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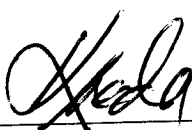
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By **MWANZA BRIAN C** (Comp No 99160579)

Entitled

**THE IMPACT OF ANTI-CORRUPTION EDUCATION ON PUBLIC OFFICERS
AND PUBLIC INSTITUTIONS. AN EVALUATION OF THE EFFECT OF ANTI-
CORRUPTION SENSITISATION PROGRAMS ON THE ZAMBIA POLICE,
IMMIGRATION DEPARTMENT, ZAMBIA REVENUE AUTHORITY ETC.**

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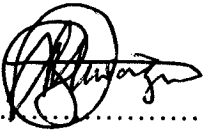
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DECLARATION

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I therefore declare that all errors and other shortcomings contained here in are my own.



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CONTENTS

	PAGE
Abstract	
Acknowledgment	
CHAPTER 1:	
INTRODUCTION AND OVERVIEW	
1.1 Purpose and Objective of research	1
1.2 Methodology	2
1.3 Definition of Corruption	4
1.4 The Anti-Corruption Commission Bill of 2005	10
CHAPTER 2:	
2.1 Methods of educating public officials on the dangers of Corruption	15
2.2 Integrity Committees	18
2.3 Managerial Accountability Workshops	19
CHAPTER 3:	
3.1 A local perspective of the impact of the sensitization and education campaigns against corruption in the public service	21
3.2 Corruption in form of Bribes	28
CHAPTER 4:	
4.1 An international perspective of the impact of the sensitization and education campaigns against corruption in Zambia	33
4.2 2008 Corruption Perception Index	35
4.3 2007 Corruption Perception Index	36
CHAPTER 5:	
5.1 Conclusion	41
5.2 Recommendations	44
5.3 Bibliography	51

ABSTRACT

Corruption in Zambia takes many faces and is quite common, especially in the area of public service delivery. Thus, delivery of some public services by public officials is perceived to be poor and or uneven across the country and public institutions have often been implicated in corrupt practices. Therefore, the government of Zambia has been trying to provide an environment to fight corruption effectively by establishing the Anti-Corruption Commission (ACC) which has been mandated with the task of sensitizing and educating civil servants or rather public officers about the dangers of corruption and it's adverse effects on public delivery system.

The ACC has therefore formulated different and various methods of sensitizing as well as educating civil servants about the need to reduce corruption so as to improve the performance of the Public Service and ultimately the quality of services rendered by public institutions. It is therefore the purpose of this academic paper to show that our anti-corruption initiatives in Zambia to some extent have had a great impact although it cannot be claimed that corruption has completely been eradicated.

ACKNOWLEDGEMENT

Without the help of almighty God and His mercy and loving kindness I am nothing and would not have come to this end.

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TABLE OF LEGISLATION

Anti- Corruption Commission Act, No 42 of 1996

Anti-Corruption Commission Bill of 2005

The Constitution of Zambia

Zambia National Tender Board Act

Zambia Police Act, Cap 107

LIST OF TABLES

	PAGE
1. Civil Servants Respondents Awareness of the Availability of Administrative Guidelines for fighting Corruption	27
1.2 Incidence of Public Officials asking for bribes from Household Respondents	28
1.3 Position of Public Officials demanding Bribes from Household Respondents	28
2 Public Institutions from which Officials Demanded Bribes from Household Respondents	30
3 Public Institutions that Demanded Bribes Most Frequently	31

CHAPTER ONE

INTRODUCTION

THE PREVALENCE OF CORRUPTION IN ZAMBIA'S PUBLIC INSTITUTIONS

The Anti-Corruption Commission ACT is the major instrument among others which is used in tackling issues that boarder on corruption. However, various reasons have been advanced concerning the need to sensitize and educate law enforcement officers and other institutions in accordance with the provisions of the Anti-Corruption Commission ACT, and it is the purpose of this paper to highlight the many reasons that have been brought forward to this effect. Further, the paper will analyze the various papers and documents that are used as guidelines for sensitization and educating the law enforcement officers visa vis the Zambia police.

The area of study will include; analyzing the various documents that are used for the purpose of sensitizing and educating law enforcement officers and related issues such as background, objectives and components of the documents. Furthermore, although the scope of study will chiefly be limited to provisions of the Anti-Corruption Commission ACT, it is the purpose of this paper to analyze the training and education policy in the Zambia police, Immigration Department and the Zambia Revenue Authority.

One of the major challenges of our legal system is how to handle some aspects of the Anti-Corruption Commission ACT such as the issue of entrapment, whistleblowers, as well as how to define what actually amounts to Corruption. Therefore, for us to know the way forward, there must be an assessment of the current law on corruption and its efficacy in dealing with the issue of corruption. If it is the laws that are weak, then we will forever have perpetual use of corrupt means by people to earn themselves some privileges and unfair advantages and the end result being that justice will be compromised. Therefore, the rationale for undertaking this study is to:

to critically evaluate the importance of Anti-Corruption Education in the Zambia police vis-a-vis other institutions;

to assess the effect of lack of Anti-Corruption Education and Training;

to analyze the scope and nature of the training and education as well as the implementation of the training policy;

Therefore, it is the purpose of this paper to highlight the extent of manifestations of corrupt practices in Zambia. As such, it is the overall objective of this paper to:

Provide informed opinion on the incidences of corruption and efforts being made to combat it;

Examine the degree of success in relation to the fight against corruption in the public institutions.

Most people in Zambia strive for a high standard of living. However, in order to escape poverty, some people resort to the use of corrupt practices. Corruption is widespread in Zambia especially in the government ministries and departments. The word corrupt means the “soliciting, accepting, obtaining, giving, promising or offering of a gratification by way of a bribery or other personal temptation or inducement or the misuse or abuse of a public office for private advantage or benefit.”¹ Thus, corruption is a cost to the nation because, in monetary terms, it constitutes an “unofficial tax” levied on a client who is seeking for public services in a particular public institution.

The method through which individuals normally perform corruption is called gratification. Gratification is

any corrupt payment, whether in cash or in kind, any rebate, bonus, deduction, or material gain, benefit, amenity, facility, concession or favor of any description and any loan, fee, reward, advantage, or gift or any other thing obtained as a result of the corrupt misuse of public funds or property; other than a casual gift.²

The forgoing entails that, the characteristics of corruption include; deceit, dishonesty, insincerity, betrayal of trust, iniquity, moral decay, intolerance and lack of shame.

