



**THE REVOLUTIONARY GOVERNMENT  
OF ZANZIBAR**

**PRESIDENT'S OFFICE CONSTITUTION, LEGAL  
AFFAIRS, PUBLIC SERVICE AND GOOD  
GOVERNANCE**

**ZANZIBAR STRATEGY  
FOR ANTI-CORRUPTION AND ECONOMIC  
CRIMES  
(2017-2022)**

**2017**

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## ABBREVIATIONS

AC	Anti-Corruption
ACSICC	Anti-Corruption Strategy Interagency Coordination Committee
ANGOZA	Association of Non-Government Organization Zanzibar
CAG	Controller and Auditor General
CCM	Chama Cha Mapinduzi
CPS	Centralized Payment System
CSOs	Civil Society Organizations
CUF	Civic United Front
DPP	Director of Public Prosecution
GDP	Cross Domestic Product
GoNU	Government of National Unity
ID	Identity Card
KMKM	Kikosi Maalum cha Kuzuia Magendo
MDAs	Ministries, Departments, and Agencies
MDGs	Millennium Development Goals
MKUZA	Mkakati wa Kupambana na Umaskini Zanzibar
MoU	Memorandum of Understanding
NA	Not Applicable
NGOs-	Non-Governmental Organizations
RGoZ	Revolutionary Government of Zanzibar
URT	United Republic of Tanzania
ZACSCC	Zanzibar Anti-Corruption Strategy Coordination Committee
ZAECA	Zanzibar Anti-Corruption and Economic Crime Authority
ZNCCIA	National Chamber of Commerce, Industry and Agriculture

## **DEFINITION OF TERMS**

Corruption is defined as the abuse of entrusted power for private gain.

Favoritism manifests in the granting of public benefits and opportunities to somebody in lieu of a more deserving person.

Nepotism is the granting of benefits and opportunities to one's relatives.

Social tolerance manifests in the conformity to avoid conflict and the desire to ensure that the community does not lose face.

Influence-peddling and abuse of office, refers to the situation when those in high office use their power and influence to obtain decisions either favorable to themselves or to people supporting them.

Corruption in state management and service delivery is often classified into grand or petty corruption according to scale.

Grand corruption is the misuse of state power and the appropriation of state or public property.

Petty corruption refers to everyday forms of corruption and informal transactions to ensure services. In practice, both classes of corruption affect Zanzibar's path towards sustainable inclusive growth and poverty reduction.

The macro-environmental level refers to political, economic, social, technological and legal factors that promote or constrain corrupt behavior.

The organizational level focuses on two key process areas: the internal ethics of the organization and organizational management practices. The personnel level focuses on individual officials working within an organization.

## EXECUTIVE SUMMARY

The Revolutionary Government of Zanzibar has established policies and legislations to promote prevention, education, and combatting of corruption. These initiatives date back nearly forty years with the Prevention and Combating of Corruption Decree No. 4, of 1975. Since then, Government agencies have undertaken governance reform programs that included components aimed at detecting and curbing corrupt practices. The most recent legislation along this line is the Zanzibar Anti-Corruption and Economic Crimes Act No. 1 of 2012, which serves as the basis for the 2012 establishment of the Zanzibar Anti-Corruption and Economic Crimes Authority (ZAECA). However, despite these measures, corruption continues to undermine the integrity of the public service system. Increasingly, corruption has been perceived not only as a factor undermining public trust in state institutions but also a major factor leading to high economic inequality. It is generally agreed that there is a need for an anti-corruption strategy that could serve to organize collective efforts, implement target plans, and track progress.

### Process of Strategy Formulation

To prepare *Zanzibar Integrated Strategy for Anti-Corruption and economic Crimes*, the work team relied on multiple inputs ranging from research and legal documents to interviews and consultation workshops (see Annex I). The key report that provides a background on the state of corruption in Zanzibar is the *Baseline Assessment of Anti-Corruption Activities in Zanzibar* (2012), commissioned by the Ministry of State for Public Service and Good Governance by the Office of the President. The work team also reviewed legal documents deemed relevant to education, prevention and combatting of corruption work, interviewed over thirty government officials from nineteen agencies from different sectors, and conducted three consultative workshops in Unguja and Pemba during which government agencies, businesses, the private sector, and civil society organizations commented on earlier drafts.

### Strategic Framework

The *Zanzibar Integrated Strategy for Anti-Corruption and economic Crimes* covers the period from 2017 to 2022, coinciding with the period of Zanzibar's socio-economic development program and *Vision 2020*. The document consists of four parts. Part I is an overview of the state of corruption in Zanzibar and measures adopted to address corruption problems. Part II focuses on rationale and a strategic framework for anti-corruption efforts. Part III describes the goal, outcomes, and components of the strategy. Part IV focuses on implementation arrangements. The strategy also includes annexes that elaborate on selected components in detail as well as the implementation plan.

*Zanzibar Integrated Strategy for Anti-Corruption and Economic Crimes* adheres to the following strategic directions:

- Public education is the lynchpin of anti-corruption efforts. To address the high tolerance of corruption in Zanzibar's closed society, the Strategy Document emphasizes integrity building to instill integrity values at the individual and organizational levels. The emphasis on integrity building will be linked with an emphasis on the potential negative impacts of corruption not only to the rule of law in general but also to social rights and social equality.
- The Strategy Document will promote the continuation of prevention efforts by ministries, departments, and agencies. These preventive measures will focus on a combination of approaches aimed at improved organizational management practices coupled with e-governance, improved work environment, enforcement of a code of conduct, and external auditing. Integrity risk analysis at the organizational level is an integral part of prevention measures.
- Investigation and sanctions conducted by ZAECA would be strengthened. Emphasis will be given to ZAECA's capacity in handling different areas of organized crime. ZAECA will rely on public reporting and MDA reporting of corruption in their sectors, as well as its own data collection to pursue corruption cases. The strategy emphasizes the strengthening of institutional relationships between the Anti-Corruption Authority and other agencies responsible for detection, investigation, and prosecution as well as effective and efficient work procedures.
- The Strategy Document emphasizes inter-agency coordination among MDAs as well as between ZAECA and MDAs in the implementation of educational programs, preventive measures, and detection, in addition to the tracking of integrity-building progress and anti-corruption. Within the framework of the strategy, ZAECA will support line agencies in prevention work through monitoring prevention effectiveness and the use of monitoring results for combatting work.
- Transparency is a crosscutting practice in education, prevention, and sanction. The emphasis on transparency is based on the important assumption that increased transparency creates fewer incentives for corrupt behavior. The promotion of transparency, however, will require some complementary preconditions, such as information accessibility and the existence of watchdogs to monitor and enforce implementation.
- Capacity strengthening for ZAECA and participating MDAs in the areas of education, prevention, and investigation is considered a core element for successful implementation.
- The strategy emphasizes a results-based approach. Anti-corruption and integrity-building work have to bring about concrete results in reducing the pervasiveness of

nepotism and favoritism, influence peddling, abuse of power, and informal transactions at service delivery points.

