseline Survey
NGO	-	Non Governmental Organization
PSMD	-	Public Service Management Division
RDA	-	Road Development Agency
SADC	-	Southern African Development Community
UN	-	United Nations
ZBF	-	Zambia Business Forum
ZESCO	-	Zambia Electricity Supply Corporation
ZNTB	-	Zambia National Tender Board
ZRA	-	Zambia Revenue Authority

1.0 INTRODUCTION

- 1.1 The Anti-Corruption Commission (ACC) is the lead institution with the legal mandate of spearheading the fight against corruption in Zambia. Established in 1982 the ACC was transformed into an operationally autonomous corporate body by the repeal and replacement of the then Corrupt Practices Act no. 14 of 1980 by the Anti-Corruption Act No. 42 of 1996 which is the current legal frame work for the fight against corruption in Zambia.
- 1.2 The ACC has three statutory functions namely, corruption prevention, Community Education and investigations and prosecutions. The ACC is composed of a two tier structure namely the Board of five Commissioners led by the Chairperson and the Directorate headed by the Director-General.
- 1.3 By the end of the year under review, the Board of Commissioners Commission had only the Chairperson Justice Valentine Chileshe and three other Commissioners in place. The Management of the Directorate was headed by the acting Director-General Mrs. Rosewin M Wandi following the retirement of the former Director-General Mr. Nixon Banda. An acting appointment for a Deputy Director-General was not made.
- 1.4 Co-operating Partners continued to supplement Government funding for the continued implementation of the ACC Strategic Plan 2004-2008 as shown in the attached Financial Statements for the year 2008.
- 1.5 The draft NACP submitted to Cabinet for approval in February, 2007 was not yet approved by the end of the year under review. This caused continued delay of implementation of the NACP. It is hoped that the approval would be given early in 2009.

2. THE ANTI-CORRUPTION COMMISSION

2.1 The Commission headed by Justice Valentine Chileshe continued providing the general policy guidelines and overseeing the operations of the Anti-Corruption Commission. As at 31st December, 2008, the composition with one vacancy left by Mr. Akashambatwa Mbikusita-Lewanika was as follows:



Justice Valentine Chileshe

Chairperson



Mrs. Christine J. Mulundika
Teacher's Certificate, Political Education Certificate

Vice – Chairperson



Dr. Webby S. Kalikiti
B. A. – Education, MA – History,
MPHIL - Third World Studies
PHD – History
Commissioner



Mrs. Elizabeth M. Lupeta
Bachelor Of Arts Degree
(Education)
Commissioner



Mr. Akashambatwa Mbikusita-Lewanika B.A. (Jackson), M.P.S. (Cornell) M.A. (Carleton), M.L.S. (Boston), F.E.D.I (World Bank)
Former ACC Commissioner
(Resigned during the year)

2.2 The Commission Standing Committees chaired by respective Commissioners continued as established under Section 12(1) of the Anti-Corruption Commission Act No. 42 of 1996 as follows:

Oversight Committee	- Justice Valentine Chileshe
Corruption Prevention Committee	- (Vacant)
Resources Committee	- Dr. Webby Kalikiti
Strategy Committee	- Mrs. Christine J Mulundika
Community Education Committee	- Mrs. Elizabeth M Lupeta

Through these Committees, the Commission gathers, collates and aggregates information in order to formulate relevant, effective and supportive policies on the operations of the Commission.

3. **MANAGEMENT OF THE DIRECTORATE**

The Management of the Directorates as at 31st December, 2008, was as follows:



Mr. Nixon Mabvuto Banda, LL.B, AHZ
Director-General (Retired during the year)



Mrs. Rosewin Mutinta Wandu, MSc., LLB, AHZ
Deputy-Director-General, acted as Director-General



Mr. Mathew Mbewe
BA, Education, MSC, Human Resource
Secretary to the Commission



Mr. Edwin Sakala BA, Political Science
Director of Investigations



Mrs. Kayobo Ngându, MSc., BSW
Director - Corruption Prevention
and Education



Mr. Mwape D. Bowa BA, LLB, AHZ
Director –Legal and Prosecutions



Mr. Gilbert Chipango Manganja
BA, Public Administration, ILGA
Former Commission Secretary
(Retired during the year)

4.0 CORPORATE AFFAIRS

4.1 STRATEGIC OBJECTIVE

To strengthen the organizational framework in order to improve the operations of the ACC

During the year under review, the Corporate Affairs Unit established in 2007 continued under the headship of the Office of the Director-General. The Unit provides management with timely operational information to enhance effective management.

The Unit, in line with the 2004 - 2008 Strategic Plan, reviews, operational systems, processes and procedures and makes recommendations for streamlining and implementing best practice in the operations of the ACC. Therefore, the Unit makes recommendations for developing and implementing effective internal and external communications policies and mechanisms. The Unit also reviews and makes recommendations for streamlining and implementing financial management systems and internal controls.

The unit is divided into three operational office functions namely Systems Monitoring, Public Relations, and Internal Audit. Some of the activities of the Unit during the year were as follows:

4.2 SYSTEMS MONITORING

During the year under review, systems monitoring and evaluation of the Commission's Complaints Management, Investigations Management and Prosecutions Management Systems were done and the findings and recommendations used in improving the implementation of the systems.

4.2.1 Internal Image Study

An Internal Image Study targeted at respondents from across the Departments and Sections in the Commission was conducted in order to assess the current perception of ACC Members of Staff of the internal corporate image. The report and recommendations will be used to improve the internal corporate image of the ACC.

4.2.2 External Image Study

This study targeted a sample size of respondents with a cross section of backgrounds. By the end of the year, questions had been administered and data collected in seven provinces namely: Southern, Eastern, Northern, Western North-Western, Central and Lusaka Provinces. The rest, namely: Luapula and Copperbelt could not be reached due to lack of funds. It was hoped that the study would be completed early in the following year. The findings would be used to improve the external image of the ACC.

4.2.3 Station Inspections

Station Inspections were conducted in seven Provincial Stations of the Commission except Mansa and Kitwe Offices.

These inspections covered the following aspects among others:

- (i) Financial status analysis
- (ii) Staffing levels
- (iii) Office premises
- (iv) Support infrastructure
- (v) Transport

The findings were used by Management to ensure better management of the Regional Offices. It was hoped that the remaining two stations would be inspected early in the coming year.

4.2.4 High Profile Cases

Information on high profile cases was the findings used by management to improve management of all High Profile cases recorded in the Commission both at Headquarters and in the Regions. It was hoped that a similar exercise would be conducted on other cases in due course.

4.2.5 Workload Review

A review of the work load was conducted at Chipata Office. The recommendations were used by management to streamline the operations of the Station.

4.2.6 Fleet Management

An exercise to determine the efficiency and Commission Pool Motor Vehicles, in particular, movements of vehicles as captured by effectiveness of the Fleet Management System was conducted and recommendations used by Management to improve Fleet Management.

4.3 PUBLIC RELATIONS

The following activities were undertaken in 2008:

- a) Website Management
- b) Production of the ACC Quarterly Newsletter
- c) Conducting of Quarterly Media Briefings
- d) Production of Corporate Materials
- e) Conducting of Media Conferences
- f) Holding of Quarterly Anti Corruption Stakeholders Meetings
- g) Issuance of Press Releases

4.3.1 Production of ACC Quarterly Newsletter

Due to lack of funds, the ACC Newsletter, a quarterly publication was only in the first and second quarters. As a way of cutting print costs, the newsletter is also being circulated electronically to clients who have facilities.

4.3.2 Conducting of Quarterly Media Briefings

Quarterly Media briefings were held for the first two and last quarters only due to other commitments in the third quarter.

Media briefings proved to be very useful in terms of communicating information on the operations of the Commission to the people of Zambia and providing a platform for the media to pose other pertinent questions to the Commission.

4.3.3 Production of Corporate Materials

As part of corporate image building, the Commission undertook to produce some corporate materials to give away. However due to insufficient funds, only the following corporate materials were produced for distribution:

- i) 250 pocket Diaries
- ii) 50 A5 Diaries
- iii) One (1) Corporate Banner
- iv) 500 Christmas Cards.

4.3.4 Conducting of Media Conferences

Two media conferences out of the four planned for the year, were held in Mongu and the other in Solwezi.

The conferences brought out valuable information from the media practitioners on how the Commission could adequately feed information to the media and receive free publicity from the stories covered. The conferences were, also, an opportunity for strengthening ACC/Media relations.

4.3.5 Holding of Quarterly Anti Corruption Stakeholders Meeting

In a bid to spearhead the formation of an anti corruption forum, for further collaboration in the fight against the late President His Excellency Dr Levy Patrick Mwanawasa, SC, was to launch a Stakeholder Anti-Corruption Forum in Solwezi. The forum could, however, not be launched. It was hoped that this would be addressed through the National Anti-Corruption Policy once approved.

4.3.6 Issuance of Press Releases

Forty two (42) Press Releases arising from the arrests, convictions, community education and corruption prevention activities in the Commission, were issued during the year. In the same vein, twenty eight (28) Press Queries were also attended to. This was in a bid to inform the public on the work of the ACC and thereby solicit their support in the fight against corruption.

4.4 INTERNAL AUDIT

Internal Audit, as part of the Corporate Affairs of the ACC, in addition to its functions under regulation No. 20 of the Financial Regulations of 2006, conducted periodic reviews of systems and internal controls.

4.4.1 Implementation of the 2008 Audit Plan

Although the plan was not fully executed due to manpower constraint, some significant work was done during the year. The Unit was able to review and report

on the systems and controls pertaining to the following areas:

1. Usage of fuel & lubricants at headquarters
2. Staff loans and Advances
3. Payments of staff overtime
4. Cashier's office
5. Payment of special imprest
6. Procurement of goods and services
7. Systems and controls at four regional offices covering general stores, exhibits, fuel & transport, office inventory and cash.

The recommendations were used by Management to institute remedial measures as recommended where necessary.

4.4.2 Regional Tours

Audit Tours and inspections of Chipata, Kasama, Livingstone and Kabwe were undertaken as per the 2008 Audit Plan. The recommendations were again by Management to improve the operations of these Stations.

4.4.3 Audit Committee

In accordance with section 11(3) of the Public Finance Act 2004, internal audit is required to submit reports to the Controlling Officer and the Audit Committee. During the year under review, the audit committee did not meet to consider internal audit reports due to the absence of the Chairperson, who was out of the country until December, 2008. Measures have now been put in place to ensure that the Committee resumes its business in 2009.