1. Anti Corruption Commission Act, No 42 of 1996 p 5

2. *ibid* at p 4

This means that any act that falls short of being a casual gift may be regarded as a corrupt act if at all it amounts to an act of gratification. In this respect a Casual Gift means

Any conventional hospitality on a modest scale or unsolicited gift of modest value offered to a person in recognition or appreciation of that persons service, or as a gesture of goodwill towards that person and includes any inexpensive seasonal gift offered to staff or associates by public and private bodies or private individuals on festive or other special occasions, which is not in any way connected with the performance of a persons official duty.³

In order to curb corrupt practices as well as to educate people on the dangers of corruption, the Government of Zambia setup the Anti Corruption Commission (ACC). Section 4(1)⁴ provides; there is hereby established the Anti Corruption Commission which shall be a body corporate with perpetual succession and a common seal, capable of suing and being sued in its corporate name, and with power, subject to the provisions of the Act, to do all such things as a body corporate may, by law do or perform. This means that ACC has a legal artificial personality which is separate from its members. Therefore, ACC as a body corporate has inherent in its corporate nature the capacity, rights, powers and privileges of a natural person.

3. ibid at p 5

4. ibid at p 6

The mission of the ACC is 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. In order to achieve the aim of spearheading the prevention of corruption, various educational programs have been designed especially for government officers working for various government ministries and departments. This is so because there was a realization that much of the corrupt practices were taking place in government institutions probably due the dissatisfaction with the current government wages and salaries which have been generally perceived to be low.

Therefore, it is the goal of the ACC to achieve a significant reduction in the levels of corruption in Zambia by way of constant and persistent offering of educational facts and imparting knowledge with the intention of renewing the minds of corrupt government officers. In this respect, corruption prone organizations have in the past been identified and targeted by ACC with the intention of implementing intervention measures. Among the institutions that have in the past been identified by ACC include; the Immigration Department, the Ministry of Lands, the Zambian Police, the Public Service Pension Fund and the Zambia Revenue Authority.

In this regard, the functions of the ACC are specified under Section 9(1)⁵ as follows;

- (a) prevent and take necessary and effective measures for the prevention of corruption in public and private, including, in particular measures ;

5...ibid at p 7

- (i) Examining the practices and procedures of public and private bodies in order to facilitate the discovery of corrupt practices and secure the revision of methods of work or procedures which in the commission, may be prone or conducive to corrupt practices.
 - (ii) Advising public bodies and private bodies on ways and means of preventing corrupt practices, and on changes in methods of work or procedures of such public bodies and private bodies compatible with the effective performance of their duties, which the commission considers necessary to reduce the likelihood of the occurrence of corrupt practices
 - (iii) Disseminating information on the evil and dangerous effects of corrupt practices on society; and
 - (iv) Enlisting and fostering public support against corrupt practices.
- (b) receive and investigate complaints of alleged or suspected corrupt practices, subject to the direction of the director public prosecutions to prosecute
- (i) offences under the ACT and
 - (ii) such other offence under any other written law as may have come to the notice of the commission during the investigation of an offence under the ACT.
-

(c) investigate any conduct of any public officer which in the opinion of the commission may be connected with or conducive to corrupt practices.

The ACC reviewed its performance some time back in 2004. After widespread consultation and dialogue with all ACC stakeholder groups, the ACC launched its strategic plan. The plan had shifted emphasis in the work of the ACC from investigations and prosecutions to corruption prevention and community education. Perhaps the ACC realized that they could work more effectively by preventing corrupt practices through sensitizing various targeted institutions on the dangers of corruption. Therefore, prevention was seen to be better than cure.

Moreover, the ACC is engaged in various initiatives in line with the strategic objectives and Departmental as well as individual work plans through which performance is measured.

Some of the strategic objectives include;

1. To review and strengthen the legal framework in order to enhance the effectiveness of the Ant Corruption ACT.
2. To create effective mechanisms for prevention of corruption in order to significantly reduce corrupt practices in both public and private bodies.

3. To increase efficiency and effectiveness in investigations and prosecutions in order to improve the clearance rate of cases and secure a higher proportion of convictions.
4. To provide and disseminate information on corruption in order to create public awareness and combating corruption.
5. To strengthen the organization frame work in order to improve the operations of the Anti Corruption Commission.
6. To promote and strengthen the institutional framework in order to increase effectiveness.

In this regard, the first draft of the National Corruption Prevention Policy and Strategy (NCPPS) was made. The ACC derived the mandate to make the NCPPS from the ACC ACT number 42 of 1996. This is because the ACT gave the ACC the mandate to prevent corrupt practices and to educate members of the public on corruption and solicit for their support in combating corruption. All this was done in the hope of yielding positive results from society. In view of the forgoing, the question that needs to be answered seems to be ; in so far as educating and preventing mechanisms have been put in place, to what extent have these mechanisms reduced corruption and is there a large percentage of positive results been recorded?. It is the purpose of the succeeding chapters to give an answer to this important question. Apart from this, a Bill has been proposed which will further enhance the work of the Anti-Corruption Commission by introducing new effective strategies.

The Anti-Corruption Commission Bill of 2005, has tried to introduce new provisions with regard to the work of public Officers so as to make the law on corruption much more effective .Therefore, some of the proposed provisions are as follows:

The word “Government” includes any Ministry, Department; Service or undertaking of the Government. Apart from this,“ **public body**” means the Government, any Ministry or Department of Government, a local authority, a parastatal, statutory body, Commission or other body appointed by the Government or established by or under any written law.

The Bill has defined the word “ **public officer**” to include any person holding an office by election or appointment under any enactment or under powers conferred by any enactment, or a person in a parastatal and any such person who is a member of or holds office in, or is employed in the service of a public body, whether such membership, office or employment is permanent or temporary, whole or part-time paid or unpaid. This definition is all encompassing so that a person can not easily deny his or her role as a public officer and makes it easy to categorize all persons falling within the definition.

Moreover, section 36 (c) of the Bill provides that, a person who is a **public officer** or any other person, who has received any property, by virtue of their position diverts property for purposes unrelated to those for which they were intended, shall be liable upon conviction to imprisonment for a term of two (2) years.

In terms of abuse of office or authority, the Bill in section 37 (1) provides that; a **Public Officer** who misuses or abuses the position or authority held in public office or acts or omits to discharge the duties of a public office by conferring an advantage or benefit

upon that **public officer** or to the advantage or benefit of other persons advantage commits an offence and shall be liable upon conviction to a fine of two hundred and seventy-eight thousand penalty units or to imprisonment for a term of not less than two (2) years or both.

To make the law more effective in corruption issues that affect public officers, the proposed Bill provides in section 39 that a person who offers, gives or agrees to give to a **public officer** or who, being a **public officer** solicits, accepts or agrees to accept, or attempts to receive or obtain any gratification, an inducement or reward for, or otherwise on account of;

- (a) voting or abstaining from voting at any meeting of such **public body** in favor of or against any measure, matter, resolution or question submitted to the public body;
- (b) performance or abstaining from performing, or aiding in procuring, expediting, delaying, hindering or preventing the performance of any official act by the **public body**; or
- (c) aiding in procuring of or preventing the passing of any contract or advantage in favor of any person; or
- (d) showing or omitting to show any favor or disfavor in that persons capacity as **public officer**; commits an offence.