## **Goal and Outcomes**

The goal of *Zanzibar Integrated Strategy for Anti-Corruption and Economic Crimes* is to eliminate grand and petty forms of corruption through coordinated integrity-building and enforcement work. Seven outcomes are designed to contribute to the goal:

- Outcome 1: Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices improved.
- Outcome 2: Leadership and organizational integrity in public service is strengthened.
- Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state or public asset management.
- Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.
- Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.
- Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.
- Outcome 7: Capacity of MDAs in anti-corruption is strengthened to support planning, implementation, and monitoring.
- Outcome 8: Public awareness on effects of economic crimes improved.

## **Implementation**

*Zanzibar Integrated Strategy for Anti-Corruption and Economic Crimes* shall be implemented jointly by the Ministry responsible for anti-corruption, ZAECA, national public agencies, local government bodies, civil society organizations, and individuals. The strategy advocates the full participation of government agencies, civil society organizations, businesses, and citizens. Nonetheless, a roll-out stage may be used through a series of pilot programs, either by sector or outcome. The strategy advocates linkages in anti-corruption strategy implementation between the Union's Anti-Corruption Strategy and the Zanzibar Anti-Corruption Strategy.

The Revolutionary Government of Zanzibar will also embrace the tripartite arrangement in anti-corruption efforts. This could be established through direct involvement of and through consultative mechanisms involving the government, CSOs, NGOs and the private and business sector. The implementation structure is suggested to include two key committees, that is the Zanzibar Anti-Corruption Strategy Coordination Committee

(ZACSCC) which the overall and central implementation coordination committee. Secondly, the strategy document advocates inter-agency coordination in implementing the strategy through the Anti-Corruption Strategy Inter-Agency Coordination Committee (ACSICC) which will be responsible for coordinating planning, implementation, monitoring, and evaluation of anti-corruption strategies and implementation agencies, grouped by outcome or output. There may be other lower level implementation agencies (where found necessary) which will be responsible to the ZACSCC when developing, implementing, and monitoring plans.

The strategy document is also suggesting application of the result-based management approach during the implementation process. The implementation activities and progress towards outcomes and goals will be periodically assessed, reported, and disseminated. Monitoring and reporting will follow the regulations of the Revolutionary Government of Zanzibar but reporting agencies will adopt the results-based approach to organize their reports. Monitoring reports will be conducted quarterly, biannually, or annually. Outcome-focused evaluations, a mid-term and a final evaluation will be conducted.

The budget for outcomes and outputs shall be planned for three-year duration. The budget will be planned by outcome and output as well as by participating agency. Disbursement shall guarantee the continuity of important and urgent outputs and activities. Expenditures for the implementation of the strategy will be audited and publicized.

## PART I

### OVERVIEW OF ZANZIBAR'S GOVERNANCE CONTEXT AND ANTI-CORRUPTION INITIATIVES

#### 1.1 Zanzibar's Political and Administrative Autonomy

Zanzibar is an autonomous country within the United Republic of Tanzania with a population of 1,303,569 people. The United Republic of Tanzania formed in 1964 from the union of two independent countries: Zanzibar, which underwent a revolution in 1964, and Tanganyika, which attained independence in 1961. Since then, the United Republic of Tanzania government has had exclusive jurisdiction on the mainland and jurisdiction for dealing with certain specified union matters for both the mainland and Zanzibar. In as far as the Zanzibar government is concerned, it has jurisdiction over matters which are non-union and that pertain solely to Zanzibar.

The Constitution of Zanzibar of 1984 provides for checks-and-balances of power between the three branches of government (executive, legislative and judiciary). The basic rights of Zanzibaris are stipulated in the Zanzibar Constitution of 1984. Some of the basic rights are rule of law, since 1992 when multiparty politics was re-introduced; Zanzibar has been holding general and local government elections every five years. The first multiparty general election was held in 1995.

The tenth constitutional amendment of 2010, of the Zanzibar Constitution 1984 introduced the government of National Unity between the party that emerges the winner and the second runner up. The amendment also introduced two new positions: the First Vice President and the Second Vice President. The President and Second Vice President comes from the party that wins the election while the First Vice President is appointed by the President in consultation with the party that gained the second largest number of votes.

Zanzibar is divided into five administrative regions: Urban West Region, South Region and North Region on Unguja Island, and North and South Regions on Pemba Island, with eleven districts and fifty four constituencies. Each region is subdivided into two districts, except Urban West Region which is sub-divided into three districts making seven districts on Unguja and four on Pemba. The districts are subdivided into a total of fifty four constituencies. The lowest government administrative unit is the *shehia*, administered by a *Sheha*, who is appointed according to Zanzibar laws.

The above political and administrative arrangements of separation of power, checks-and-balances, decentralized local administrations and regular multiparty elections have provided the basis through which a good governance and anti-corruption agenda has been pursued. There is no way one could stage the good governance and anti-corruption agenda if the political and administrative system was closed and centralized. In other words, the existing political and administrative arrangement is an asset for staging anti-corruption and good governance agenda. This therefore forms a facilitative background for an anti-corruption strategy and its implementation as suggested in this document.

## **1.2 Zanzibar's Socio-Economic Development and Anti-Corruption Initiatives**

The population census carried out in 2012 indicated that the population of Zanzibar is 1,303,569 people. Zanzibar's economy is based on agriculture and tourism. Employment and livelihoods are associated with climate sensitive activities. The clove trade had for a long time been the economic backbone and in recent years' coastal residents have engaged in seaweed production, a substantial source of foreign currency after tourism and cloves.

In terms of economic development, Zanzibar has articulated a long-term development policy called Vision 2020, a national program to eradicate poverty and attain sustainable development by the year 2020. The medium-term initiative for Vision 2020 implementation is the Zanzibar Strategy for Growth and Reduction of poverty, popularly known as MKUZA, which is currently in its second phase. MKUZA II is being implemented via three interrelated clusters: Growth and the Reduction of Income Poverty, Social Services and Well-being, and Good Governance and National Unity. MKUZA its self has recognized the fight against corruption as stipulated in cluster three.

MKUZA is largely linked to the Sustainable Development Goals, which seek to reduce poverty, enhance social services such as education and health, and promote gender equality. Some strides have been made in these areas but what particularly relates to MKUZA is the area of opportunity creation. The liberalization of the economy since 1980 has created opportunities for Zanzibaris to engage in self-help schemes and private ventures and business.

Corruption as one of the critical governance issues both in socio-economic and political spheres has negative impact on the development of any society. Specifically, it tends to reduce the economic growth and discourages foreign direct investments, decreases and diverts government revenues and causes the misallocation of resources.