5. MANAGEMENT OF REGIONAL STATIONS AS AT 31ST DECEMBER, 2008

The management of Regional Offices as at 31st December, 2008 was as follows:

 Mr. Milton Siakabeya, BA (Education) Chief Investigations Officer/Regional Manager – Copperbelt Region	 Mrs. Haniinga M. Mwape, BA PA and Economics Chief Investigations Officer/Regional Manager – Southern Region
 Mr. Raymond Banda, BA, LS Senior Investigations Officer /Regional Manager – Eastern Region	 Mr. Paul Chipasha, BA (Social Sciences) Senior Investigations Officer/Regional Manager – Central Region
 Mr. Chola Kasongo, BA (Social Work) Senior Investigations Officer/Regional Manager – Luapula Region	 Mr. Joshua Kakoshi, BA (Social Work) Senior Investigations Officer/Regional Manager – Western Region
 Mr. Patrick Mutumba, BA Public Administration and Economics Senior Investigations Officer/Regional Manager – Northern Region	 Mr. Humphrey Mwiinga, BA (Education) Senior Investigations Officer/Regional Manager – North Western Region

6.0 ADMINISTRATION, FINANCE AND HUMAN RESOURCES DIRECTORATE

6.1 STRATEGIC OBJECTIVE TO STRENGTHEN THE ORGANIZATIONAL FRAMEWORK IN ORDER TO IMPROVE THE OPERATIONS OF THE ANTI CORRUPTION COMMISSION

The Human Resource, Administration, Information and Finance Department is responsible for providing resource management and administration services that supports delivery of operational outputs of the Departments and facilitates their performance. The Department's principal functions are:

- a) Human Resource Management,
- b) Human Resource Development,
- c) Financial Management,
- d) Office Administration,
- e) Secretarial Service,
- f) Records Management and
- g) Information and Communication.

6.2 Staff Compliment

During the year under review, the Staff Compliment of the Commission reduced from 260 to 255 against the approved staff compliment of 318. The reduction was a result of five resignations. At the end of the year, there were in total 37 vacant positions broken down as follows:

Investigations	19
Legal and Prosecutions	7
Corruption Prevention	7
Community Education	5

The vacant positions could not be filled due to lack of funds.

6.3 Strategic Plan

The Commission continued to implement the 2004-2008 strategic plan with the full participation of the Commissioners. Based on the strategic plan. Departmental work plans were developed which were used to operationalise the strategic plan. However during the year 2004 – 2008 the Commission reviewed the Strategic Plan and developed a New Strategic Plan for the period (2009 -2013) with a view to improving performance and service delivery and to keep abreast with changes in it's internal and external environment. The plan is aimed at transforming the ACC into a more efficient, cost effective and responsive institution and provides a roadmap on which the ACC seeks to anchor its operations and to address challenges faced during 2004 – 2008 period.

6.4 New Organisation Structure

The review of the Strategic Plan necessitated the review of the organisation structure which essentially serves as one of the vital tools for the implementation of the Strategic Plan. A new organization structure was approved with an increase of the staff establishment from 318 to 360. However, the new structure could not be implemented due to lack of funds.

6.5 Performance Management System

The implementation of the Performance Management System was enhanced during the year under review. This was to ensure that management operations are guided by a system that supports the Commission goals. The Commission conducted appraisals for all members of staff, for the period January 2007 to December 2007.

6.6 Toll Free Lines

The Toll Free Lines that could only be accessed by ZAMTEL and ZAIN Subscribers was extended to MTN Subscribers after negotiations with MTN Management.

6.7 Internet Facilities

During the year under review, the Commission tried to upgrade internet facilities in its Regional Offices, from dial-up access to broadband so as to provide Regional Offices easy access to information and communication systems. However, this could not be achieved due to limitations in funding. It was anticipated that this could be achieved in the following year.

6.8 Web Based Research Facility

A Web Based Research Facility was also developed for Commission Staff and Members of Integrity Committees. This Facility is a depository for information relating to corruption and any other relevant information to be used by Commission members of staff. The Facility has links to other anti-corruption websites as well. This Facility was developed with assistance from the Royal Danish Government. It was hoped that the facility would be launched early in the following year.

6.9 Case Management Systems

The migration of the Case Management Systems from the current to more robust platforms could not be achieved due to funding constraints. It was hoped that this could be achieved in the following year.

6.10 Search Engine

The idea of developing a Search Engine was to have online access to information that was kept by client institutions by linking directly into their databases.

However, due to technological constraints this was only achieved by getting offline copies. In this regard, the Commission went into Information Sharing Agreements client institutions.

6.11 Finance

Compared to K31.8 billion approved for the operations of the ACC in 2007 Parliament approved a budget of **K31.4 billion** for the year 2008 of which 75% was funded from the Government's own resources. The balance of 25 was a contribution from International Cooperating partners in the following proportions:

- a) The Department for International Development (DFID) - 17%
- b) The Royal Danish Embassy (DANIDA) - 7%
- c) The Royal Finnish Embassy (FINIDA) - 1%

During the year under review, the Commission opened regional bank accounts in all its eight regional offices to improve funding logistics in the provinces and enhance decentralization.

6.12 TRAINING PROGRAMMES AND INTERNATIONAL CONFERENCES

During the year under review, officers of the Commission participated in a number of International Conferences and also attended long term and short term capacity building and management training courses as listed at **appendix 1**.

7.0 CORRUPTION PREVENTION AND COMMUNITY EDUCATION DIRECTORATE

7.1 CORRUPTION PREVENTION

STRATEGIC OBJECTIVE

Strategic Objective:

To create effective mechanisms for the prevention of corruption in order to significantly reduce corrupt practices in both public and private bodies.

7.2 Developing the National Anti-Corruption Policy and Strategy (NACPS)

The draft National Anti-Corruption Policy (NACP) submitted to Cabinet in February 2007 still awaited Cabinet Approval at the end of the year under review. The Policy Implementation Strategy was to be finalized after the approval of the National Anti-Corruption Policy. Delayed approval of the NACP in turn delayed its full implementation.

7.3 Disseminating the National Anti-Corruption Policy Strategy

The Commission continued to disseminate the Integrity Committees (IC) initiative for effective institutionalization of Corruption Prevention and integrity in public and private institutions through the print and electronic media, workshops, sensitization campaigns and public discussion fora. The feedback from the public continued to be positive and highly supportive.

7.4 Determining Corruption Prone Organizations and targeting them for interventions.

Cabinet Office approved the rolling out of the Institutionalisation of Corruption Prevention to a further 5 (five) Ministries, Departments and Agencies while implementation of the initiative in the 8 (eight) pilot

MDAs. The new IC institutions are:

- i. Judiciary
- ii. Road Transport and Safety Agency (RTSA)
- iii. Department of National Registration, Passport and Citizenship
- iv. Livingstone City Council
- v. Kitwe City Council



New IC members being sworn in by Secretary to Cabinet in Livingstone during the induction for new IC Institutions

The 5 institutions were identified using the National Governance Baseline Survey Report and the findings of a Survey conducted by the ACC in some complaint handling institutions namely the Zambia Police, the Human Rights Commission and ACC itself.

7.5 Establishing and operationalising Corruption prevention Mechanisms in both Public and Private Bodies.

Integrity Committees

The ACC-IC Desk Officers continued to work closely with the IC members in each institution to assist in developing and implementing Corruption Prevention and integrity programmes in their institutions. The co-ordination role of the ACC in the implementation of the IC initiative has been boosted by the training of eight (8) Corruption Prevention Focal Officers based at each Regional Station of the

Commission. The Officers' role is to spearhead the development and implementation of Corruption Prevention programmes in their respective Regions and co-ordinate the work of the IC institutions that have structures in the Regions. It was hoped that similar training would be extended to the Regional Managers in the coming year so as to enhance the coordination role.

A significant level of consolidation of the IC initiative in public institutions in Zambia was achieved with the following notable benefits:

- (a) Exchange of anti-corruption information among IC institutions was increasing;
- (b) The public continued to have an opportunity to complain directly to an IC institution on issues of unethical conduct and unsatisfactory service delivery which was not the case before;
- (c) Institutions progressively appreciated the value of inward self-cleansing as opposed to an anticipation of outside intervention to address internal hindrances to service delivery, as outside intervention is in many instances regarded with some suspicion;
- (d) Consciousness for ethical conduct in public office on the part of both the public officers and clients has been enhanced;

The Chief Executive Officers of the 5 new IC institutions were addressed by the Secretary to the Cabinet on the IC initiative and on their roles in ensuring successful implementation of the initiative.

The twenty (20) new IC members, four from each of the new IC institutions and an additional four (4) members from the pilot IC institutions were sworn in by the Secretary to the Cabinet, and underwent a two-week induction training to equip them with the necessary knowledge institutionalization of

corruption prevention and integrity in their respective MDAs. The immediate task which the new IC members agreed to undertake was to disseminate the IC initiative within their respective MDAs and develop their work-plans for 2009.

During the year, the IC initiative continued to operate in the of (eight) Pilot MDAs namely;

- i. Anti-Corruption Commission
- ii. Immigration Department
- iii. Lusaka City Council
- iv. Ministry of Lands
- v. Ndola City Council
- vi. Public Service Pension Fund
- vii. Zambia Police Service
- viii. Zambia Revenue Authority



ACC Acting Director General Mrs Rosewin Wandu hands over office equipment to Ndola City Council IC member Mr Roy Kuseka, (left) and (right) to Mrs. Philomena Ngwane of Lusaka City Council IC.

The above institutions were able to conduct the following activities:

(a) *Development of Draft Code of Ethics*

Except for the Zambia Revenue Authority and the Anti-Corruption Commission, the Integrity Committees started facilitating the process of developing Codes of Ethics for their respective Institutions. The Zambia Revenue Authority and the Anti-Corruption Commission already had Codes of Ethics in place.

(b) *Establishment of Customer Service Centres and Development of Service Charters*

For purposes of promoting transparency accountability and streamlining service procedures, the Zambia Revenue Authority and Ministry of Lands developed Customer Service Centres and Service Charters.

(c) *Conducting Work processes re-engineering (WPR)*

The Commission, working in conjunction with the Management Development Division (MDD) under Cabinet Office commenced the conduct of Work Processes Re-engineering in the Lusaka City Council. It was hoped that the process would be concluded in 2009 and would lead to the development of a Service Charter for the Lusaka City Council. The re-engineering of work process would be commenced in the coming year in other institutions like the Ndola City Council and the Anti Corruption Commission. It is also hoped that the re-engineering solutions which will be developed would be suitable for replication with only minor adjustments in other local authorities as they deliver similar services.