Furthermore, in section 41 (1), the Bill provides that, a **public officer** who directly or indirectly by or in conjunction with any other person, corruptly solicits, accepts or abstains, or agrees to accept or attempts to receive or obtain, from any person, any gratification as an inducement or reward for or otherwise on account of giving assistance or using influence, in or having given assistance or used influence in;

(a) the promotion, execution or procurement of any contract or sub-contract with a **public body** or private body for the performance of any work, the provisions of any service, the doing of any thing or the supplying of any article, material or substance commits an offence.

In the same regard, section 47 of the Bill provides that, a **public officer** who

- (a) performs or abstains from performing any act in that officers capacity as a **public officer**;
- (b) expedites, delays, hinders or prevents the performance of any act;
- (c) assists, favors, hinders, or delays any business with a **public body** in order that an investor or potential investor is coerced, compelled or induced to abandon the investment or prevented from proceeding or induced to abandon the investment or prevent from proceeding or induced to abandon the investment to the advantage of another person commits an offence and is liable upon conviction to a fine of not less than one hundred

thousand penalty units or to imprisonment of not less than one year, or to both.

In the same spirit, the Anti-Corruption Commission Bill seeks to prevent the public officers from possessing unexplained property or unjustly enriching themselves by way of a provision that is section 50 which reads as follows;

Any person who being a **public officer**,

- (a) maintains a standard of living above that, which is commensurate with the **public officers** present or past official emoluments
- (b) is in control or possession of pecuniary resources or property disproportionate to the **public officers** present or past official emoluments; or
- (c) is in receipt of the benefit of any services which the **public officer** may reasonably be suspected of having received corruptly or in circumstances which amounts to an offence under this ACT commits an offence.

Nevertheless, section 50 (2) of the Bill goes further and states that; subject to Subsection (1), a person is presumed to be guilty of corrupt practices if that person fails to give a satisfactory explanation to the court as to how the person was able to maintain such a standard of living or how such pecuniary resources or property came under his or her control or possession. And in section 50 (3), there is provision that, where a court is satisfied in proceedings for an offence under subsection (2) that having regard to the closeness of the **public officers** relationship to the accused and to other relevant circumstances, there is reason to believe that any person was holding pecuniary resources

or property in trust for or otherwise on behalf of the accused, or acquired such pecuniary resources or property as a gift, or loan without adequate consideration, from the accused, such pecuniary resources or property shall, in the absence of a satisfactory explanation by or on behalf of the accused be deemed to have been under the control or in the possession of the accused.

However, the proposed Bill has given public officers some obligations, and in accordance with section 54 (1), a **public officer** to whom any gratification is corruptly given, promised or offered shall make a full report of the circumstances of the case to a police officer or an officer of the commission within twenty four (24) hours of the occurrence of the event and if the **public officer** fails to do so without reasonable cause, the **public officer** commits an offence and shall be liable, upon conviction, to a fine not exceeding two hundred and seventy eight thousand, penalty units or to imprisonment for a term of two years or to both.

In the same regard, section 84 (3) provides that, a **public officer** who receives a gift, other than a casual gift, shall declare it to the controlling officer. Thus, a public officer who fails to declare a gift commits an offence and shall be liable upon conviction to a term of imprisonment not exceeding a term of one year without the option of a fine. In addition, section 88 of the proposed Bill has provided that, in relation to a **public officer** or a citizen of Zambia, this Act shall have effect within as well as outside Zambia. This provision makes the work of the Anti-Corruption Commission easy to handle.

CHAPTER 2

EDUCATING OF PUBLIC OFFICIALS ON THE DANGERS OF CORRUPTION

To “provide and disseminate on corruption in order to create public awareness and solicit public support in preventing and combating corruption”⁶, the Community Relations Department (CRD) carries out the education function of the commission by disseminating information to the public on the evil and dangerous effects of corruption on society and encourage the public to actively participate in the fight against corruption. This is in accordance with section 9(a) (iii) and (iv) of the ACC ACT No 42 of 1996.

In undertaking this function, the department uses various methods which include; mass media communication, organizing of lectures, workshops, discussion forum, and radio and television programs such as television documentaries. This is done in the hope of producing positive results.

In the same regard, the department also produces educational material such as pamphlets, posters and newsletters. This information is then disseminated to all ministries which include the ministry of lands, mines, health, labour, energy, transport, tourism, works and supply, defense, finance, and community development just to mention a few.

6. Anti-Corruption Commission ,Annual report for the year 2005 p17

Moreover, activities such as, media workshops, TV and radio adverts, rural sensitization programs , discussion forums, and traditional leaders workshops are normally carried out in the hope of educating people on the dangers of corruption. These kinds of educational activities carries with them the need to make a positive impact on society in so far as the reduction of corruption complaints and reports is concerned.

In this regard, the department does arrange for live phone in radio programs so as to have discussions bordering on the dangers of corruption and many other corruption related programs. As such, various Governmental and civil society institutions such as the Zambia Police Service and the Cabinet Office have in the past been invited to participate in phone in programs with the hope of producing positive results.

Furthermore, the objective of airing radio programs is to “involve all stake holders in finding solutions to areas affected by corruption and also to give an opportunity to the public to express their views on the prevalence of corruption”⁷ and what specific organizations were doing to curb corruption in their respective institutions and departments. Two of the topics so far discussed on phone in radio programs are (1) corruption, education and national development and (2) partnership between the ACC and the police towards the achievement of zero tolerance of corruption.

7. *ibid* at p 17

Moreover, the Community Relations Department carries out rural sensitization programs so that the ACC's officers can meet with Government officials, civil society and the general public so as to encourage them to actively participate in the fight against corruption. The purpose of carrying out visits by the ACC officers is so to help the commission in the fight against corruption and to access or find out about the levels of corruption in different particular areas. In this regard, the "visits have established that all the areas that have been visited or reached do require sensitization on issues of corruption"⁸.

In the same respect, the Community and Relations Department conducts lectures to the police officers, the Zambian Army officers, the office of the president and the Heads of Government Departments. The objectives of such lectures are to solicit for support in the fight against corruption to educate the institutions on the effects of corruption and to seek for partnership in the fight against corruption.

In terms of publications, the department sometimes and more often than not "produces calendars and Christmas cards which depict anti corruption messages which are distributed in various public institutions"⁹.