In spite of increased opportunity, not all Zanzibaris can afford to compete with what the market offers. The government however, still remains challenged on not only availing the

public of these opportunities but also ensuring that access to such opportunities as education, health, reduced poverty, etc. are as far-reaching as possible. Given the fact that Zanzibar's population is relatively small, the fight against corruption and economic crimes partly through the anti-corruption strategy and action plan suggested in this document is likely to be fruitful. Success will also be due to the backing from the socio-economic development initiatives such as Vision 2020, MKUZA, and the Millennium Development Goals.

### **1.3 State of Corruption in Zanzibar**

This definition covers the abuse of power in both government and non-governmental sectors. Corruption manifests in a broad range of practices and behaviors: state capture by elites or ethnic cabals, ethical malpractice in administration, bid-rigging, bribery, currying of favor for gain or personal benefit, asset stripping, grand corruption, nepotism, tribalism, gender discrimination, bribery, embezzlement and sexual harassment are just a few of many common examples.

#### **1.3.1 Forms of Corruption**

In Zanzibar, there have emerged practices that fall under the scope of "corruption" as internationally defined. Focusing on corruption in the public office, the report entitled *Baseline Assessment of Anti-Corruption Activities in Zanzibar* (2012) commissioned by the Ministry of State for Public Service and Good Governance at the Office of the President, groups corruption in Zanzibar into three categories: corrupt practices driven by personal and communal affiliation, corrupt practices arising from influence-peddling and abuse of office by those in power, and malpractice at points of service delivery driven by a need for public servants and service providers (see Figure 1). Although these three categories of corruption describe corruption in public office, it is noticeable that actors from the private sector as well as the general public are also involved.

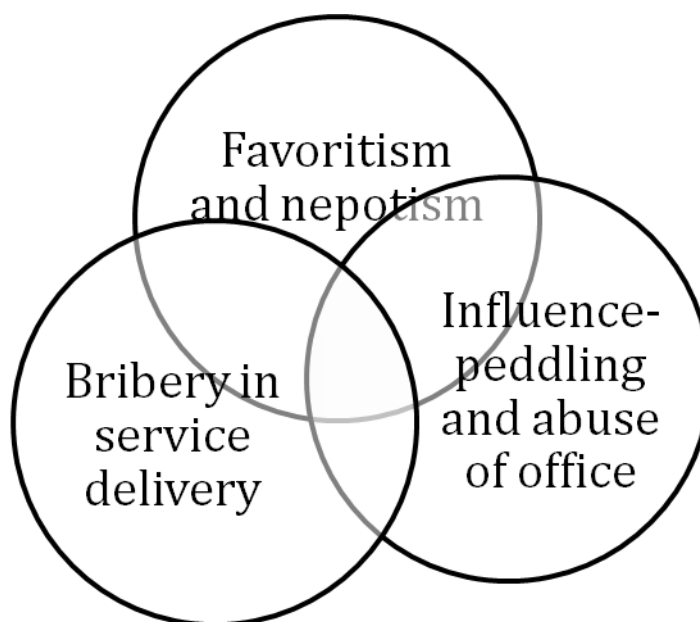


Figure 1. Categories of Corruption in Zanzibar

The first category, corruption driven by personal and communal affiliation, is largely fostered by Zanzibar's unique geography and culture. Being an island with a small population has made Zanzibaris closely familiar with each other. This familiarity fosters the development of favoritism, nepotism, and social tolerance to corruption.

The second form of corruption, that arising from influence-peddling and abuse of office, The main manifestations of corruption identified under this title are: political interference in decision-making across sectors, malpractice in procurement of goods and services, witness intimidation, deliberate mishandling of evidence in favor of particular individuals, abuse of discretion, seeking sexual favors, and politically-influenced journalism in which politicians pay journalists to write supportive stories.

The third form of corruption is bribery in service delivery. It takes place when citizens come into contact with government officials for administrative or public services. This form of corruption is often found in the area of land titles, certificates and other essential documents (e.g. birth certificates, passports, identity cards), connection to infrastructure services (e.g. electricity), and trade and business licensing.

In practice, these forms of corruption are mutually supportive. Favoritism and nepotism reinforce the abuse of power and influence peddling. Both abuses

usually involve, and are supported by, abuses in service delivery. The persistence of one category of corruption supports the growth of the other categories.

### **1.3.2 Locations of Corruption**

Nepotism, favoritism, abuse of power, peddling of influence, and bribery in service delivery may all take place in political and bureaucratic processes. Nonetheless, the likelihood that they may take place as well as the severity of their effects may vary from one agency to another.

Political corruption takes place when public figures enter public office, during the making of policy decisions, or in the allocation of state resources. Common forms of political corruption include: vote-buying, election-rigging, non-transparent or illegal political campaign financing, abuse of public property, or simply biased decision-making for personal interest.

Bureaucratic corruption takes place in public administration. This appears to be two locations where corruption takes place. The first is in state management and the second is the service delivery process. State management includes administration of access to justice, public finance, and human resource management. Closely linked to corruption in state management are spill-over practices falling under the title of “economic crimes” or “organized crimes,” which refer to practices such as smuggling (for example: illegal trade in clove, illegal fishing, human trafficking, and illegal drug trafficking), tax evasion, and money laundering. Weaknesses of financial management and law enforcement coupled with abuses of power by public officials are fundamental in fostering the rise of economic crimes. The second location where corruption most often takes place is in the service delivery process whereby officials deliver various types of services to citizens. Corruption in service delivery includes informal fees and other forms of malpractice that emerge in economic development, public and social services, and administrative service delivery.

On the basis of stakeholder interviews and review of relevant documents, there are areas that are earmarked and described as corruption-prone. These are sectors and areas that deserve priority attention and are listed in Table 1 irrespective of vulnerability or severity of risk. The list is not exhaustive. The anti-corruption efforts should therefore not exclude areas which are not included in the list.

Table 1: Corruption-Prone Areas and Sectors in Zanzibar

Sector	Specific Area
1. Administration of access to justice and rule of law	<ul style="list-style-type: none"> <li>• The court and its administration of justice.</li> <li>• Law enforcement.</li> <li>• Criminal investigation.</li> </ul>
2. Administration of state public finance and property	<ul style="list-style-type: none"> <li>• Limited revenue collection in tourism and land leasing.</li> <li>• Limited culture of issuing and demanding receipts involving official government payments or financial transactions.</li> <li>• Limited government expenditure management.</li> <li>• Corruption loopholes in the procurement law and procedures and limited capacity of MDAs to implement the procurement law and procedures.</li> </ul>
3. Human resources management	<ul style="list-style-type: none"> <li>• Some pockets of nepotism and favoritism in recruitment and promotion of civil servants as opposed to merit or performance management.</li> </ul>
4. Administrative service delivery	<ul style="list-style-type: none"> <li>• Administrative procedures (for birth registration, legal service, and Zanzibar ID).</li> </ul>
5. Economic development	<ul style="list-style-type: none"> <li>• Business-related procedures and processes (including procedures for land titles, construction permit issuing, bank loans, and migration for employment).</li> </ul>
6. Public and Social Services	<ul style="list-style-type: none"> <li>• Informal payments in education, health care, traffic management, entry point management (airports and harbors), employment, environmental protection enforcement, and application for water and electricity.</li> <li>• Services provided at the grassroots level.</li> </ul>