(d) *Decentralizing The Integrity Committees Structure In MDAs With A Presence Around The Country*

Divisional Focal Officers were appointed in the Zambia Police Service and

underwent Integrity Committee training as did their Divisional Commanding Officers and some members of Police High Command. Integrity Focal officers were also appointed in the Immigration department and the Zambia Revenue Authority. Their training was scheduled for 2009. It was hoped that the decentralization of IC structures would be taken further during the coming year.

(e) *Receiving and Processing Complaints On Unethical Conduct Against Some Members Of Staff In the IC Institutions.*

The IC institutions continued to receive and handle complaints on unethical and unprofessional conduct. It was envisaged that the data-base to capture all complaints received from the public and action taken, would be operationalised in 2009. This would assist the ACC and the IC institutions to measure the effectiveness of receiving and addressing, complaints from members of the public.

(f) *Guidelines*

During the year, the guidelines on the Implementation of the Integrity Committee initiative were revised to take into account the feedback received from stakeholders during the dissemination and implementation of the initiative from inception in 2006. The new features of the initiative include establishment of a secretariat for each IC, which would serve as the technical team to implement the programmes which the ICs will develop, and opening up of appointments for IC membership to other members of staff who may not have a direct reporting line to the CEO in an IC institution.

7.6 Managerial Accountability Workshops

During the year under review the Directorate continued to carry out “Managerial Accountability Workshops” as a tool in corruption and crime prevention at places of work. The workshops were designed to help the organisations identify

procedural practices that are prone to abuse, cheating and manipulation and to develop plans of action for improving structural accountability and transparency.

Four Managerial Accountability Workshops were conducted during the year in Mansa in Luapula Province, Chipata in Eastern Province, and Livingstone and Choma in Southern Province. These were in the areas of:

- The conduct of procurements in the Ministry of Health by procurement staff in Luapula, Southern and Eastern Provinces,
- The conduct of procurements by the Ministry of Education Procurement staff in the Southern Province.

The Workshops gave participants an opportunity to:

- i. Appreciate the adequacy or inadequacies of processes and procedures of their respective institutions;
- ii. Identify the vulnerabilities for corruption and other related malpractices and make recommendations to make the system transparent and efficient.
- iii. Generate innovative solutions for addressing abuses.

Follow ups on implementation plans were made for the Managerial Accountability workshops which were held for procurement staff in the Ministry of health in Livingstone, the University Teaching Hospital (UTH) and Ndola Central Hospital. During the discussions, the Ministry of Health requested the ACC to conduct similar workshops in all the provinces of Zambia. The Commission has planned for more Managerial Accountability workshops for the Ministry of Health in the coming year.

7.7 ACC Sitting on Committees

In a bid to enhance transparency and accountability in the public service delivery, the Commission continued to sit on various Committees some of these included:

- (i) Provincial Tender Committees;
- (ii) Allocation of Plots by the Ministry of Lands;
- (iii) Interviews for residential plots by Kitwe City Council;
- (iv) Evaluation of Bids at Ministry of Education for the supply of School Desks to various Districts.
- (v) Road Development Agency for construction of roads in six (6) Districts and
- (vi) Recruitment of teachers by the Ministry of Education;

The Commission also worked with the Immigration Department in enhancing integrity in the issuance of Immigration Permits by participating in the joint inspection teams led by the Immigration Regional Offices in Lusaka, Copperbelt, Eastern, Northern, North Western, Western, Central and Southern Provinces. The Teams inspected the investment sites or businesses of applicants of Immigration Permits and made recommendations to the Employment Permits Committee (EPC) at Headquarters on which the Anti-Corruption Commission also sits.

7.8 Corruption Prevention Assignments

The Commission continued to conduct Corruption Prevention exercises in various institutions by way of systems study of the procedures in place with a view to identify areas susceptible to corruption and recommend measures to enhance the systems. Some of the exercises were on

- i. recruitment of students at Evelyn Hone College
- ii. recruitment of enumerators for the Economic Census and Central Statistics Office
- iii. Administration of benefits for the former Lintco workers by the Administrator General's Office

- iv. recruitment of casual workers at Kafue Sugar Company
- v. recruitment of staff at Zambia Electricity Supply Company through an Agent

It was hoped that the exercise at ZESCO would be extended to recruitments in the institution by its Human Resource Department in the following year. Other notable Corruption Prevention assignments that were conducted are:

a. **Corruption Prevention at Food Reserve Agency**

The Corruption Prevention Exercise at the Food Reserve Agency was carried over from the previous year. During the year under review, FRA and ACC agreed to conduct sensitization to the farmers on issues of corruption.

b. **Monitoring of The Administration of Grades 7, 9 and 12 School Examinations**

This is an annual joint exercise with the Ministry of Education (MOE) and the Examinations Council aimed at enhancing integrity in the management of examinations through prevention of leakages of examination materials before and during examinations. The exercise was successfully conducted in selected schools country-wide. Reports of incidences of exam malpractices were, like in the previous year, encountered. The ACC began the process of establishing a task team with the Zambia Police Service to follow up reports of exam leakages to the source as a way of establishing the root cause of the problem in order to prevent it at source. The Anti Corruption Commission participated in the evaluation of bids for the printing, packaging and delivery of examination papers for the period under review. Adherence to meeting the specifications was emphasized. The need for close monitoring by ECZ and other stakeholders, of the successful bidder was stressed as a measure

to ensure that areas of weakness and corruption opportunities on the aspect of printing, packaging and delivery of exam papers were sealed.

c. Corruption Prevention in Collection of Levies at Weighbridges

As in previous years, the concerns in the collection of levies at weighbridges throughout the country continued to be top on the agenda of the ACC. In the year under review, the Road Development Agency (RDA), in conjunction with the Anti-Corruption Commission conducted Axle-load Control exercises in Mpika under the RDA Axle-load control effort aimed at safe-guarding the life-span of Zambia's road network by prevention of corruption at weigh bridges. ACC conducted a similar exercise in Solwezi. These operations were extended to Border Entry/Security points in Solwezi, North Western Province, Kazungula and Victoria Falls Entry Border points in the Southern Province. The exercise resulted in the apprehending of culprits who were found to be contravening the law. The exercises revealed a marked increase in revenue collection as compared with collections made in the absence of ACC officers. Recommendations intended to make the system less corruption prone were made to Roads Development Agency (RDA). Snap checks will continue at the weighbridges and border areas in the coming year.

d. Corruption Prevention in the Export of Maize across Kipushi Border Post.

The Commission concluded a study into the export of maize in times when the government had issued a ban on maize exports. The study was carried out at Kipushi Border Post where it was reported that traders and security officers were not complying with the regulations. A number of recommendations were made to the Ministry of Agriculture which were adopted. Some of these

are;

- i. The Ministry of Agriculture will work with the Zambia Revenue Authority to put quantifier regulations for agricultural produce found within a certain radius of the border areas.
- ii. To develop a statutory instrument to provide guidelines to law enforcement agencies on the enforcement of the Maize Ban and
- iii. To form facilitation Committees that will monitor agricultural trade in border districts. The Committee has already been established in Chipata.

e. **Corruption Prevention in the Enrolment of Student Nurses in Nursing Colleges in Zambia**

In the year under review, the ACC, working with the General Nursing Council of Zambia finalized the enrolment guidelines for the enrolment of student nurses in nursing colleges. A Memorandum of Understanding between the General Nursing Council and the Anti-Corruption Commission is underway which will guide the implementation of the guidelines. The ACC intends to continue working with GNC to disseminate the guidelines to all stakeholders and nursing and monitor implementation.

f. **Review of Recruitment, Selection and Enrollment Guidelines for Student Teachers in Colleges of Education**

Together with the Ministry of Education, new recruitment of student teachers guidelines were adopted and these were disseminated to Officers from the Provinces who were going to participate in the Management of the recruitment process. This included ACC Officers at the Regions who subsequently participated in the recruitment process.

7.9 Corporate Governance

The Commission continued working in partnership with the private (corporate) sector through the Zambia Business Forum (ZBF) and the

Zambia Institute of Purchasing and Supply (ZIPS) during the year under review. Two corporate Governance Workshops were held for the Mines on the Copperbelt and the North-western Province on corruption free procurements practices. Procurement Officers drawn from Mines on the Copperbelt and North-Western Province had a chance to learn standard procurement procedures which are corruption free. They were also acquainted with the act on procurement passed in 2003 and the punitive actions for Officers who break the law by soliciting for bribes as they perform their duties. In the coming year, a monitoring exercise will be conducted to ascertain how far the Mines will have adopted recommendations made during the workshops. The Commission participated in the development of the Codes of Ethics for Small, Medium and Large Scale companies that are not listed on the stock exchange by the Institute of Directors of Zambia. (IoD).

7.10 Anti-Corruption Commission Code of Ethics

The ACC Code of Ethics was disseminated to all members of staff at Regional offices. A key challenge in the coming year is for the ACC to streamline the code of ethics in the day-to-day conduct of every member of staff for efficient and effective public service delivery.

7.11 Monitoring and Evaluating the Effectiveness of Corruption Prevention Mechanisms

7.11.1 Monitoring, Evaluation, Data Management and Reporting Action Plan For ACC

During the year under review the commission developed performance indicators, a reporting mechanism and forms to be used during the Implementation of the Monitoring, Evaluation, Data Management and Reporting Action Plan for ACC. These formed a basis for refining the

indicators in the 2009-2013 Strategic Plan for ACC.

7.11.2 Monitoring of the Distribution of Agricultural Inputs

During the year under review, the Commission conducted monitoring of the distribution of Agricultural in-puts under the revised Fertiliser Support Programme (FSP) guidelines in the Copperbelt and Central Provinces. Some of the areas visited were Luanshya, Masaiti, Mpongwe, Lufwanyama, Chililabombwe, Kalulushi, Mkushi and Serenje.

The revised implementation manual was revised to ensure that the recipients of the inputs can be identified. A data base of the targeted farmers is envisaged to be set up by the Ministry of Agriculture and Cooperatives in the coming year to facilitate monitoring aimed at ensuring that the target farmers benefit from the programme.