7. *ibid* p 20

8. *ibid* p 20

9. *ibid* at p 20

In the same respect, Public Discussion forums have in the past helped in articulating issues on corruption. The main objectives of the discussion forums are;

- (1) to bring together people from Government and civil society, particularly people who can influence public opinion, to mobilize support for integrity in public life;
- (2) to disseminate information about integrity and corruption issues;
- (3) to promote partnership between the ACC and civil society, as ACC cannot fight corruption effectively without the support of civil society, and to build conditions of likeminded citizens concerned about standards of integrity; and
- (4) to provide a forum where ACC can learn from the public and listen to public concerns about corruption¹⁰

Apart from the forgoing, in 2005 (8) public institutions were identified for purpose of implementing an in –built corruption prevention and education system using what are known as integrity committees. The (6) institutions included the (a) ACC (b) the immigration department (c) the ministry of lands, the Zambia Police (d) the Public Service Pension Fund (e) the Zambia Revenue Authority and (f) the local authority. There has been the development of the integrity committees initiative as an inbuilt corruption prevention and educating mechanism for public institutions. In this respect, training of integrity committee members in the targeted institutions has commenced such that an improvement in Governance remains to be seen in the various branches of the public service.

10. *ibid* p 21

In addition, the ACC did manage to design a code of ethics in some of the aforementioned public institution all in the hope of yielding positive results and it is the objective of this paper to access if at all this objective has been successfully achieved .

In the same regard, what are known as “Managerial Accountability Workshops”¹¹ have been used to enhance the objectives of the ACC. This is so because the workshops have “been designed to help various organizations and Government Departments to establish control and standards for accountability and transparency”¹² .This is to suggest that managerial accountability workshops have been used as effective modes of combating corruption.

Therefore, in the hope of educating and restraining people from engaging in corruption, such workshops have been designed to help organizations “in identifying procedural practices that are prone to abuse, cheating and manipulation”¹³ and this is the basis for developing plans of action for improving structural accountability and transparency. Thus, it can then be suggested that the conducting of managerial accountability workshops in various public activities is a way of enhancing integrity in the manner in which public institutions function or operate. Examples of managerial accountability workshops that have been done so far are;

11. *ibid* at p 20

12. *ibid* at p 20

13. *ibid* at p 20

- (e) the conduct of functions by the patents and companies
registration office,
- (f) the conduct of procurements by the ministry of health tender
committee for eastern province,
- (g) the administration of the Constituency Development Fund in
luapula province.,

CHAPTER 3

A LOCAL PERSPECTIVE OF THE IMACT OF THE SENSITISATIONS AND EDUCATION CAMPIAGNS AGAINST CORRUPTION IN THE PUBLIC INSTITUTIONS OF ZAMBIA.

This chapter seeks to show that the anti-corruption sensitization, campaign and education that is given to public officers and public institutions has had a positive impact over a period of months but it can not be claimed that corruption in public institutions has completely been eradicated.

However, the Community Relations Department (CRD) has always been responsible for the education function of the commission. In this regard, the CRD often carries out its education campaign to the public officers through dissemination of information on the evils and dangerous effects of corruption on society. In this respect, the Civic Education and Corruption Prevention (CECP) fund was launched with the major objective of promoting “ public awareness and understanding of corruption”¹⁴. Moreover, it should also be noted that the fund was put in place with the objective of “increasing the number of organizations that promote integrity in public and commercial life”¹⁵. Therefore, all that is required is that different government institutions have to submit the project proposals for various anti-corruption activities but such proposals have to be thoroughly screened and proved by a committee that is normally expected to convene for discussions every quarter of a year.

14. State of Corruption, 2002 Report, Transparency International Zambia p 60

15. State of Corruption, 2005 Report, Transparency International Zambia p 34

It is therefore, clear that a lot of effort has been put into the fight against corruption by ACC through educating and sensitizing public officers about the dangers of corruption and those who fail to learn the lessons are normally investigated and prosecuted once found wanting. In this regard, the following key cases involving public officers were investigated and taken to court between the year 2007 and 2008:

2. THE PEOPLE V PHIRI (patriotic front member of parliament)
3. THE PEOPLE V SIAMUBI (former Zambia Revenue Authority officer)
4. THE PEOPLE V SINGONGO (former Air force commander)
5. THE PEOPLE V NYIRONGO (former minister of lands)
6. THE PEOPLE V MULYATA (former minister for southern province)
7. THE PEOPLE V SICHONE (former commissioner of lands)
8. THE PEOPLE V DAKA (senior estates manager at ministry of lands)
9. THE PEOPLE V CHINYANGA (District Health director in Livingston
10. THE PEOPLE V HAMOYA (director, National Archives)
11. THE PEOPLE V CHITOBA (Commissioner for Drug Enforcement Commission).

The aforementioned cases are but just a few among the many cases that have so far been investigated and prosecuted by the ACC in collaboration with other stake holders. It can not be claimed that all the cases mentioned above involve people who totally had no

knowledge of the dangers of corruption in a developing country such as Zambia.

Therefore, despite the anti-corruption sensitization and campaigns that are conducted by the ACC, it seems that there are various reasons as to why top level civil servants would still want to engage themselves into corrupt practices and probably the most notable is one that of greed. It is to be found that more often than not, top and middle level civil servants are most likely to involve themselves in corrupt practices than lower level civil servants.

Therefore, despite the vigorous efforts made by the ACC to try and educate civil servants about the evils of corruption, some trials and convictions took place and depicted the greedy and corrupt nature of civil servants and these are as follows:

On 20 December 2007, a former Zambia Revenue Authority (ZRA) officer was sentenced to five years (5 years) imprisonment with hard labor for two counts of corrupt practices by public officer involving a total sum of twenty three million kwacha (K 23,000,000). This event was followed by another conviction which took place on 29 December 2007 whereby, a ZRA officer was jailed for eighteen months with hard labor for corrupt practices by public officer involving K 2,000,000. Moreover, a collector with ZRA was jailed as he was found guilty of corruptly soliciting for two million kwacha (K 2,000,000), bribe and receiving five hundred thousand kwacha (K 500,000). In similar circumstances, a man was jailed for corruptly soliciting for K 23,000,000 and receiving a total of K 15,000,000 cash gratification in order for him to facilitate the deletion of a debt

of K 77,333,738 owed to Zambia Revenue Authority by PB and G trading company limited.

The aforementioned goes to show that despite the frantic efforts that have been put into educating and sensitizing public officers about the dangers of corruption, there still remains a lot of work to be done since there are some civil servants who have and may still be failing to refrain from corrupt practices in so far as they have found it beneficial to abuse a public office for private gain.

Normally, corrupt practices have been committed in various subtle and hidden forms such that it has now become almost impossible for the ACC to predict with precision as to how a public officer will prepare a new strategy of committing corrupt practices. Thus, on one hand, the ACC is working so hard in trying to find new and effective ways of educating and sensitizing public officers on the need to reduce corruption, but on the other hand, corrupt civil servants are constantly finding new tactics which are almost difficult to detect and thus rendering the work of the ACC futile. Therefore, a considerable degree of corruption is still entrenched in the Zambian civil service. This is to suggest that corruption is rife in the public service visa vie the Zambia Revenue Authority (ZRA), the Zambia Police and Immigration Department.