### 1.3.3 Actors in Corruption and Economic Crimes

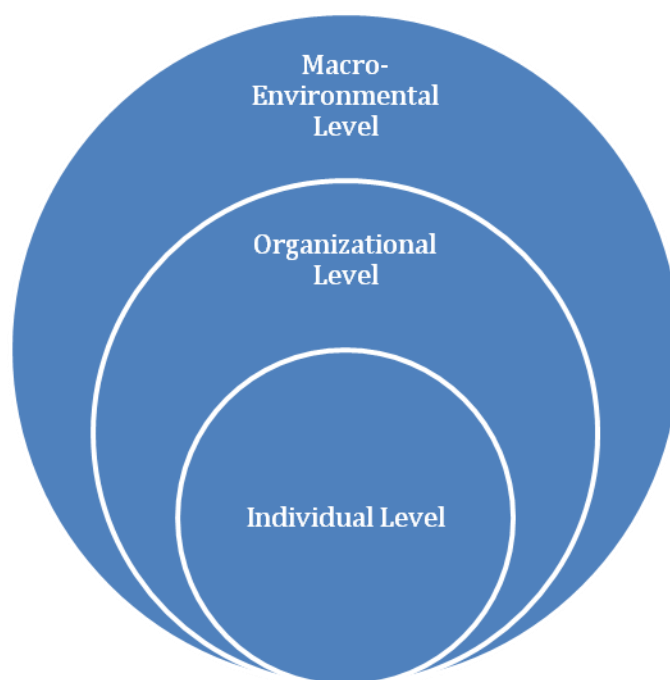
As corruption is defined as the misuse of entrusted power, office or authority for private benefit, corruption practices involve actors in both the public and private sectors and non-state actors. Although these three categories of corruption describe corruption in public office, it is noticeable that actors involved are those from the public sector, the private sector as well as the general public.

### 1.3.4 Causes of Corruption

Corruption in Zanzibar is driven by multiple factors that operate on three levels: the macro-environmental, organizational, and personnel levels (see Figure 2).

At the macro level, there exist gaps in the political, economic, social, technological and legal systems, which provide a fertile ground for corrupt practices. They include the following:

- Within leadership there is limited consistent commitment to fight corruption.
- Economically, there is scarcity in the services delivered to citizens. A mismatch between supply of service and increasing demand potentially fosters competition for services and a rise of informally collected fees.



2 Three Levels of Factors Fostering Corrupt Behavior

Figure

- Presence of loopholes which limit the practice of rule of law.
- The legal frameworks that serve as hygiene factors for prevention of corruption have remained limited. These include frameworks on information access and witness and victim protection. Some secretiveness and over-classification of official information prevents the Press and civil society from exposing official wrongdoing. Public knowledge about the legal obligations of public officials and their own rights is limited. Citizens do not know that they can demand a particular quality of service, how long the service they are demanding will take, what to do and who to report to if the public official they are dealing with demands a bribe or sexual favor, and whether

it is legitimate or legal to pay for services they are demanding. Finally, ineffective complaint mechanisms further open opportunities for public inaction.

- Mandate overlaps and duplication of efforts often leads to situations where serious economic crimes and corruption cases fall through the cracks.
- Zanzibar's social and cultural structure is not conducive to anti-corruption. From a social perspective, Zanzibar is a closed society. Social cohesion and communal closing of the ranks, described in Swahili as *muhali*, is essentially the social bond and communal glue that makes people shy away from taking action against their friends and relatives. Conversely, this creates pressure to hire or favour relatives and close friends.
- Limited patriotism constrains corruption prevention efforts.
- Limited use of information technology and persistent face-to-face contact provides opportunities for abuses of power.
- At the organizational level, current organizational management arrangements potentially foster a rise in corrupt practices. Specifically:  
 Legal frameworks for sectors have loopholes. The loopholes include; in a society Act of 1995, the Minister has discretionary powers to declare any civil society unlawful if he considers it to be essential in the public interest. For Zanzibar Investment Promotion and Protection Act of 2004, the law allows tax incentives for the purpose of promoting investment, ZIPA may determine and negotiate specific incentives package in addition to incentive provided under the First Schedule of the law. Under the Registration of News Agents, Newspapers and Books Act of 1988, Section 8 of this law prohibits printing or publishing a newspaper in Zanzibar without prior authorization of the Registrar of Newspapers. Section 30(1) of the law empowers the Minister to suspend publication of a newspaper if he is of the opinion that it is in the public interests or in the interest of peace and good order to do so. The public interest is not defined in this law.
- Overly complex government procedures cause delays that in turn lead to a temptation to resort to informal fees to obtain services. This situation is commonly found across all organizations that have mandates to deliver administrative, business, and human development services.
- Limited staff capacities undermine organizational performance.
- Human resource management systems do not reward merit. Close familiar and cultural ties erode the creation of a strong personnel and institutional accountability culture.
- There is a laxity in implementation of financial controls, especially in the management of cash.
- The internal auditing process is weak; there is a lack of feedback and action against misuse of public funds or any form of malpractice identified during internal auditing.
- There are weaknesses in oversight institutions.

At the individual level, there are various conditions that foster corruption, the most important of which include:

- Low salaries and the absence of government provision for the basic needs of their staff as well as pay inequalities that lead to a sense of grievance or even a sense of entitlement to take bribes to supplement income.
- Codes of conduct and internal whistleblowing are not, or are only weakly enforced.
- There are no structures of individual accountability.

Overall, the three levels reinforce one another to provide a fertile ground for the rise of various forms of corruption. Social tolerance, scarcity of public goods, limitations related to political will especially in prevention and combating, weakness in some corruption-related laws (as will be noted later) as well as limitations in the administration of justice (see the *Zanzibar Legal Sector Reform Strategy*, published in May 2014) foster the rise of corruption and abuse of power. Unclear organizational processes and the limitation or absence of accountability systems such as sanction mechanisms or internal and external controls, precipitate corrupt practices. At the individual level, corrupt practices often emerge in the context of a weak regulatory framework, unequal opportunities and individual motivations.

## **1.4 Zanzibar's Anti-Corruption Efforts**

Zanzibar's efforts to fight corruption are not new. For some time now the Revolutionary Government of Zanzibar has developed a series of policies and legal frameworks aimed at improving the organizational practices of government agencies and reducing corruption risks. Policy documents include: *Zanzibar Vision 2020*, *Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA II)* and the *Zanzibar Investment Policy*. Legal documents focus on criminal fraud, money laundering, public procurement, public financial control and auditing, the smuggling of goods, narcotics trafficking, and the recruitment and deployment of public service employees. These policy and legal documents initiated governance elements that serve to curb corruption. In 2012, *Zanzibar Anti-Corruption and Economic Crimes Act No. 1* was passed. It reflects the commitment of the leadership to strengthen and coordinate anti-corruption efforts. This section reviews prevention, education, and combating measures that have been adopted as well as their challenges in order to serve as a basis for the formulation of strategic directions and components.