7.11.3 Monitoring the Administration/Management of Constituency Development Funds (CDF)

In 2006 guidelines were developed for the administration/management of Constituency Development Funds (CDF). In 2007 the Anti Corruption Commission agreed with the Ministry of Local Government and Housing to monitor the administration/management of Constituency Development Funds (CDF). In the year under review a monitoring and evaluation exercise was conducted in relation to the implementation of the recommendations regarding administration of Constituency Development Fund in Northern and Luapula Provinces. It was discovered that some officials did not adhere to the guidelines and they were reminded to do so. An exercise of similar nature is to be conducted in future to ensure that the recommendations are implemented. A report on the same was forwarded to Ministry of Local Government. The Ministry of Agriculture officials at

district level appreciated the exercise as it also afforded them an opportunity to monitor the viability of the benefiting cooperatives.

7.11.4 Monitoring and Evaluation Exercise of Managerial Accountability Workshops' Recommendation

Two monitoring and evaluation exercises were conducted in relation to the Managerial Accountability Workshops' recommendation for Tender Committees in Luapula and Western Provinces. The evaluation exercises were intended to find out to what extent the recommendations of the workshops were being implemented and generate findings to help harmonise the recommendations of the Managerial Accountability Workshops with the Zambia National Tender Board guidelines and ensure uniformity of the operations of district and provincial Tender committees.

7.12 Conduct Research and Surveys on Corruption

7.12.1 Research to Identify Institutions for the Roll-Out of The ICs

During the year under review the commission conducted a survey to identify institutions for the roll out of Integrity Committees. From the findings of this survey ten (10) MDAs were recommended for rolling out the IC initiative. Because of resource limitations in terms of human and financial only five institutions namely; Judiciary, Road Transport and Safety Agency, Kitwe City Council, Livingstone City Council and the National Registration, Passports and Citizenship Office were recommended to the Secretary to Cabinet.

7.12.2 Survey to Assess the Levels of Awareness on the Existence of Integrity Committees

The Commission conducted a survey to assess the levels of awareness on the existence of Integrity Committees among the members of staff and members of the public in IC institutions. This survey was intended to find

out if ICs had communicated their policies or anti- corruption programmes to their clients. The study revealed low levels of awareness regarding the existence of integrity committees and their use as an anti- corruption reform in public institutions.

As a result of the findings, emphasis will be put on all Integrity Committees to have sensitization programmes in the 2009 work plans and monitoring of this by ACC will be enhanced.

7.12.3 Research in the Nature and Extent of Corruption in the Administration of the CDF

The Anti Corruption Commission has agreed with Ministry of Local Government and Housing to monitor the administration/management of Constituency Development Funds (CDF) so as to ensure compliance to the guidelines in the administration of Constituency Development Funds which were developed in 2006. In 2007 the Commission engaged the Zambia Evaluation Association to conduct Research in the nature and extent of corruption in the administration of the CDF and presented the findings in 2008. The findings were that the current guidelines regarding monitoring should be enhanced. In the coming year the Commission, in partnership with the Ministry of Local Government intends to intensify sensitization of Committees on the CDF in order to enhance accountability at all levels and attainment of the intended improved quality of life in the Communities.

7.12.4 Research into Existence of Corruption in the Administration of School Examinations

A consultant was engaged to carry out a research into Existence of Corruption in the Administration of School Examinations. The general

findings were that corruption existed in the administration of school examinations. Efforts are underway to ensure that in the coming year measures are enhanced to curb the vice.

7.13 National Corruption Diagnostic Study

Through the Governance Secretariat, the Commission is participating in the process of carrying out a National Corruption Diagnostic Study. This is designed to establish the nature, extent and types of corruption in Zambia from 2003 to-date.

7.14 Developing and Maintaining a Data-Base on Corruption

A well maintained data base is an important element in the prevention of corruption. To enable the Commission to capture corruption trends in the country and for the purpose of initiating timely interventions in corruption prone areas the Commission developed the IT Based Research Facility through Trio Consult. 10 officers drawn from Administration, CPD, CRD, Investigations, Legal and Prosecutions Departments were trained as Content Managers for the facility. Further training for Administrators for the facility for 4 officers from Information Technology and Corruption Prevention Departments was conducted. Data is continually being uploaded on the Web based Research facility as while the commission is making preparation to launch the facility to all the ACC officers.

8.0 **COMMUNITY EDUCATION**

8.1 **STRATEGIC OBJECTIVE**

To provide and disseminate information on corruption in order to create public awareness and solicit public support in preventing and combating corruption.

The objective is pursued through strategic activities three of which are stated in the strategic plan while the fourth emerged as an addition during the strategic period. These are:

- i. Develop and implement community education programs
- ii. Develop and implement joint programs with civil society
- iii. Develop and implement systems for monitoring and evaluating the effectiveness of Community Education programs.
- iv. Conduct research in order to provide evidence based information or developing community education programs.

During the year under review, the Department developed a work plan which guided the activities undertaken through the officer's individual work plans. The long term objective remained as stated above while the annual targets were as follows:

8.2 **Production of information Education and Communication materials.**

Items such as pens, wall clocks and key rings were produced and distributed. Others were posters, brochures calendars, diaries and T-shirts.

8.3 Public Discussion forum.

Two approaches were adopted to suit various clients. One was the High Profile targeted at intellectuals, Senior Government officials Management staff, the business community etc, and the other was targeted at the residents of high density townships. Some of the topics covered were service Delivery by Local Authorities and success in fighting corruption in other countries.



Audience during a Community Discussion Forum in Kalingalinga

8.4 Rural sensitization. This covered a number of Districts in Southern Province and Chongwe District in Lusaka Province. The prime targets were Traditional Rulers, Indunas and village Headmen. However, even other residents participated in large numbers. Some of the activities included Drama Performances, lectures and distribution of campaign materials.



Audience during a Community Sensitisation Programme in Chongwe District, Chief Mumpanshya's area

8.5 Advertisement through TV and magazines.

During notable events broadcast on TV, anti-corruption messages were advertised while some advertisements were placed in some popular magazines.

8.6 Campaign through sport

This was conducted by participating in the inter-company relay and a National Badminton Tournament. In the case of the latter, awards bearing anti-corruption messages were presented to the winners and run ups.

8.7 Billboards

Six (6) Bill Boards were rehabilitated by placing new messages on them and some cases, relocating the bill board to a more conspicuous position.



ACC billboard at Lusaka's International Airport

8.8 Trade and Commercial Shows

Took place in all the provinces and the Commission exhibited at all of them. Some of the activities at the stands were “take your pick competitions” and the awards were items engraved with anti-corruption messages

8.9 Un Anti-Corruption Day

The day was commemorated in all Provinces and the Commission collaborated with Transparency International in organizing the activities. Some of the activities involved a national essay competition for Secondary School pupils and the winners were given the awards by the Republican Vice President who was Guest of Honor during the event in Lusaka.

8.10 Developing and implementing joint programmes with civil society

This was promoted through conducting Training of Trainers workshops for members of Civil Society concerned with Governance in order to build capacity for sensitization. The trained persons were expected to carry out sensitization assignments the following year.

8.11 Workshops.

Two targeted workshops were conducted. One was in Mongu for Small Scale Contractors with Government and the other in Livingstone for staff in the Hospitality Industry.

8.12 Campaign to the Judiciary.

This was carried out through the production of a Poster concerning justice and corruption and also the holding of workshops for all magistrates and local court justices in the country.

8.13 Radio Programs.

The Commission aired Radio Programs on the National Broadcaster for the whole under review and 13 series programs on some Community Radio Stations in Lusaka and the Provincial Centres and six series programs on others. At Mazabuka Community Radio Station, six programs were aired in the local Tonga

language to capture the general population. The canopy theme was corruption and good governance

8.14 Campaign to the Youth (i)

The existing school clubs received support through visiting them and giving them some materials for distribution. Not many new clubs were registered in the year.

8.15 Campaign to the youth (2).

A youth Festival was held in Chipata for Eastern Province Youths. A number of schools, Colleges and Youth Groups participated in the week long activities which included Art, debates and essay writing.



Chiwoko ZNS Youths in performance during a Youth Festival held in Chipata

8.16 International Relations.

The Commission initiated Communication with sister agencies in the Eastern and Southern African Region for the purpose of promoting exchange of information.

8.17 Lectures.

The Commission conducted talks to both staff in private and public institutions, students and pupils, civil society and the most notable lectures were the ones given to prison inmates.

8.18 **Research.** The Department initiated research activities into best communication strategies for anti-corruption messages, effective sharing or interchange of information among departments within Commission and determining the weaknesses in investigations and prosecutions contributing to low connections in corruption cases. By the end of the year, the research activities had not been concluded.

8.19 **Monitoring and evaluation.**

An assessment of the impact of some programs undertaken in the past was conducted. This included the Southern Province Rural sensitization, the sensitization of pupils in Central Province on dangerous effects of Corruption and examination leakages. The results of both indicated that there was change in the knowledge levels of the residents on corruption and Anti-corruption Commission

On the overall, during the year under review, the Commission achieved about 90% of Community Education activities reflected in the 2008 annual work plan.

*N.B. **appendix 2** is a for statistical presentation of numbers reached out to.*

9.0 **INVESTIGATIONS**

9.1 **STRATEGIC OBJECTIVE:**

To increase efficiency and effectiveness in investigations in order to improve the clearance of cases and secure a higher proportion of convictions.

9.2 **Summary Report for the Year 2008.**

During the year 2008, the ACC processed **2178** reports, **741** of which were corruption related while **1437** were mere information received. In a five year period, this number of total reports received represents the highest figure received compared to **2011, 1988, 1571** and **1930** in the years **2006, 2005, and 2004** respectively.

9.3 **Ministerial Statistics for the Year 2008**

The reports received into the Commission were also grouped according to Institutions where people reported against work.

Appendix 3 shows the Ministries or Institutions where suspects reported against work.

- i. Among the **2178** reports received in 2008, **1471** were against officials in Government ministries, **538** against private companies and individuals, while only **179** were from Quasi-government Institutions and Agencies.
- ii. And out of these **1471** reports made against Government officials, **337** were against Home Affairs, representing **25.8%**; **282 (19.3%)** were against Local Government & Housing, Judiciary had **208 (13.9%)** and Education with **203 (13.8%)**.

However, it should be noted that while Home Affairs tops in terms of complaints against it, reports against the Police in particular constitutes **315 (83.6%)** of all complaints against Home Affairs Ministry with a few complaints against Immigration, Prison and Drug Enforcement Commission officials constituting the difference.