In this regard, some of the scandals that revealed the different strategies and new tactics employed by corrupt officers are as follows:

There was a scandal that was unearthed by the ACC whereby, public officers at the ministry of finance and economic planning had been paying themselves hefty rentals and

this happened at the expense of the majority of workers who were not receiving rental or housing allowances and this finally came to the attention of the permanent secretary in charge of the Public Service Management Division. This happened despite vigorous campaigns against corruption in this particular sector of the government.

Another scandal discovered was that, “some public officers formed family business cartels which were supplying goods and services to government ministries without the knowledge of permanent secretaries”¹⁶ and this also undermined the sensitization efforts that had previously been made by the Community Relations Department of the ACC. Thus, civil servants were “accused of involvement in the cartels in which they used fronts which were paid promptly while bonafide suppliers were made to wait indefinitely”¹⁷. In the same regard, there was the uncovering of a scandal in which public officers in the road traffic commission took advantage of loopholes in the system in so far as the system was not computerized. Those “who took advantage of the weak system were able to acquire as many as five cars each”¹⁸ as they benefited from dubious and illegal activities. Other scandalous incidents include the breakdown in tender procedures for public contracts despite the existence of the Zambia National Tender Board (ZNTB) ACT. This once compelled the head of state to announce that he “was revoking all contracts on feeder roads and was going to ask the Zambia National Service to instead do the job”¹⁹.

16. State of Corruption, Report 2002 p 30

17. ACC News Bulletin, July - Dec 2007, Zambia Commemorates World Anti-Corruption Day, Volume 1 Issue Number 8 at p 6

18. opt cite p 69

19. Government Machinery for Accountability, A Survey of Existing Laws and Institutional Framework in Combating corruption P 76

However, despite the concerns averred by the head of state, ZNTB is the only body which is legally tasked with the mandate to receive and approve tenders whenever the state wishes to purchase goods and the ACC has often sensitized the state that it should not involve itself in the processing of procurements. Therefore, some public officers have been unable to follow tender procedures and such acts have amounted to corrupt practices as long as there appears irregularities in the awarding of contracts. Government officials have illegally benefited from corrupt practices in that their companies have sometimes been irregularly given money to supply certain items to the government. But however, sometimes, companies supplying items to the government do not even exist.

In view of the forgoing, it can be suggested that the ACC through the Community Education Department, often strives to come up with much more effective mechanisms and education programs so as to combat bureaucratic corruption. In this respect, bureaucratic corruption has been referred to as the “institutional use and abuse of public resources by public servants and politicians”²⁰. Furthermore, bribery seems to be the commonest form of corruption as revealed by the complaints forwarded to the ACC and bribery is often “initiated by the state officials rather than members of the public”²¹. Therefore, bureaucratic corruption is often a recipe of official impropriety that involve individuals using public office to advance personal wealth or position.

20. State of Corruption 2002, Report p 29

21. State of Corruption 2005, Report, Transparency International Zambia P 34

The demand for bribes by public officials was quit common in the year 2007 as revealed by a bribe payer’s survey. The survey indicated that “over 80% of the civil servant respondents considered the demand for bribes in the public sector as either common or very common”²². Thus, the tactic used by civil servants in order to solicit as well as compel an individual to pay a bribe was such that, the “officials in public institutions made it seemingly impossible for one to receive a service using normal procedures.”²³ This compelled the ACC to give public institutions some Administrative guidelines for fighting corruption. After this was done, some civil servants deliberately flouted the Administrative guidelines and others pretended that they were not aware of such directives. Consider the table below which shows the percentage of those who were aware as compared to those who were not.

Table 1
Civil Servant Respondents’ Awareness of the Availability of Administrative Guidelines for fighting corruption

Whether Aware	Percent of Respondents
Yes	71.4
No	28.6
Total	100

22. The Zambia Bribe Payers Index, 2007, Transparency International p 12

23. Ibid at p 10

In the same regard, the incidence of public officials asking for bribes from members of different households was quite high. Thus, more than 53% of members of different households confirmed that a public official at one time had solicited for bribes from them. On the other hand, only 38.3 % of the civil servants said they had been asked for a bribe in the past year. Consider the two tables below:

Table1. 2 Incidence of public officials asking for bribes from Household respondents

Whether Asked for Bribe	Frequency	Percent of Respondents
Yes	636	55.3
No	505	43.9
No Response	9	0.8
Total	1150	100

Table 1.3 Position of public officials demanding bribes from household Respondents

Position of Official	Percent of Respondents
Senior Manager	9.3
Supervisor	20.0
Junior Staff	21.2
Other	0.8
Don't Know	0.8
No Response	2.9
Not Applicable	45.0
Total	100

Table 2: Public Institutions from which Officials Demanded Bribes from Household

Respondents

Public Institution	Percentage of Respondents Claiming Bribe was Demanded
Zambia Police Service	29.6
Local Councils	9.6
Passport Office	9.3
Judiciary/Courts	9.2
Road Transport & Safety Agency	8.9
Ministry of Education	8.7
Ministry of Health	6.2
Ministry of Lands	5.9
Zambia Revenue Authority	5.3
National Registration Office	5.0
Immigration Department	4.5
ZESCO	2.0
Patents & Company Registration Office	1.7
Ministry of Works & Supply	0.9
Ministry of Works & Supply	0.5
Ministry of Finance & national planning	0.3
Total	100

At the institutional level, the Zambia Police service topped the list of the public institutions that demanded bribes most frequently and to which the household respondents actually paid the bribes (see Table 3) below.

Public Institution	Sex of Respondent		Total
	Male (%)	Female (%)	
Zambia police service	13.4	8.5	21.6
Road Transport Safety Agency	2.3	0.7	3.0
Ministry of Education	0.9	1.3	2.2
Zambia Revenue Authority	0.8	0.9	1.7
Local Councils	0.6	1.1	1.7
Post Office	0.9	0.7	1.6
Ministry of Lands	0.6	0.6	1.2
National Registration Office	0.4	0.5	1.0
Ministry of Health	0.3	0.8	1.0
Judiciary/ Courts	0.3	0.7	1.0
Immigration Department	0.3	0.0	0.3
CO	0.2	0.0	0.2
Ports Office	0.2	0.0	0.2
Ministry of Works & Supply	0.0	0.1	0.1
	1.0	0.4	1.4
Know	10.6	6.4	17.0
Applicable	26.1	18.8	44.9
	58.4	41.6	100.0

In view of the foregoing, almost 22% of the respondents claimed that they paid bribes to the Police Service, followed by RTSA (3%). Therefore the police had the highest frequency of bribe demands despite all the education campaigns and sensitization against corruption that took place in the institution with the objective of making the police more effective in preserving law and order as well as preventing crime. To deal with police abuse and corruption in the system, “a police professional standards unit”²⁵ was established but its effectiveness in investigating all cases involving corruption by officers is still yet to be seen.