### **1.4.1 Prevention-Related Measures**

The government has initiated institutional development measures that, to some extent, address corruption threats. These measures address public financial management, public employment, legal sector development, and various types of service delivery. There have

also been measures designed to address challenges falling under the category of economic crimes such as smuggling and narcotics.

### ***Summary of Existing Governance Measures on Anti-Corruption and Economic Crimes***

Public Finance Management. A number of legislations directly or indirectly contribute to corruption prevention and public finance management. The core legislation is the Public Finance Management Act No. 12 of 2016. Tax Administration and Procedures Act No. 7 of 2009 has strengthened the Zanzibar Revenue Board Act No. 7 of 1996. The Tax Administration and Procedures, for example, provides conditions for business registration and deregistration, procedures on tax returns and assessment of tax, and record keeping requirements for government inspection. Zanzibar Tax Appeal Act No. 1 of 2006 provides opportunities for appeal to the tax administration process. With regard to Public Finance expenditure, Public Procurement and Disposal of Public Assets Act No. 11 of 2016 emphasize competitive government tendering.

Public Service. The Public Service Act No. 2 of 2011 could be regarded as the core legislation that governs public service integrity. The basic public service principles and values stipulated in the Act have a value-for-money orientation. The Public Service Act No. 2 of 2011 also emphasizes the need to embrace meritocracy in the employment and management of human resources in general. It castigates employment on the basis of patronage, favoritism and political influence. Furthermore, Section 8 (1) of the Public Service Act calls upon each profession or trade within the Zanzibar public service to adopt or develop and observe a professional code of conduct which shall form part of the Zanzibar public service code of conduct. Currently, the government is in the process of reviewing a public service scheme, internal auditing, decentralization and public administration.

Legal Sector Reform. Zanzibar's legal sector reforms are undertaken through the recently published (May 2014) Zanzibar *Legal Sector Reform Strategy*. The strategy will not only reduce legal sector problems but also minimize corruption loopholes in the administration of justice and rule of law. The challenges noted in the strategy are: inadequate institutional and operational capacity; low public awareness of the basic justice process and rights; poor infrastructure; delays in delivery of justice and poor working procedures; slow sector response to new social, economic and technological realities; inadequate legal support; absent framework for managing and coordinating legal training and education; and underfunded courts leading to delays of justice.

Narcotic Drugs and Substances. The Drugs and Prevention of Illicitly Trafficked Drugs Act No. 9 of 2009 isolates categories of drugs as “illegal,” which serves as one of its prevention measures. The Act also stipulates offences and penalties that are under its jurisdiction.

Anti Money-Laundering. The Anti-Money Laundering and Proceeds of Crime Act No. 10 of 2009 enumerates twenty-six “specified offences” (also known as “serious offences.”) Corruption and bribery are listed. Others on the list are fraud, theft, forgery, and misappropriation of funds. Additionally, the Act provides for prohibitive measures related to money-laundering as well as anti-money laundering supervision, confiscation, and pecuniary orders.

Anti-Smuggling. Kikosi Maalum cha Kuzuia Magendo Act No. 1 of 2003 (abbreviated as KMKM Act No. 1 of 2003) establishes a special force whose duty includes the protection and defense of marine natural resources, anti-smuggling activities, and the combatting of crimes committed while at sea including illicit drug trafficking and piracy. The Act isolates specific offences and penalties that a KMKM officer or sailor could commit in respect of service offences.

### ***Some Key Actions***

Interviews and documentary review and analysis in the course of designing this strategy established a number of corruption prevention measures that have been put in place in Zanzibar. Mostly, the mechanisms used include enforcement of the code of conduct, internal and external auditing, and complaints mechanisms. Highlights are:

- On financial measures, administrative changes have been undertaken which include the Centralized Payment System (CPS) and a more advanced system known as the Integrated Financial Management System (IFMS). These systems are designed to fight corruption. An internal auditing section has been established in MDAs, and there are internal control mechanisms and ethical procedures specifically for dealing with revenue and expenditures. Another preventive mechanism related to public finance management is the rotation of accountants and other officers working on financial issues. There is additionally an independent external audit under the Office of the Controller and Auditor General (CAG) Zanzibar.
- In the area of public procurement, the Attorney General’s Office certifies high-level public tenders involving contractors. Potential tenderers can be blacklisted under the procurement law for circumstances such as gross underperformance or corruption.
- In the area of public sector employment, the Public Service Commission has put in place guidelines requiring public servants to uphold a high degree of ethics and integrity in their day-to-day activities. Additionally, the Public Service Act No. 2 of

2011 demands MDAs to have a five-year strategic human resource plan with multiple actors in the recruitment and employment process to reduce chances of corruption. As part of prevention of favoritism, when there are public sector employment opportunities they are publicized and special treatment is given to people with disabilities and women as required by the Public Service Act. Recruitment and selection sessions are observed by board members of the Public Service Commissions to enhance checks-and-balances in the employment process. The Public Service Act and regulations allow an applicant unsatisfied with the recruitment and selection process to appeal to Public Service Commission. The existing legal framework, nonetheless, does not grant the Public Service Commission with a mandate to address employment and ethical issues in the public-private partnership context (i.e. outsourced services and goods) that the private sector provides on behalf of the government.

- In the area of the rule of law related to cross-border activities, the KMKM detected smuggling activities, the most common of which were illegal clove trading, fishing, human trafficking, and drugs. The KMKM developed an internal mechanism to prevent their officials from bribe taking. Nonetheless, the KMKM's responsibilities are limited to detection.
- To address challenges in immigration work, the Department of Immigration requires its staff to observe a general ethical code of conduct. It has also set up an internal ethics committee to deter staff from engaging in corruption.
- The Zanzibar ID registration process has included check-and-balance mechanisms to deter staff from corrupt transactions during the registration process. One such deterrence mechanism is when information regarding Zan ID status comes from lower levels, such as a *shehia*, it is subject to rigorous scrutiny by higher levels.

The cases presented indicate a certain degree of preventative effort centering around the restructuring of management, the enforcement of the code of conduct, internal and external auditing, and various forms of internal controls.

#### **1.4.2 Good Governance and Anti-Corruption**

The Constitution of Zanzibar of 1984 (amended) provides the framework of governance within which political governance and associated principles of transparency and accountability are given prominence. To give weight to these principles, Article 10 of the Constitution spells out the political objectives of the country, including total eradication of corruption and abuse of power.