- iii. The lowest number of reports was recorded against officials from Ministry of Commerce, Ministry of Finance, Ministry of Energy and Community Development with **6, 5, 5** and **3** respectively.

From the above scenario, reports coming from various institutions still indicate that about **67.1 % (1471)** of the complaints received by the Commission are on Government Officials and only about **24.7% (538)** are from the Private Sector. **8.2% (179)** are from other Government Agencies.

- iv On overall, in terms of the department which is most complained against, statistics still show Zambia Police Service as the highest, followed by the Judiciary, and then Councils. These high percentages reflect on the high number of reports received against the Ministries of Home Affairs, Ministry of Justice and Local Government and Housing. This has been the trend even in the previous years. However, it should also be noted with caution that, while the Ministry of Lands may not appear prominent in terms of being complained against, the Commission receives a lot of complaints on Land issues, but are apparently reported and recorded against Council Officials. This report should therefore be able to help CRD/CPD focus their energy towards such Institutions that are susceptible to corruption. (See Appendix II)

9.4 **Processing of the Reports.**

After analysis and classification the received reports were disposed of as follows:

- i. Of the **2178** total reports received, the Commission raised **741** ACC3s. These are reports considered to be corruption related cases. The remaining **1437** were ACC3As, and these were treated as mere Information Received.
- ii. Of the **741** corruption related cases, **395** were authorized by the Director-General for investigations and preventive action by the ACC.
- iii. Of the **395** authorized cases, **15** cases were taken by Corruption Preventions Department while the rest, in the total of **380**, were taken by the Investigations Department.
- iv. Among the reports that were not taken up by the ACC, **268** cases were forwarded to other Security/Investigative Agencies with the highest number of **208** referred to the Zambia Police, followed by **18** that were referred to Immigration Department.
- v. **306** were referred to Government ministries with the highest numbers going to Ministry of Education **93**, Labor **40**, Lands **42** and Local Government & Housing **31**.
- vi. **313** cases were referred to other Public Service Organizations/Institutions with the highest number of 97 referred to the Judiciary then followed by Council with **63**. There was No further Action taken on **876** cases as there were either marked as requiring No further Action due to insufficient information or complainants were, at the time of reporting advised on the right authority to report their complaint to, and were satisfied with the advice. (See Appendix III)
- vii. **301** cases were successfully closed at the investigations stage during the year in question, **325** cases were carried forward to the year 2009; **59** cases were taken to Court for prosecutions, **11** cases were convicted. (Refer to Appendix IV)

9.5 Five Year Comparative Analysis Of Reports Received In The Commission.

In the year 2008, as can be observed from the table below, there has been a significant increase in the number of reports received in the Commission as compared to the previous years. On average, when computed as an average of the previous five years, this is a **12.5%** increase. This is a very significant increase which can not just be as a result of some chance factor. **Refer to Appendix 3.5**

This could be a clear indication that there is high public awareness of the existence of the Commission, and in addition the public has more confidence in the Commission than in the past such that they can walk in any time with any problem they deem corruption related and report it. In addition, the introduction of a toll free line could have contributed to this inflation of the number of reports received because even people in the outlying areas of the country are now able to report corruption cases via telephone and cell phone for free.

The Department of Community Education also deserves commendation in this area for the various awareness programmes they have carried out throughout the country on the existence of the Commission.

9.6 Complaints Received And Authorised

However, having looked at the reports received above, it should be noted with great concern that, though the total number of reports received was higher than the previous years, the number of corruption related complaints received was the lowest in the year under review. Further, the number of authorized complaints declined significantly.

A quality graph, plotted to determine the quality of reports that are brought to the Commission by clients, as well as the quality of Corruption Complaints (ACC3s) raised by the Officers clearly indicates that the

quality of reports being brought to the Commission is very poor. This is shown by the dropping graphs of the percentages of reports that are raised by the officers as Corruption cases, as well as the percentage of these reports that are later authorized by the DG.

The annual ratios of total reports received in relation to those raised as ACC3s/Complaints in the last five years indicate that the number of corruption related complaints proportionally increased slightly from **51%** in 2004 to **55.7%** in 2005. But from 2006, the numbers of reports that are corruption related have been constantly declining, with the lowest ratio of **34%** recorded in 2008. **Refer to appendix VI**

10.0 **LEGAL AND PROSECUTIONS**

STRATEGIC OBJECTIVE

10.1 **To increase efficiency and effectiveness in prosecutions in order to improve the clearance of cases and secure a higher proportion of convictions.**

During the year under review, the legal and Prosecutions Directorate of the Commission continued performing its legal advisory and prosecutorial functions for the Commission. Enhanced case conferencing with the Investigations Directorate as a strategy of increasing the proportion of convictions produced the desired results in 2008. There were a total of 56 active cases in court including those carried forward from 2007. Eleven (11) Convictions and two (2) acquittals were recorded out of the concluded cases.

10.3 **Legislative Review**

The revised ACC Act was expected to be in place as early as December 2004. A draft bill was concluded and presented to Cabinet in June 2006 but deferred by Cabinet pending approval of the NACP. The Commission embarked on a review of the draft bill to ensure it was in line with the NACP and International Conventions on corruption that Zambia is a party to. In this regard, a Gap Analysis Consultancy was conducted to identify gaps between the provisions in the conventions and the current law. The Consultancy was also intended to be a pro-active means of facilitating the domestication of the SADC protocol, AU and UN Conventions against Corruption respectively. The legislative review had not been concluded by the end of the year because the NACP had not yet been approved.

10.4 **Increasing Efficiency and Effectiveness in Management of Prosecutions workload**

The introduction and implementation of effective prosecutions management and monitoring systems was one of the major objectives of the Commission during the year under review,

Prosecutors continued to use the Prosecutions Manual developed with support from the DFID ACCES Project in their day to day work. Earlier work on the development of a Database had been largely unsuccessful in the year 2007. During the period under review, it was decided to have an integrated Investigations, Complaint Management System and Prosecutions Database to achieve the desired results. However, this was not achieved on account of inadequate financial resources. The above notwithstanding, management of the prosecutions caseload continued through quarterly docket reviews at all Regional stations, case conferencing with investigators and annual performance appraisals.

Increase in the number of qualified staff levels from 5 to 13 helped enhance the performance of the department Legal and Prosecutions Department in its provision of legal services to the Commission and carrying out its prosecutorial functions.

11.0 **CONCLUSION**

Despite the challenges in terms of inadequate funding, and staff turnover and need to further improve capacity in terms of training, the Commission as the lead institution in the fight against corruption in Zambia continued to anchor its operations throughout the year on its core values and principles of **integrity, excellence, accountability, respect, confidentiality, collaboration, impartiality, loyalty, responsibility** and **citizenship**. Further, the Commission has, in the new strategic plan 2009-2013, placed equal emphasis on investigations and prosecutions as well as corruption prevention with a vision of being the lead institution of a broad sector alliance for combating corruption. The Commission will continue to build its institutional capacity in enforcing the anti-corruption legislation, facilitating the implementation of corruption prevention mechanisms, creating awareness and building partnerships with relevant stakeholders. The fight against corruption is a national agenda which concerns and involves all Zambians and all in Zambia.

APPENDIX 1

HUMAN RESOURCES DEVELOPMENT JANUARY TO DECEMBER 2008

LOCAL PROGRAMMES

1. In March all staff in Legal and Prosecutions Department underwent a three day Induction course
2. In March Officers from CPD, CRD and HRA attended a course in Content and IT based Research
3. Officers from CPD/CRD underwent training in Internal Working for IC Institutions in April, 2008
4. Officers from CPD/CRD attended training in development of Educational and Communication materials
5. One Officer from CPD attended a course in governance monitoring and statistical training in June 2008
6. Officers from CPD/CRD underwent training in Training of Trainers in June 2008
7. Three Secretarial and Data Entry staff attended training in Information Technology in July and December
8. All Accounting staff attended training in Financial Management Systems in July, 2008
9. Three Officers from HRD, CAU and Investigations attended training in Change Management in July, 2008
10. One Secretarial staff attended training in Administration and Office Management in August, 2008
11. Two Officers from Administration attended Basic Telephone Skills training in

August, 2008

12. In August and October 2008, fifty Officers attended finance for non-finance training
13. In September, 2008 twenty Officers underwent training in Customer care and security
14. In December 2008, five Officers attended a refresher course programme for government drivers
15. Three Officers from Legal and Prosecutions Department were sponsored to undertake LLB training at University of Zambia
16. Two Officers from Accounts were sponsored to ZCAS to study ACCA

TRAINING ABROAD

1. In January, two Officers attended a Law Enforcement Programme in Botswana
2. Three Officers attended a Commonwealth programme on better governance in Singapore in February.
3. In March, two Officers attended the Eastern and Southern Africa Accountant's General course in South Africa
4. In April, an Officer traveled to Denmark to attend a Communications course
5. One Officer attended a Human Resource Management and Development course in Swaziland in May
6. In June, an Officer from CPD attended an anti-corruption course in Denmark
7. Two Officers from Accounts and IT attended Sage Pastel Training in South Africa in June

8. An Officer attended a course in Performance Appraisal Management in South Africa in June
9. An Officer attended a course in advanced records management in June 2008 in South Africa
10. One Officer attended a course in effective tender design and contract management in UK in September
11. An Officer underwent training in Human Resource Management and Development in Tanzania in October 2008
12. Three Officers attended post graduate certificate in studies in corruption studies in Hong Kong in November

PAID STUDY LEAVE

1. One Officer was on paid study leave for purposes of attending a Masters Degree programme in Public Administration in Singapore

EXCHANGE VISITS

1. One exchange visit was done to Botswana's DCEC in February and five Officers participated

WORKSHOPS AND SEMINARS

1. Two Officers attended meetings of the Eastern and Southern Africa Anti-money laundering Group (ESAAMLG) in Tanzania, Namibia and Kenya in March, May and July
2. In March, an Officer attended a Conference of the European Commission Anti-Fraud Office (OLAF) in South Africa
3. Two Officers attended the 2nd International Association of Anti-Corruption

Authorities (IAACA) in China in May 2008

4. Two Officers attended the Africa Economic Conference in May in South Africa
5. An Officer attended a meeting of the Construction Sector Transparency Initiative (COST) meeting in UK
6. An Officer attended the African Investment Forum in November in South Africa
7. Three Officers attended an event for Anti-Corruption Agencies on communication approaches in Vienna in November
8. An Officer attended a pre-departure briefing in preparation for Australian Development Scholarship in Malawi in November
9. An Officer attended a workshop on corruption in service delivery in South Africa in November