Furthermore, the Constitution, in Article 103, provides for the establishment of the Zambia Police Service “which should be nationalistic, patriotic, professional, disciplined, competent and productive”²⁶. The police Service derive its functions and powers from the Zambia Police Act. Criticisms or complaints against the police include the following :

- 1, that they have been involved in certain crimes and as a result the perpetrators could not be apprehended;
- 2, that there are insufficient safeguards in the law to punish errant officers;
- 3, the Police Complaints Authority is not perceived to be independent;
- 4, the police are among the most corrupt public institutions in Zambia.²⁷

25. State of Corruption, 2002 Report, Transparency International Zambia, p 67

26. Submission to the Oasis Forum Constitutional Review Process, Transparency International Zambia, at p 8

27. Government Machinery for Accountability, 2003, A survey of existing laws and institutional framework in Zambia for combating corruption, Transparency International Zambia p 65

. CHAPTER 4

AN INTERNATIONAL PERSPECTIVE OF THE IMPACT OF THE SENSITISATIONS AND EDUCATION CAMPAIGNS AGAINST CORRUPTION IN THE PUBLIC INSTITUTIONS OF ZAMBIA.

It is the purpose of this chapter to highlight on the international perception of Zambia as regards to its corruption status. Therefore, it is the aim of this chapter to show the current corruption status of Zambia from an international perception. An assessment of the levels of corruption in the public sector is a way of measuring the degree to which corruption is perceived to exist among public officials and politicians despite the vigorous sensitization efforts that are made by the government. The main objective of making an assessment is often to create public awareness of corruption and to create a climate for change if at all there is no reduction in corrupt activities.

However, in the year 2008 “Zambia has been ranked as the 17th out of 60 ranks of the most corrupt nations in the world”²⁸. The top most corrupt nations in the world are Somalia which is ranked as the most corrupt and seconded by Myanmar. Perhaps Somalia is ranked as the most corrupt due to the fact that the countries legislative, executive and judicial service institutions have collapsed because of the on going war, a feature which is also present in other African countries where corruption is most rampant. In this regard, Denmark ranked as the least corrupt nation in the world followed by New Zealand. From the foregoing, it can be suggested that one is likely to notice

28. Transparency International Corruption Perception Index (CPI) 2008 at page 1

that the two least corrupt nations are both developed countries while the other two most corrupt nations are both less developed countries which are often perceived to be in dire need of a genuine practical political will and reform if the levels of corruption in such nations are to be reduced. Therefore, the likelihood of encountering corrupt officials in public institutions, ranging from petty bureaucratic corruption to grand political corruption is low in both Denmark and New Zealand as compared to Zambia, Myanmar and Somalia. Thus, the mere fact that Zambia and Somalia's corruption status attracts less international admiration proves the point that public officers in both these two countries may still be in the habit of participating in vices such as diversion of funds among others and perhaps their governments have no capacity to punish and or contain corruption in the most effective ways which include vigorous and effective anti-corruption sensitization and campaigns.

Moreover, it is to be found that, there is a "fatal link between poverty, failed institutions and graft"²⁹. In sub Saharan Africa which includes Zambia, corruption is still perceived as rampant. Therefore, "corruption and lack of transparency clearly remains a serious challenge across the Sub-Saharan region"³⁰.

29. *ibid* at p 2

30. *ibid* at p 2

Moreover, in the year 2008, the Director-General for the Anti-Corruption Commission of Zambia upheld the continued fight against corruption and stated that;

notable progress in this area has been made and a number of anti-corruption measures designed by the respective institutions in the form of Codes of Ethics and/or Conduct, Service Charters and Computerization of systems. This is an on going project which in the long run should cover all public sector institutions especially those that are perceived to have high levels of corruption.³¹

However, despite the forgoing assurance from the Director General, the Zambian Government may need to put in extra effort in the fight against corruption. Furthermore, the notion that corruption is still perceived to remain pervasive in many countries across the Sub-Saharan region is indicative of the fact that the scourge remains a serious threat for nations facing dire poverty as it undermines chances of achieving real development. In the same regard, if corruption in Zambia remains unchecked, it will “increase the risk that scarce funds earmarked for social spending will be lost, misused or misallocated”³² However the 2008 Corruption Perception Index shows that Zambia is now ranked as the 17th most corrupt nation in the world showing an improvement from the previous rank which was a 13th rank out of 64 ranks.

31. ACC News Bulletin, Jan-Mar 2008, Traffic Officers Receive Anti-Corruption Drill, Volume 1 Issue Number 8 at p 2

32. Opt Cit. at p 2

The improvement in Zambia's position means that there is a lot of potential for the country to improve as long as good principles of governance are put in place and service delivery is consequently improved. Furthermore, the 2008 International Corruption Perception Index (ICPI) indicated that Zambia scored better than 26 countries.

However, in 2007, the corruption perception index (CPI) indicated that "there was a strong correlation between poverty and corruption"³³ in so far as many of the African nations scored very low. A low score was indicative of a perceived high level of corruption. Therefore, according to the 2007 CPI results, "18 surveys were conducted from 12 independent institutions which focused on corruption in the public sector and defined corruption as the abuse of public office for public gain"³⁴. Furthermore, the survey included a total of one hundred and eighty countries (180) from which most or rather many developing countries (Zambia inclusive) were perceived to be having high levels of corruption as compared to others.

The CPI "ranked selected countries in terms of the degree to which corruption was perceived to have existed among public officials and politicians."³⁵ The CPI was used for allocating scores to different countries on a scale from zero to ten, where by zero represented higher levels of perceived corruption while on the other hand, ten represented lower levels of perceived corruption.

33. Transparency International Corruption Perception Index (CPI) 2007 at 1

34. ACC News Bulletin, July - Dec 2007, Zambia Commemorates World Anti-Corruption Day, Volume 1 Issue Number 8 at p 12

35. *ibid* at p 1

Moreover, “forty percent of those countries scoring below three, indicating that corruption is perceived as rampant, are classified by the world bank as low income countries.”³⁶ In this regard, the index indicated that Somalia and Myanmar shared the lowest score of 1.4, while Denmark had shared the top score of 9.5 with Finland and New Zealand.

However, some African countries such as Namibia, South Africa and Swaziland scored significantly higher scores and these results were indicative of the fact that there was some positive progress of the anti-corruption efforts in Africa probably due to strong political will and a desire for much needed reform so as to lower the perceived levels of corruption.