In 2011, the government issued the Good Governance Policy document, which defines six principles of good governance. The principles are:

- Accountability and transparency.
- Rule of law and human rights.
- Combating corruption.
- Efficiency and effectiveness.
- Participation.
- Responsive to the people's needs.

Anti-corruption is considered an element of good governance and occurrence of corruption indicates violation of good governance. Its occurrence jeopardizes accountability, transparency, rule of law, efficiency and effectiveness thus diminishes socio-economic development within society. In its effort of ensuring the good governance principles full implemented, the government has established oversight institutions such as Controller and Auditor General, Director of Public Prosecution Office, Public Service Commission and ZAECA.

In addition to clarifying offences, Act No. 1, 2012 focuses on the set-up of the Zanzibar Anti-Corruption and Economic Crimes Authority (ZAECA) and its mandate. The Act has vested power in the authority to investigate, prevent and extend public awareness in regard to issues of corruption in Zanzibar. The authority shall report to Director Public Prosecution on the result of investigation. The report shall include but limited to Director General's recommendation. The Authority shall prepare quarterly report setting out the numbers of the report made to DPP. The reports shall include statistical information, where the authority considered as appropriate. The authority shall give a copy of report to Minister responsible for anti-corruption. The Director General shall prepare an annual report with respect to corruption and economic crimes in accordance with prosecution report from the DPP.

While Act No. 1, 2012 is a comprehensive and foundational document that governs the operation of ZAECA, there remain some legal and policy gaps related to prevention. Important frameworks are those related to whistleblowing by ordinary citizens, asset declaration, conflicts of interest, and access to information. Zanzibar has already prepared a code of conduct and approved by HoR in 2015. It was also noticeable that the procurement element of Objective 7 had not been systematically implemented.

Good governance policy introduces Good Governance Working Group and the Corporation for Social Responsibility Group. The working groups work with ministries to produce reports on good governance. Although neither group deals with anti-corruption *per se*, their work on good governance has some bearing on anti-corruption.

### ***Mandate of the Zanzibar Anti-Corruption and Economic Crimes Authority (ZAECA)***

While ZAECA's mandate is on prevention, education, and investigation, so far its activities have focused on public awareness raising, investigation, and capacity building. ZAECA has extended public education on the impact and fight against corruption and economic crimes through twelve educational programs that have been aired via radio.

In the area of investigation, ZAECA worked on cases and passed the case files to the Department of Public Prosecutions to review and prosecute. The process of prosecution follows the framework provided in the Criminal Procedures Act (Act No. 7), 2004.

ZAECA has also endeavored to undertake capacity building for its staff. In this context, ZAECA has organized basic and preliminary training on anti-corruption investigation for its staff members aimed at improving their work performance. A shorter course for ten staff on combating and controlling money laundering has also been organized.

#### **1.4.3 Challenges to Anti-Corruption Work in Zanzibar**

Overall, despite a combination of efforts to prevent, educate, and combat, there remain challenges in the implementation of anti-corruption activities within the context of the Good Governance Policy. Figure 3 summarizes dimension of challenges.

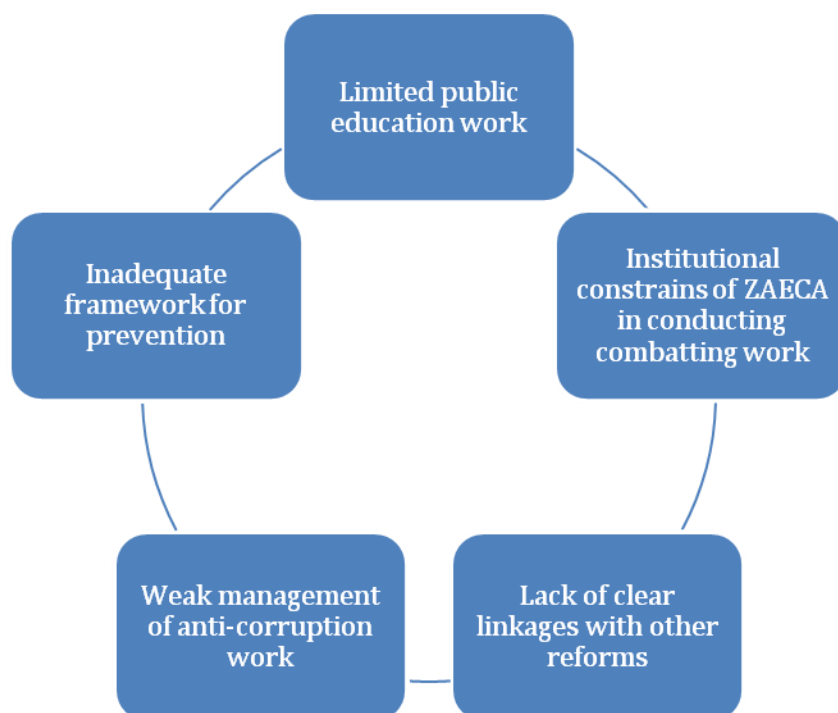


Figure 3. Challenges to Anti-Corruption Work

The challenges include the following:

#### ***Limited Public Education Work***

- Citizen awareness of the need for anti-corruption has remained limited. Public awareness-raising sessions conducted by ZAECA had varying attendance. Despite encouragement, some citizens have not reported on the instances of corruption they have encountered.
- Current attitude is lax toward petty, everyday corruption. As a matter of fact, though involving small amounts of money, it has a detrimental impact. The accumulated amount is large. Its pervasiveness also erodes the rule of law and trust in the government.
- Education efforts have merely targeted the general public. There is need for leadership and public sector management-specific educational interventions. Additionally, the private sector, professional organizations, non-governmental organizations, and the youth should also be involved.
- Public education by ZAECA seems to be inclined to the rural areas. Both rural and urban areas need to be given attention.

#### ***Inadequate Framework for Prevention***

- Legal frameworks contain loopholes, creating opportunities for malpractice.
- Key legal frameworks that support prevention measures, especially those related to codes of conduct, asset declaration, and internal controls are still works in progress.
- Prevention measures have not reached the grassroots level where services are provided by *shehas* who act as gatekeepers for virtually all the services that Zanzibaris need.
- No systematic research or intervention has been undertaken to prevent corruption in the private sector.
- Prevention measures have not systematically included the use of incentives and the method of balancing incentives with sanctions.
- The implementation of prevention measures remains uncoordinated in their reinforcement of one another.

#### ***Institutional Constraints of ZAECA in Conducting Combatting Work***

- As a newly-established institution, the capacities of ZAECA are limited. Constraints include: a small number of staff, inexperience and low skills, poor work infrastructure including the application of information technology in fulfilling its mandate, and few financial resources.

- Detection, investigation, and conviction work is confronted with certain institutional constraint and authority to handle cases is scattered in various institutions and requires effective coordination to have an impact.
- There is not yet a systematic approach towards combatting organized crime and corruption in elections assigned to ZAECA.