APPENDIX 2

STATISTICAL APPENDIX TO COMMUNITY EDUCATION ANNUAL REPORT

ACTIVITY	ITEM	Quantity Produced/Carried forward from 2007	Quantity Distributed	General Public Reached	Youths
Information and Communication Materials	Calendars	3,500	3000	30,000	20,000 800
	Diaries	250	250	1,250	
	Key Rings	600	500	1,500	
	Pens	4000	3500	3,505	
	Brochures	7,800	5000	50,000	
	Posters	5000	2500	50,000	
	T/Shirts	1570	1400	14,000	
	Wall Clocks	35	32	3,200	
	Rulers	2,300	2000	20,000	
	Booklets	896	450	900	
Discussion Forum	High Profile	06		900	
	Community	02		300	
Rural Sensitization		03		1000	
Advertisements	T.V	10		50,000	
	Publications	06		10,000	
	Billboards	05		100,000	
	Road Stars	02		60,000	
Campaign through sports	Inter-company Relay	01		200	200
	Badminton	01		200	
Trade and Commercial Shows	Int'l Trade Fair	01		1000	
	Provincial Shows	08		1500	
	Agric. & Comm. Show	01		2800	

Workshops	Civil Society Public Officers Private Entities	01 14 2		17 510 64	
Lectures	Public Officers Private Entities Pupils and Students	87 11 12		2000 1100 5700	5700
Radio	Community Provincial National	03 09 02		150,000 1,000.000 2,000,000	
Campaign to the Youths	School Clubs Festivals	38 01	245	245 2000	245 1,200
TOTAL				3,563,891	28,145

APPENDIX 3

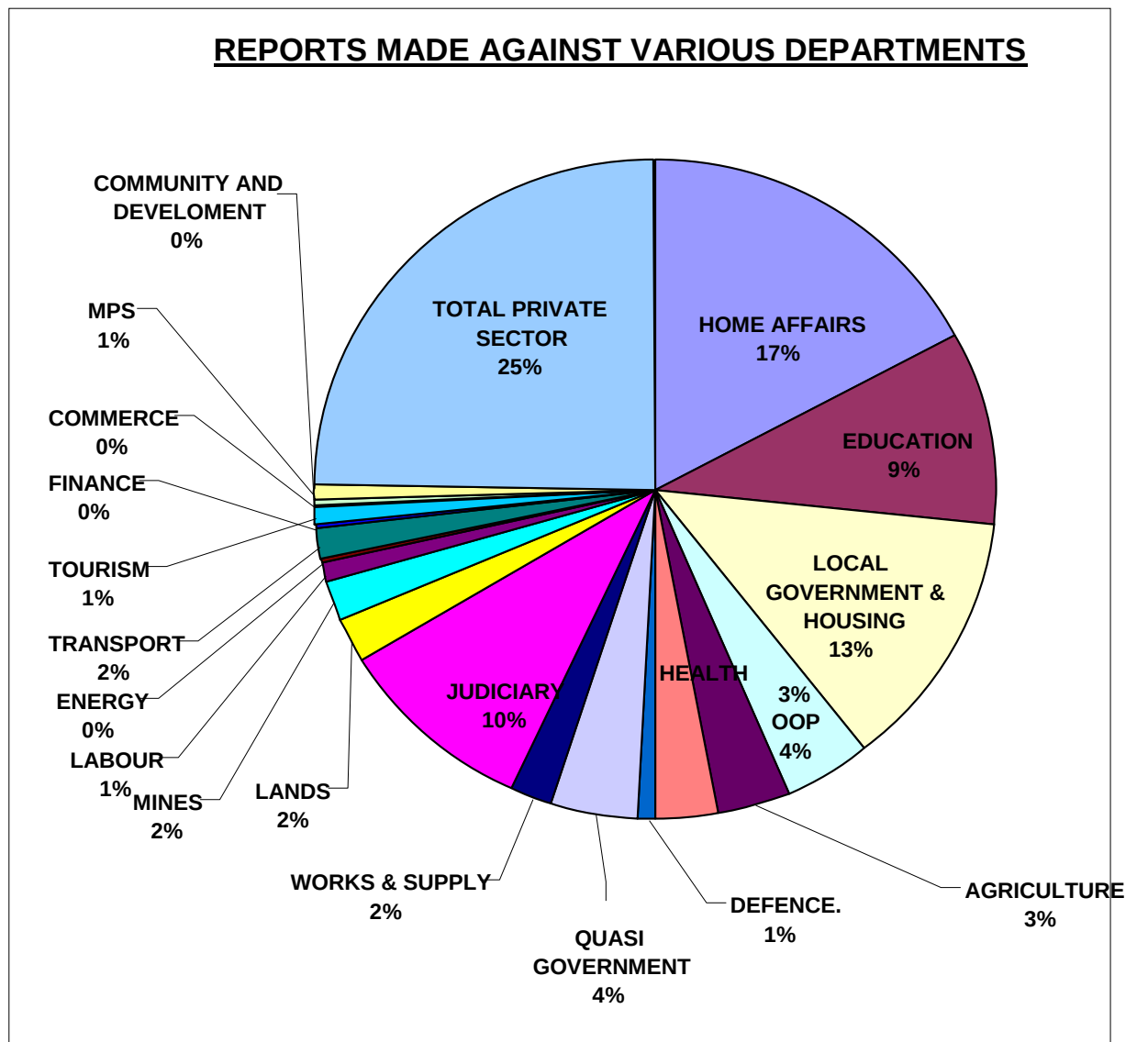
INVESTIGATIONS STATISTICS

Reports by ministry, Department or agency- 2008

MINISTRY	REPORTS
HOME AFFAIRS	377
EDUCATION	203
LOCAL GOVERNMENT & HOUSING	282
OOP	88
AGRICULTURE	74
HEALTH	68
DEFENCE.	14
QUASI GOVERNMENT	91
WORKS & SUPPLY	41
JUDICIARY	208
LANDS	47
MINES	46
LABOUR	16
ENERGY	5
TRANSPORT	33
FINANCE	5
TOURISM	17
COMMUNITY AND DEVELOPMENT	3
COMMERCE	6
MPS	16
PRIVATE SECTOR	538
Total Reports	2178

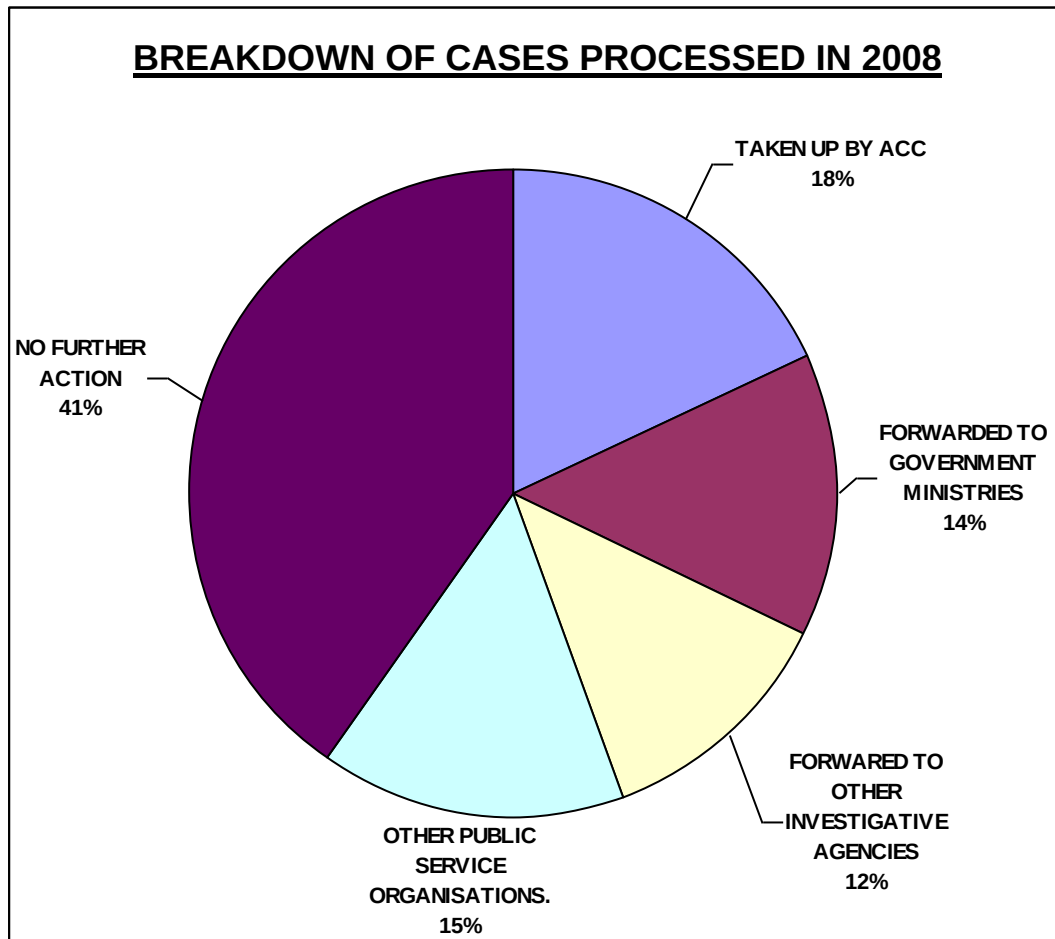
NB: For a full description of all departments refer to appendix 3.7