Furthermore, Zambia just like other countries in the Sub-Saharan region has had a vigorous campaign against corruption through education and sensitization of public officers in public institutions. It is now imperative to look at how Zambia has been fairing on the CPI. In the year 2001, 90 countries were surveyed and Zambia was ranked 9th perceived most corrupt nation on the CPI. In 2002, out of 102 countries surveyed, Zambia scored 2.6 points in the 11th category of the countries perceived to be corrupt. In the same regard, out of 133 countries surveyed in 2003, Zambia got a score of 2.5 and was subsequently ranked in the 11th category of the countries perceived to be corrupt

36. *ibid* at p 12

In 2006, out of the 163 countries surveyed, Zambia scored 2.6 and was ranked in the 9th category of the countries perceived to be most corrupt. In 2007, out of 180 countries that were surveyed, Zambia scored 2.6 and was ranked in the 13th category of the countries perceived to be corrupt. It has been argued that Zambia is not ranked 13th most corrupt country in the world “but rather 13th out of the 65 ranks consisting of 180 countries surveyed.”³⁷ However, in the year 2008, Zambia has been ranked as the 17th out of 60 ranks of the most corrupt nations in the world showing an improvement from the previous rank which was the 13th rank. A point worth taking note of is that while rankings are very significant in building up an index, it is the countries score on the index which is imperative to determine perceived levels of corruption and not the rank. It can further be argued that;

Comparing a country’s score in the CPI 2008 to those in the past CPI’s may not be fair, as the index primarily provides a snapshot of the views of business people and countries analysts for the current or recent years, with less of a focus on year to year trends.³⁸

Therefore, it can be suggested that a CPI score may not actually improve over a short period because substantial changes in perception of corruption are likely to emerge in the index over longer periods of time. As such, from year to year, a change in a countries score “can either result from a changed perception of a countries performance or from a change in the CPI’s sample or methodology”³⁹.

37. *ibid* at p 12

38. *ibid* at p 12

39. *ibid* at p 13

In view of the forgoing, it can therefore be argued that Zambia in the past has not ranked very well on the CPI despite the education and sensitization efforts that were put in place in the fight against corruption in the public institutions.

It should however be noted that, the CPI has on many occasions been criticized that it tends to be one sided due to the notion that, “while the CPI casts a sport light on the major bribe takers of the world, it lets the major givers and safe havens of looted funds off the hook”⁴⁰. According to Galtung “no instrument has been developed that measures or ranks the willingness by major industrialized and ‘clean’ countries to provide banking and investment safe havens for looted public funds and corruptly obtained fortunes”⁴¹ and it is also on this ground that it has been argued that while certain countries are deemed to be corrupt free, they have instead become facilitators of corruption in so far as they act as safe havens for corrupt politicians and public officers.

However, it should be noted that the CPI only saves the purpose of providing perceptions and one might argue that there is a difference between a fact and a perception. In this regard, commenting on the CPI 2007 results, the then ACC Deputy Director General stated enthusiastically that;

40. *ibid* at p 13

41. Galtung F. Tiri, Measuring the Immeasurable: Boundaries and Functions of (Macro) Corruption Index at p 5

The results of the CPI are not based on empirical data but on perceptions and do not reflect the views of the public who are directly affected by the effects of the vice. The CPI does not account the formidable strides in the crusade against corruption which are being put in place by the ACC with the help of Government and the cooperating partners.⁴²

Further arguments have been advanced which suggest that the CPI results are very subjective because of its uncontrolled country coverage and this is to say that the CPI does not include all the countries in the world and “more and more countries are included and consequently dropped each year thereby making some countries seem to be in the same position.”⁴³ However, the CPI results can not be ignored because they act as “an awareness raising tool and reminds the Zambian people of the internationally shared burden of corruption.”⁴⁴

Therefore, the ACC has the mandate to put in place a lot of measures so as to ensure that both the perceived levels of corruption which are measured by the CPI and the actual levels of corruption which the CPI does not measure are drastically reduced.

42. opt cit at p 13

43. ibid at p 13

44. ibid at p13

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

It must be observed that even in the fight against corruption in public institutions, there is need for massive sensitization and education against the dangers of corruption. Most public officers whether living in urban or rural areas, know what corruption is and therefore have full knowledge of the consequences when they get engaged into it. For example a large number of civil servants know who the bribe payers are and who the receivers are and this can largely be attributed to the vigorous anti-corruption education campaigns. Moreover, a good number of civil servants have personally experienced an incidence of corruption such as bribery but the majority of them have simply kept quiet or talked to friends about it without reporting to the law enforcement agencies. This is despite being aware of the activities of the anti-corruption commission.

However, despite the many forms of corrupt practices, there appears to be a big increase in the number of public officials asking for bribes from the general public. The public institutions largely implicated in bribery include the Zambia Police Service, Road Transport Safety Agency, Judiciary/ Courts, Passport Office, Ministry of lands, Zambia Revenue Authority and Local Councils. In this regard, the Zambia Police Service topped the list of public institutions demanding for the largest bribes as well as demanding for

45. The Zambia Bribe Payers Index, 2007, Transparency International p 30

It is therefore, justifiable to suggest that corruption is one of the serious problems that the country is facing inspite of the vigorous efforts made by ACC of educating civil servants about the long term negative effects of corruption. . Generally, members of the public do not have much trust in public officials due to the perception that corruption is widespread among institutions providing public services in Zambia and that it has worsened over the previous decade or so. The extent and nature of corruption varies from one institution to another in so far as the Ministry of Health, Ministry of Education and the Postal Services are highly rated for honesty by members of the public rather than the Zambia Police Service or the Road Transport Safety Agency. The "groups exercising most influence on public institutions to favour private interests are multi-national companies, executives of political parties, and economic groups."⁴⁹

In the same regard, within the public service, "a major obstacle to fighting corruption is the unwillingness of public officials to report cases of corruption because they do not want to betray their colleagues."⁵⁰ On one hand all these have adversely affected the performance of public institutions, resulting in inefficiency and the provision of poor services. However, on the other hand, in order to minimize corruption, the ACC through its Community Relations Department has been carrying out sensitization activities to create awareness in public institutions on various aspects of corruption and how it can be fought. This has been done with a considerable amount of success.

49. Zambia National Governance Baseline Survey Report, 2004, Department of Political and Administrative studies, UNZA at p 136

50. *ibid* at p 137

Recommendations

The evidence clearly indicates that, there is an extremely varied government performance in the fight against corruption across institutions in Zambia. Thus, it would be very difficult to generalize about government's performance, in the fight against corruption for all institutions. One of the biggest challenges of the government of Zambia is to provide services to the people in an effective and efficient manner. Zambia's population is now at twelve million 12,000,000 and thus there is an increasing demand for public services. However, despite the many sensitization and education campaigns, corruption has tended to hinder public service delivery in so far as it has a negative, adverse impact on the deliver of services. The vise, undermines the delivery of basic social services such as education and health and the negative perception it generates, can fuel public distrust.