### ***Management of Anti-Corruption Work***

- Although the report *Baseline Assessment of Anti-Corruption Activities in Zanzibar* (2012) describes the state of corruption in Zanzibar, there remains a lack of sector-based studies.
- The private sector and non-governmental organizations/professional organizations have not yet been involved in the design, planning, implementation, and monitoring of anti-corruption.
- There is no coordination framework for agencies involved in anti-corruption work to reinforce planning, monitoring or information sharing.
- Tracking success, reporting, and disseminating information on anti-corruption is not systematic.
- There is also a lack of an explicit and formalized forum devoted to the discussion of corruption.

### ***Linkages with Other Reform Measures***

Measures that are aimed to prevent, educate, or detect corruption will by themselves not be enough to curb corruption. Governance measures that are designed to address macro-structural problems, organizational management practices, and individual motivation will help reinforce anti-corruption work.

Overall, the existing mechanisms have not effectively addressed the various forms of corruption in Zanzibar. There is a need to design prevention, education, and combatting measures that will contribute to the reduction of favoritism and nepotism, curb the phenomenon of influence peddling and abuse of power, and minimize informal transactions at the point of service delivery. Involvement of stakeholders from the government sector, the business community, and civil society is crucial.

## **PART II**

### **RATIONALE AND STRATEGIC FRAMEWORK**

#### **2.1 Rationale for an Anti-Corruption Strategy**

There is a three-fold rationale for a Zanzibar anti-corruption strategy. First, the Revolutionary Government of Zanzibar sees the need for an anti-corruption strategy that will cement and strengthen the anti-corruption initiatives which the government has been pursuing. This commitment and desire was expressed in the Good Governance Policy noted earlier. The enactment of the Anti-Corruption and Economic Crimes Act in 2012 followed by the setting up of the Zanzibar Anti-Corruption and Economic Crimes Authority (ZAECA) in 2012 is a clear gesture of the government's commitment towards fighting the scourge of corruption in Zanzibar. The Anti-Corruption and Economic Crimes Act gives ZAECA the mandate for corruption prevention, education, and investigation. Second, prior to the founding of ZAECA, prevention and education efforts had been largely piecemeal and lacked a comprehensive, well-coordinated strategy. Anti-corruption issues had also been treated as 'normal' crimes under the penal code. It is generally believed that a coherent and well-coordinated anti-corruption strategy would support the good governance process in Zanzibar. Third is a lacuna in the United Republic of Tanzania's anti-corruption strategy; namely, it does not extend to Zanzibar.

#### **2.2 Duration of the Strategy**

The strategy is for the period from 2017 to 2022. It functions to launch and consolidate integrity building and anti-corruption within the framework of Act No. 1. It is designed to align with Zanzibar's different socio-economic development plans and Vision 2020.

#### **2.3 Scope of the Strategy**

The strategy supports anti-corruption efforts as defined in Part V of the Zanzibar Anti-Corruption and Economic Crimes Act of 2012. It is expected that the components of the strategy will contribute to the reduction of corruption and economic crime. Within the 2017-2022 timeframe, the strategy may have an impact in addressing some offences more than the others.

## 2.4 Vision

Zanzibar to be a corruption-free and zero-tolerant to corruption state and society.

## 2.5 Mission

To prevent and combat corruption through upholding and enforcing the principles of Good Governance.

## 2.6 Principles

The strategy is aligned with the Good Governance Policy. Key good governance principles such as accountability and transparency, rule of law and human rights, efficiency and effectiveness, participation, and responsive to the people's needs are integrated into the strategy. To address cultural tolerance of corruption, the strategy highlights the need for integrity policy and practice. The strategy takes into consideration past prevention attempts that have been launched and the need for a synergy between education, prevention, investigation and conviction. The strategy advocates collective efforts, involving stakeholders from; the public sector, businesses, non-government organizations, and citizens in general. Emphasis is given to the grass-roots level where services are provided by *Shehas*. The strategy concretizes the principle of effectiveness and efficiency listed in the Good Governance Document by emphasizing results-based management in the strategy. Alignment with Tanzania will facilitate and expedite certain efforts of the strategy.

## 2.7 Strategic Directions

The strategic directions are:

- Public education is the cornerstone of anti-corruption efforts. To address the high tolerance of corruption in Zanzibar's closed society, the Strategy Document emphasizes integrity building, that is, to instill integrity values at individual and organizational levels. The emphasis on integrity building will be linked with an emphasis on the potential negative impacts of corruption not only to the rule of law in general but also to social rights and social equality.
- The Strategy Document will promote the continuation of prevention efforts by ministries, departments, and agencies. These preventive measures will focus on a combination of approaches aimed at improved organizational management practices coupled with e-governance, improved work environment, enforcement of a code of conduct, and external auditing. Integrity risk analysis at the organizational level is an integral part of prevention measures.

Fundamentally, measures promoting incentives for integrity and sanctions on wrong doing will be used.

- Investigation and sanctions of corruption cases conducted by ZAECA would be strengthened. Emphasis will also be given to ZAECA's capacity in handling different areas of organized crime and corruption in election. ZAECA will rely on public reporting and MDA reporting of corruption in their sectors, as well as its own data collection to pursue corruption cases. The strategy emphasizes the strengthening of institutional relationships between the Anti-Corruption Authority and other agencies responsible for detection, investigation, and prosecution as well as effective and efficient work procedures.
- The Strategy Document emphasizes inter-agency coordination among MDAs as well as between ZAECA and MDAs in the implementation of educational programs, preventive measures, and detection, in addition to the tracking of integrity-building progress and anti-corruption. Within the framework of the strategy, ZAECA will support line agencies in prevention work through monitoring prevention effectiveness and the use of monitoring results for combatting work.
- Transparency is a crosscutting practice in education, prevention, and sanction. The emphasis on transparency is based on the important assumption that increased transparency creates fewer incentives for corrupt behavior.
- Capacity strengthening for ZAECA and participating MDAs in the areas of education, prevention, and investigation is considered a core element for successful implementation.
- The strategy emphasizes a results-based approach. Anti-corruption and integrity-building work have to bring about concrete results in reducing the pervasiveness of nepotism and favoritism, influence peddling, abuse of power, and informal transactions at service delivery points.

## **2.8 Governance Reform, Integrity Building, and Anti-Corruption**

The strategy acknowledges a link between governance reform, integrity building, and anti-corruption while considering them as separate processes. Governance reform measures focus on institutional arrangements, involving relationships among institutions and between the public and non-public sectors. While some governance reform measures may contribute to the reduction of corrupt practices, many others may inadvertently give rise to corruption. Integrity building and anti-corruption measures as presented in the strategy have different focuses. They deal with: (1) authority and accountability at the organizational level, (2) systems of internal and external control, and (3) consideration of the relationship between opportunities, constraints, and motivations.