APPENDIX 3.1



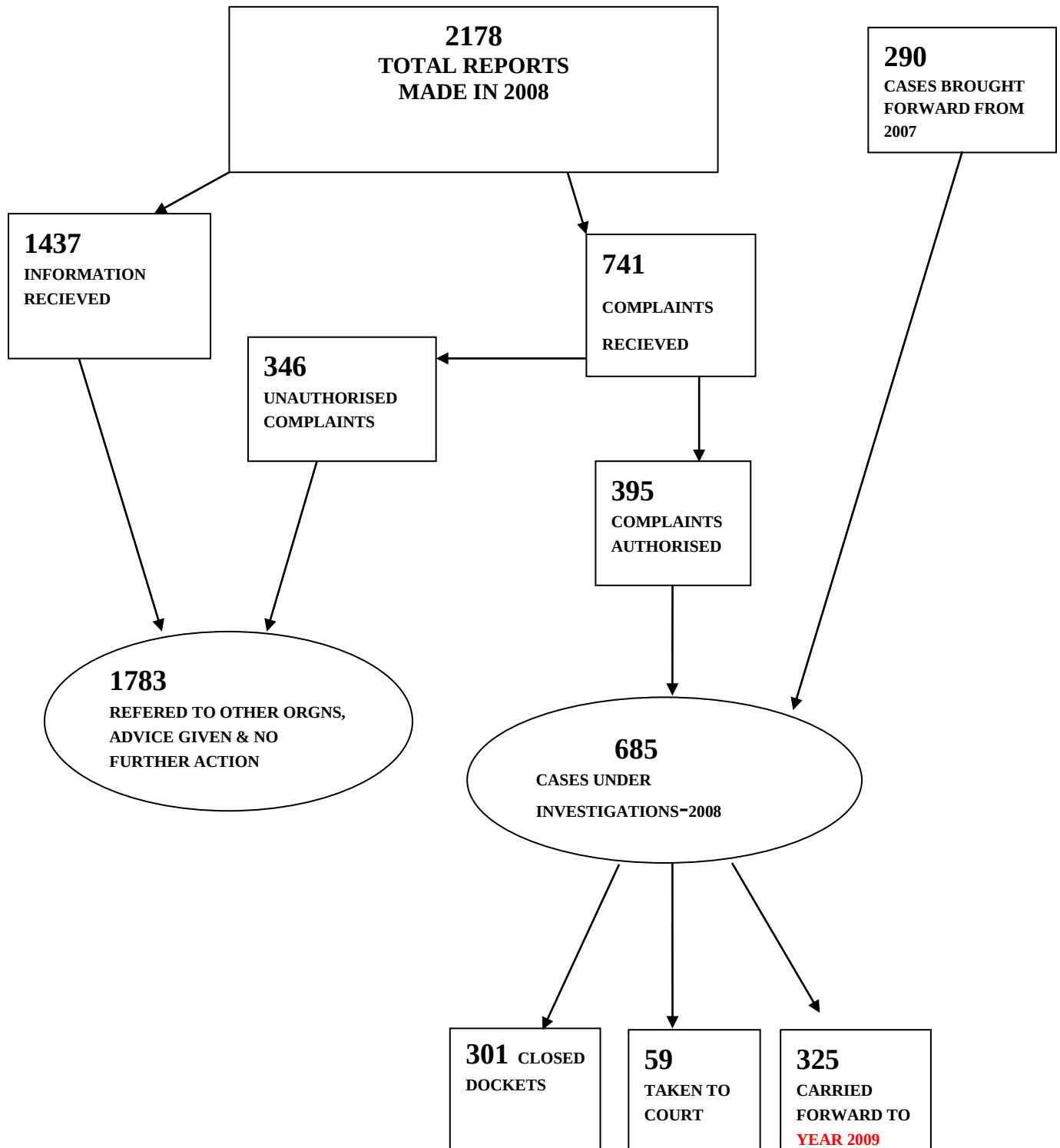
* Above is a breakdown of complaints as they were received against various Institutions.

APPENDIX 3.2



APPENDIX 3.3

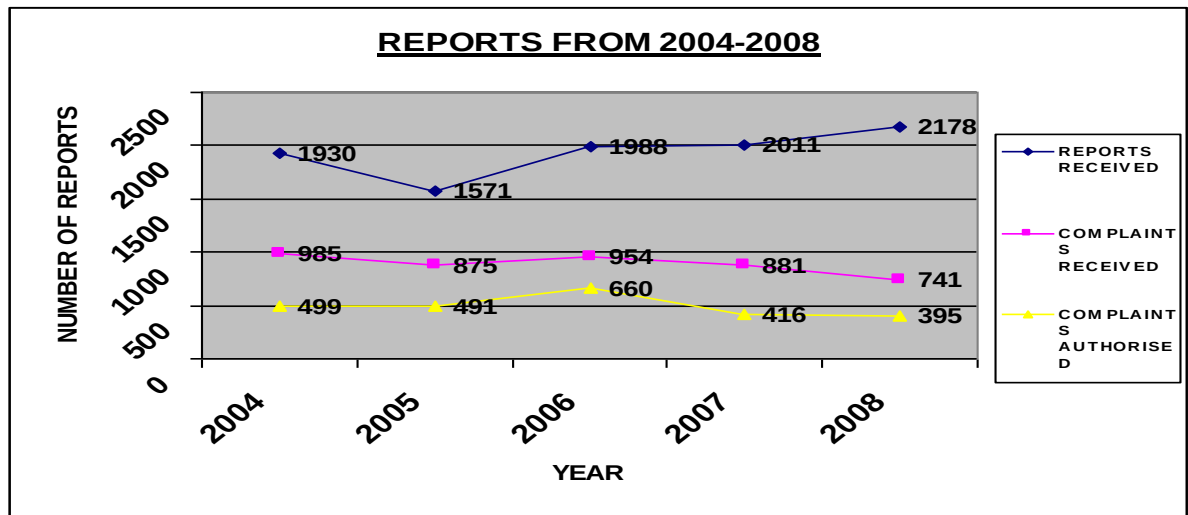
2008 FLOW CHART SHOWING MOVEMENT OF DOCKETS FROM THE TIME A COMPLAINT IS RAISED.- YEAR 2008



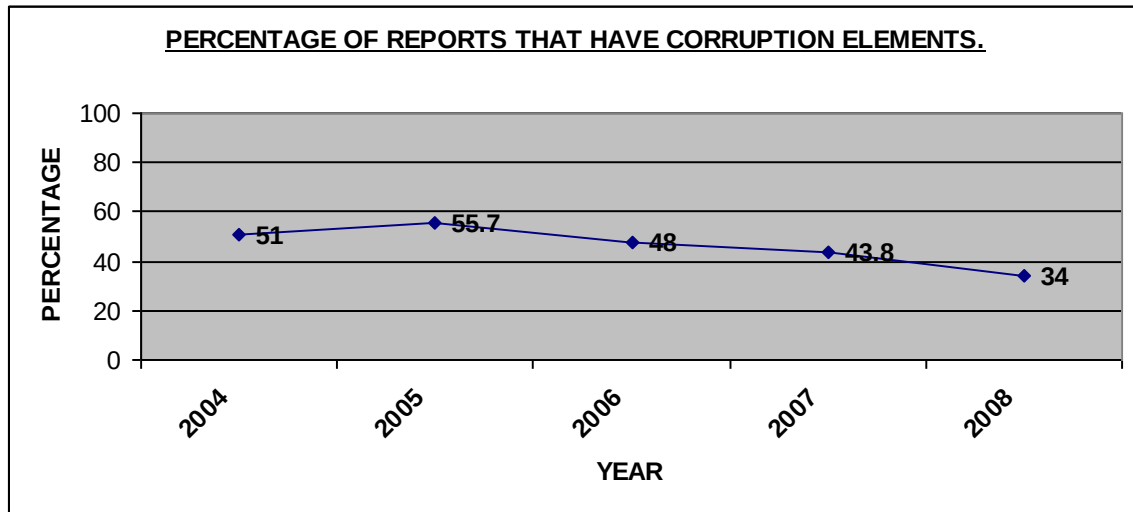
APPENDIX 3.4

COMPARATIVE STATISTICS ON REPORTS RECEIVED

YEAR	REPORTS RECEIVED	COMPLAINTS RECEIVED	%of total reports that are complaints.	COMPLAINTS AUTHORISED	% complaints authorised for investigations
2004	1930	985	51.0	499	50.7
2005	1571	875	55.7	491	56.1
2006	1988	954	48.0	660	69.2
2007	2011	881	43.8	416	47.2
2008	2178	741	34.0	395	53.3



APPENDIX 3.5



APPENDIX 3.6

REPORTS RECEIVED AGAINST VARIOUS INSTITUTIONS.

MINISTRY OF HOME AFFAIRS	TOTAL
IMMIGRATION	31
ZAMBIA POLICE	315
PRISONS	5
DRUG ENFORCEMENT COMMISSION	11
NATIONAL REGISTRATION OFFICE	8
NATIONAL PASSPORT OFFICE.	7
TOTAL HOME AFFAIRS	377
MINISTRY OF EDUCATION	
SECONDARY SCHOOLS/TEACHERS& HEADS.	86
UNIVERSITY/CBU	11
COLLEGES/TRADES SCHOOL/VOCATIONAL TRAINING CENTRES.	23
PROVINCIAL/DISTRICT OFFICERS	83
TOTAL EDUCATION	203
MINISTRY OF LOCAL GOVERNMENT AND HOUSING	
LOCAL GOVT OFFICIALS	33
TOWN CLERKS/MAYOR	8
OTHER COUNCIL STAFF	169
COUNCILLORS	28
MARKETS	16
CHIEFS/HEADMEN	19
RDCs	9
TOTAL LOCAL GOVERNMENT & HOUSING	282
OFFICE OF THE PRESIDENT	
DISTRICT COMMISSIONERS	7
PROVINCIAL ADMINISTRATION	48
PSMD	4
CABINET OFFICE	2
SPECIAL DIVISION/STATE HOUSE/VP	11

MINISTERS	16
TOTAL OOP	88
MINISTRY OF AGRICULTURE	
MINISTRY OF AGRIC GOVT OFFICIALS	39
COOPERATIVES	16
VET/FORESTRYEXTENSION OFFICERS/SETTLEMENT SCHEMES	15
FOOD RESERVE AGENCY	4
TOTAL AGRICULTURE	74
MINISTRY OF HEALTH	
MIN OF HEALTH CENTRAL ADMIN	18
PROVINCIAL HOSPITALS	23
PROVINCIAL/DISTRICT MANAGEMENT BOARDS.	18
CLINICS	9
TOTAL HEALTH	68
MINISTRY OF DEFENCE	
ZAF	2
ZNS	3
ARMY	9
TOTAL DEFENCE	14
QUASI GOVERNMENT	
ZRA	19
ZPA	2
NAPSA	10
HUMAN RIGHTS COMMISSION	3
ANTI CORRUPTION COMMISSION	3
GOVERNMENT PRINTERS	2
ELECTROL COMMISSION OF ZAMBIA	12
WORKERS COMPENSATION OF ZAMBIA	1
ZNBC	3
ZAMNET/ZAMTEL/ZAMPOST	12
ZESCO	10