Therefore, apart from being illegal, immoral and unethical, corruption consequently leads to "unequal access to services and raises the cost of doing business"⁵¹ Thus, the situation in Zambia calls for a redoubling of efforts to combat corruption if at all meaningful results are to be attained. Perhaps there is need for a more focused and coordinated approach just in case the present strategies used by the government through the ACC is not yielding desired results. Further, the fact that corruption is perceived to remain pervasive in many countries across the sub-Saharan region is indicative of the fact that the scourge remains a serious threat for nations facing dire poverty as it undermines chances of achieving real development.

51. *ibid* at p 23

In this regard, the first step in curbing corruption has already been taken by the government who through the ACC have talked about the dangers of corruption and the subsequent need to intensify efforts in sensitizing public officers with the aim of reducing the vice. Thus, corruption has already been identified as one of the most serious problem in public institutions and that no effort should be spared in fighting the vice. Therefore, the idea of improving the process of service delivery and consequently public administration has already assumed great importance such that the Zambian government has in the past declared a zero tolerance on corruption.

Furthermore, public institutions ought to be improved in two areas; (a) the quality of services delivered and (b) the efficiency at which public services are delivered. Thus, an improvement in performance standards should be able to reflect good quality of services delivered and a high rate of efficiency in the delivery process. Therefore, in view of the performance problems that many public institutions face, public officers must be educated about the following aspects if at all significant improvement in performance must be attained;

- (i) There is need to educate public officials about the importance of better communication;
- (ii) There is need for better trained and competent staff;
- (iii) There is need for higher salaries in public institutions;
- (iv) There is need for a better legal framework or rather legislative reform to strengthen the laws against corruption and abuse of office.
- (v) A code of ethics the public sector should be devised.

In the same regard, there is a need to devise a comprehensive national anti-corruption strategy which should include law reforms to strengthen the autonomy of all institutions that help in the fight against corruption. Reforms should ensure that institutions have autonomy over recruitment, promotion and disciplining and remuneration of officers. Therefore, there is need for liaison between Auditor General's office, the ACC, the Zambia Police Service and the Money Laundering unit in the Drug Enforcement Commission so that public officers implicated in the Auditor Generals report can be appropriately dealt with. The Auditor-General should have adequate resources and power to employ his own staff. The funds for his office should not be determined by the executive, but by parliament. He should have improved access to public accounts and copies of his report should also attract mandatory investigation and possible prosecution of anyone found to have committed an offence.

The public procurement process needs to be transparent, fair and impartial as well as efficient. Whatever is done which affects the interest of the public must be in accordance with the requirements of accountability and transparency. To achieve this aim, perhaps Zambia has to learn from the strategies that are employed by Singapore which have proved to be quite effective. In this regard, to achieve success, Singapore has identified four principals with its two objectives being as follows:

To nature an attitude of service, excellence in meeting the needs of the public with high standards of quality, courtesey and responsiveness;⁵²

52. ACC News Bulletin, Jan-Mar 2008, Traffic Officers Receive Anti-Corruption Drill, Volume 1 Issue Number 8 at p 14

to foster an environment which induces and welcomes continuous changes for greater efficiency and effectiveness, by employing modern management tools and techniques, while paying attention to the moral and welfare of public officers.⁵³

In this regard, Singapore identifies four (4) principals of governance as key in the fight against corruption and these are 'Leadership', 'Reward for work and work for reward' and 'a stake for everyone, opportunities for all.

Under 'Leadership', "leaders are supposed to lead by example and are consequently expected to demonstrate zero tolerance of corruption"⁵⁴. Leaders are expected to do what is right as well as have the moral courage and integrity to acknowledge and correct past mistakes. However, in Singapore, this does not only apply to political leaders but to members of the public sector at large.

Moreover, the public service and especially Law enforcement agencies are expected "to be open to new ideas and to keep questioning old assumptions in order to avoid being trapped in the past and becoming moribund"⁵⁵. With regard to 'reward for work and work for reward', "there's emphasis on effectively fighting corruption using a holistic approach as opposed to fighting it in isolation from other areas of bad governance"⁵⁶.

53. *ibid* at p 14

54. *ibid* at p 15

55. *ibid* at p 15

56 *ibid* at p 15

Therefore, promoting integrity, transparency and accountability in the public service is closely linked to improvement and/or efficiency in the service delivery systems of the country.

Therefore, in Singapore, a culture of hard work is duly rewarded. The principle of reward has in the end, become Singapore's political and cultural value. This is because the principle of hard work has evolved over time and has become a basic and integral part of the people. Therefore, one should note that;

Singaporeans understand that no one owes them a living
as they are often quoted as stating that, 'we can only earn
a living and safeguard our future through our efforts and wits'.⁵⁷

However, with regard to 'a stake for everyone, opportunities for all, Singapore emphasizes;

the need for citizens not to merely enjoy wealth, but also to
feel a sense of ownership and belonging in order for them to
participate in saying 'NO' to Corruption and maintaining a
culture of hard work for the benefit of the whole country.⁵⁸

Furthermore, in dealing with corruption and fraud, Singapore has put in place two systems, that is (1) "Clean Governance through Human Resource" and (2) "Clean Governance through better Financial Control". Under the first system, Singapore has put

57. *ibid* at p 15

58. *ibid* at p 15

In place rules and laws in order to ensure clean governance in the public service. For instance, a public officer cannot do the following:

1. Take any other job without permission in order to avoid conflict of interest and to maintain commitment to the job as all of the civil servants time is at the government;
2. Accept gifts;
3. Lend money with interest charged or borrow from someone subordinate to him or has official dealings with.

The aforementioned standards are strictly monitored. Apart from this, one should take note that, the Singaporean government strives to ensure that qualified people are highly remunerated to avoid financial embezzlement .

Furthermore, background checks are done by law enforcement agencies so as to subject civil servants to screening for any previous criminal record prior to being offered a job and the Government ensures that civil servants are people of integrity. The government also ensures that there are job rotations to minimize opportunities for corruption.

Moreover, under “ Clean Governance through Better Control”, Government ensures that administrative instructions are presented in a simple and clear manner.

Nevertheless, all public officers regardless of whether they are not involved in finance, should have basic knowledge of financial procedures. These procedures are also made available on-line, to ensure the financial controls are done transparently.

It is worth noting that Cabinet is also involved in financial controls by ensuring that the money spent is properly accounted for and is used for the intended purpose. These agencies manage finance at budgeting, collection, payment, accounting and auditing levels. As such, because of such values and principles, Singapore, though a tiny island, has been able to curb corruption with a lot of efficiency and much desired effectiveness and this has also brought about adequate delivery of public services by civil servants.

It is because of the aforementioned reasons that Zambia must learn or borrow from Singapore if at all the fight against corruption has to rapidly succeed.

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