ZISC	2
ZANACO	2
BOZ	2
PUBLIC SERVICE PENSIONS FUND.	8
TOTAL QUASI GOVERNMENT	91
MINISTRY OF WORKS AND SUPPLY	
WORKS & SUPPLY GOVT OFFICIALS	23
BUILDINGS DEPARTMENT	9
ESCO	0
RDA	9
TOTAL WORKS & SUPPLY	41
MINISTRY OF JUSTICE GOVT OFFICIALS	6
MAGISTRATES	84
COURT CLERKS/OFFICIALS.	109
COURT BAILIFFS	9
JUDICIARY	202
TOTAL LANDS	47
OTHER MINES	18
ZCCM	8
KCM	4
MINES MINISTRY GOVERNMENT OFFICIAL	16
TOTAL MINES	46
LABOUR OFFICE	16
TOTAL LABOUR	16
WATER AFFAIRS	5
TOTAL ENERGY	5
ZAMBIA RAILWAYS	7
ROAD TRAFFIC POLICE	10
RTSA	16
TOTAL TRANSPORT	33
MINISTRY OF FINANCE GOVT OFFICIALS	2
CSO	3
TOTAL FINANCE	5
ZAWA	9

TOURISM GOVT OFFICIALS	3
TOTAL TOURISM	17
COMMUNITY AND DEVELOPMENT	4
PACRO	3
ZAMBIA INTERNATIONAL TRADE FAIR	3
TOTAL COMMERCE	6
MPS/NATIONAL ASSEMBLIES	16
MPS	16
SCIENCE & TECHNOLOGY	0
FINANCIAL INSITUTIONS/SOCIETIES.	8
ASSOCIATIONS/UNIONS	15
FOREIGN INVESTORS	18
EMBASSIES	4
GENERAL PUBLIC	169
CHURCHES	10
NGOS	16
POLITICAL PARTIES	17
LAWYERS	11
PRIVATE COMPANIES/BUSINESS ORGANISATIONS/PERSONS.	278
TOTAL PRIVATESECTOR	546
TOTAL	2178

APPENDIX 3.7

DISPOSAL OF CASES BY THE COMMISSION

2008 REFERED CASES.

ID	CATEGORY	REFERAL AGENCY	NUMBER	TOTAL
1	Reports Taken Up by ACC	INVESTIGATIONS	380	395
		PREVENTIONS	15	
2	INVESTIGATIVE/SECURITY AGENCIES			268
		AUDITOR GENERAL	3	
		DEC	6	
		HUMAN RIGHTS COMMISSION	4	
		IMMIGRATION	18	
		INVESTIGATOR GENERAL	7	
		G4 GROUP	1	
		POLICE PUBLIC COMPLAINTS AUTHORITY	7	
		ZAMBIA ARMY	1	
		ZAMBIA POLICE	208	
		ZAMBIA POLICE INTEGRITY COMMITTEE	11	
		ZNS	2	
3	GOVERNMENT MINISTRIES			
		AGRICULTURE	20	
		COMMERCE	2	
		COMMUNITY DEVELOPMENT	11	
		DEFENCE	7	
		EDUCATION	93	
		FINANCE	2	
		FOREIGN AFFAIRS	1	
		HEALTH	20	
		HOME AFFAIRS	10	
		INFORMATION & BROADCASTING	1	
		LABOUR	40	
		LANDS	42	
		LOCAL GOVERNMENT & HOUSING	31	
		MINES	4	
		TECHNOLOGY & VOCATIONAL	1	

		TOURISM	3	306
		TRANSPORT & COMMUNICATION	2	
		WORKS & SUPPLY	16	
4	OTHER PUBLIC SERVICE ORGANISATIONS			
		ADMINISTRATOR GENERAL	2	
		BARCLAYS BANK	1	
		BUREAU OF STANDARDS	1	
		CHAMBESHI METALS	1	
		COMESA	1	
		COMMISSIONER OF REFUGEES	1	
		COUNCIL	63	
		CSO	1	
		DIRECTOR OF SETTLEMENT	1	
		DISTRICT COMMISSIONER	7	
		ELECTORAL COMMISSION OF ZAMBIA	11	
		FAZ	1	
		FOOD RESERVE AGENCY	3	
		JUDICIARY	97	
		HOUSE OF CHIEFS	5	
		INDOBANK	2	
		ISLAMIC TRAINING CENTRE	1	
		KAFUBU WATER	1	
		KCC	4	
		LAW ASSOCIATION OF ZAMBIA.	1	
		LEGAL AID	1	
		LEWANIKA GENERAL HOSPITAL	1	
		LIVINGSTONE INSTITUTE OF BUSINESS & ENGINEERING STUDIES	1	
		MANAGEMENT DEVELOPMENT CENTRE	1	
		MOVEMENT FOR MULTI-PARTY DEMOCRACY	1	
		MOPANI MINES	1	
		NAPSA	5	
		NATIONAL ASSEMBLY	1	
		NATIONAL COUNCIL FOR CONSTRUCTION	1	
		NATIONAL HOUSING AUTHORITY	1	
		NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION	1	
		NATIONAL REGISTRATION DEPARTMENT	2	

		NATSAVE	1	
		NWASCO	1	
		OOP	5	
		PACRO	1	
		PERMANENT SECRETARY,	1	
		POLICE INTEGRITY COMMITTEE	3	
		PRISONS	1	
		PROVINCIAL ADMINISTRATION	24	
		PROVINCIAL VETERINARY OFFICER	1	
		PUBLIC SERVICE PENSIONS FUND	4	
		RADIO MANO BOARD	1	
		REGISTRAR OF BANKS & FINANCIAL INSTITUTION	3	
		ROAD DEVELOPMENT AGENCY	5	
		RTSA	14	
		SOLWEZI URBAN CLINIC	1	
		TAZARA MANAGEMENT	1	
		TEACHING SERVICE COMMISSION	1	
		TEVETA	1	
		TOTAL FILLING STATION	1	
		U & M MINING	2	
		UNZA	3	
		USAID	1	
		WATER TRUST	1	
		ZAMBIA BREWERIES	1	
		ZAMBIA INSTITUTE OF HUMAN RESOURCE MANAGERS	1	
		ZAMBIA LAW DEVELOPMENT COMMISSION	1	
		ZAMBIA NATIONAL MARKETS ASSOCIATION	1	
		ZCCM	1	
		ZESCO	6	
		ZISC	2	
		ZRA	20	
		ZNTB	1	333
5	Advised On the right authority to take to.			
		ADVISED	510	
		NFA	366	876
GRAND TOTAL				2178

APPENDIX 3.8

TOTAL STATISTICAL CASES FOR THE YEAR 2008.

Total No of Reports received	Complaint received	Information received	No of Authorised Complaints	UNAUTHORISED CASES.	DOCKETS CLOSED	%of total reports that are complaints.	% complaints authorised for investigations	% of reports authorised for investigations.
191	37	154	14	23	11	19.4	37.8	7.3
129	25	104	12	13	13	19.4	48.0	9.3
97	38	59	23	15	13	39.2	60.53	23.7
106	38	68	31	7	18	35.8	81.6	29.2
218	38	180	24	14	30	17.4	63.2	11.0
1236	463	773	231	232	178	37.5	49.9	18.7
58	21	37	16	5	6	36.2	76.2	27.6
55	25	30	10	15	14	45.5	40.0	18.2
88	56	32	34	22	17	63.6	60.7	38.6
2178	741	1437	395	346	300	34.0	53.3	18.1

APPENDIX 4

LEGAL AND PROSECUTIONS

YEAR	BF FROM PREVIOUS YEAR	OPENED IN YEAR UNDER REVIEW	TOTAL PROSECUTIONS FOR THE YEAR	WITH-DRAWN BY NOLLE PROSEQUE	SECTION 88(a) CPC WITH-DRAWALS	DISCHARGED	CONVICTIONS	ACQUIT-TALS	CLOSED AS NON PURSUABLE
2004	44	37	81	-	2	-	8	8	46
2005	17	30	47	4	2	-	11	5	2
2006	23	20	43	1	-	-	10	7	5
2007	20	18	58	-	-	1	20	11	2
2008	23	33	56	-	4	-	11	2	5

COMPARATIVE STATISTICS OF PROSECUTIONS

Note: By Policy direction of the Commission, it was decided to close non pursuable cases due to lack of witnesses, and time lapse figured as follows:

2003 – 2004	46 cases closed
2004 – 2005	2 cases closed
2005 – 2006	5 cases closed
2006 – 2007	2 cases closed
2007 – 2008	5 cases closed

APPENDIX 4.1

LEGAL AND PROSECUTIONS

STATISTICS OF PROSECUTIONS BY STATION – 2008

STATION	NO. OF PROSUCUTIONS	CONSENT DECLINED	CONVICTIONS	ACQUITTALS
LUSAKA	37	2	8	1
CHIPATA	2	0	0	0
KABWE	3	0	0	0
KITWE	6	0	0	0
MANSA	2	0	1	0
LIVINGSTONE	5	0	0	1
KASAMA	2	0	2	0
SOLWEZI	3	0	0	0
TOTALS	56	2	11	2

ACC ADDRESSES

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Fax: 237828/237797
Toll Free +26 0211 980 980
Website: www.acc.gov.zm

KABWE OFFICE

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P.O Box: 80112
Tel: (05) 221418/221473
Fax: (05) 221418

KITWE OFFICE

Mukuba Pension House
Kantanta Street
P.O Box 22436
Tel: 02 220507
Fax: 02 220761

SOLWEZI OFFICE

Works and Supply Building
P.O Box: 110168
Tel: (08) 821953
Fax: (08) 821860

LIVINGSTONE OFFICE

ZANACO Bank Building
Second Floor
Musi-o-Tunya Road
P.O Box 60015
Tel: 03 322140/1/2
Fax: 03 322141

MONGU OFFICE

NAPSA Building
Third Floor
P.O Box: 910217
Tel: (07) 221320
Fax: (07) 222042

CHIPATA OFFICE

Chipata 1940 Building
P.O Box 510552
Tel: (06) 221603
Fax (06) 221123

MANSA OFFICE

NAPSA Building
Second Floor
P.O Box 710197
Tel: (02) 821273
Fax: (02) 821602

KASAMA OFFICE

Works and Supply yard
P.O Box 410152
Tel: (04) 221169/221320
Fax: (04) 2213420

“TOGETHER AGAINST CORRUPTION”