The strategy is predicated on the assumption that anti-corruption and integrity building measures contribute to sustainable governance reform processes.

## **2.9 Zanzibar's Anti-Corruption Efforts within the International and Regional Context**

Zanzibar's anti-corruption efforts (including the anti-corruption strategy that is planned for the period of 2017-2022) are part of the implementation of the United Nations Convention against Corruption of 2003, the African Union Convention on Preventing and Combating of Corruption of 2003, the Southern Africa Development Community Protocol Against Corruption of 2001 and several other similar treaties of which Tanzania is a signatory.

It is expected that Zanzibar's anti-corruption efforts within the framework of this strategy will benefit from experience sharing within this international and regional context. Zanzibar will also contribute to regional anti-corruption and the combat of economic crimes to the extent possible.

## PART III

### GOAL, OUTCOMES, AND COMPONENTS OF THE STRATEGY

Part III outlines the components of the strategy. Based on the challenges in education, prevention, and combatting work, the strategy formulates a goal, outcomes, outputs, and suggested activities. The goal refers to the overall result that the strategy would like to achieve. Outcomes are specific results that contribute to progress toward the goal. Each outcome consists of a set of outputs or work packages that reinforce one another to support the reaching of the particular outcome. Activities are tasks to be performed under each work package or output.

In sum, implementation agencies perform activities which contribute to work packages (outputs). A set of outputs forms an outcome and all seven outcomes accomplishes the goal. Because the strategy follows a results-based approach, it has a built-in flexibility; implementation agencies may adjust activities so long as they contribute to the progress of outputs and restructure outputs so long as they contribute to the progress of outcomes.

#### 3.1 Goal

The goal of the strategy is to eliminate grand and petty forms of corruption through coordinated integrity-building and enforcement work.

#### 3.2 Expected Outcomes, Outputs, and Suggested Activities

The strategy is designed to achieve seven outcomes. The outcomes, outputs, and activities are listed in Table 3.

Table 3. Outcomes, Outputs, and Suggested Activities

##### **Outcome 1:**

**Public awareness of adverse effects of corruption and Economic Crimes and public participation in reporting corrupt practices improved.**

##### Output 1.1:

ZAECA's general public campaigns on impact of corruption and Economic Crimes, the government's integrity and anti-corruption measures strengthened.

##### Suggested Activities:

- (1) Plan campaign content appropriate to different groups of citizens in urban and rural areas; link anti-corruption and integrity building with patriotism, rights, and gender equality.
- (2) Design and institutionalize campaign methods appropriate to different groups of citizens in rural and urban areas

(posters, broadcast programs, documentaries, social networks, mobile phones, etc.).

(3) Liaise and cooperate with civil society organizations and faith-based organizations on to carry out the campaigns.

(4) Recruit individual citizens/community leaders to lead public awareness-raising campaigns at the local level.

(5) Reward citizens and communities active in public awareness-raising campaigns at the local level.

(5) Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6).

#### Output 1.2:

Campaigns on the integrity and anti-bribery standards in the business community launched.

#### Suggested Activities:

(1) Conduct a baseline study on corruption in the private sector or corruption risks involving private businesses.

(2) Identify channels to work with the business community.

(3) Develop joint planning and implementation methods.

(4) Develop campaign guidelines, contents and programs.

(5) Pilot the signing of an MOU on business integrity.

(6) Pilot the assessment of corruption risks in the business sector.

(7) Conduct training needs assessments, design programs, and deliver training, as needed.

(8) Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6).

(9) Reward active businesses in the anti-corruption war.

#### Output 1.3:

Civil society organization involvement established and expanded.

#### Suggested Activities:

(1) Identify potential CSOs that may contribute to anti-corruption and integrity-building work: NGOs involved in providing legal and social services; faith-based organizations; and professional associations that regulate professionals such as lawyers, auditors, radiologists, nurses, midwives and doctors. Political parties may also participate in the campaigns.

(2) Identify issues of education and prevention which CSOs may engage in, including but not limited to, public awareness-raising, standardization of the professional code of conduct, and election watch.

(3) Develop joint planning and implementation methods.

(4) Develop campaign guidelines, contents and programs.

- (5) Support CSOs which implement public campaigns, standardize the professional code of conduct, and organize election watch.
- (6) Reward active CSOs in the campaign.
- (7) Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6).

**Output 1.4:**

Anti-corruption and Economic Crimes and integrity training for civil servants designed and implemented.

**Suggested Activities:**

- (1) Assess civil servant awareness of the impact of corruption, the government's integrity and anti-corruption measures, and integrity standards.
- (2) Develop program guidelines and contents.
- (3) Design programs for civil servants in different administrative levels and sectors.
- (4) Deliver programs (including separate sessions for female civil servants).
- (5) Conduct post-training monitoring and evaluations.

**Output 1.5:**

Systems for citizen-reporting institutionalized.

**Suggested Activities:**

- (1) Institutionalize a hotline system.
- (2) Institutionalize whistleblowing and witness protection.
- (3) Design incentives for civil servants to report; enforce whistleblowing among civil servants.
- (4) Reward citizens who report.

**Output 1.6:**

Integrity education integrated into the formal and extra-curricular school system.

**Suggested Activities:**

- (1) Develop age-appropriate in-class and extra-curricular content on integrity and anti-corruption.
- (2) Involve government-sponsored Zanzibar's University and college students in integrity building and

Anti-corruption efforts at levels appropriate to their age.

- (3) Involve girls and women in anti-corruption and integrity building campaigns.
- (4) Reward active students in the campaigns.

**Outcome 2:  
Leadership and organizational integrity in public service is strengthened.**

<p>Output 2.1: Legislation related to leadership ethics and code of conduct promulgated.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Plan implementation and enforce leadership ethics or code of conduct elements related to asset declaration, conflicts of interest, post-employment regulations, and gift-giving and gift receiving.</li> <li>(2) Plan implementation and enforce leadership ethics or code of conduct elements related to decision making.</li> <li>(3) Enhance leadership knowledge on good practices in anti-corruption and economic crime, performance management skills and commitment.</li> </ol>
<p>Output 2.2: Procedures for public and social services simplified and transparency in service delivery promoted.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Conduct a baseline study on procedures in public and social services delivery, emerging malpractices in service delivery and the fee system and fee collection methods.</li> <li>(2) Design measures to simplify procedures, pilot the use of the one-stop-shop principle in service delivery, and clarify the fee system and fee collection methods.</li> <li>(3) Enforce transparency (<i>i.e.</i>, the publicity of policies, rules and regulations related to services for citizens and their fees).</li> <li>(4) Develop mechanisms for citizen feedback and complaints at service delivery locations.</li> </ol>
<p>Output 2.3: Integrity in human resource management in the public sector strengthened.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Review stages of human resource management to identify corruption-prone areas.</li> <li>(2) Design preventive measures that combine (1) incentives based on the level of organizational and individual performance; (2) improvement of civil servant's knowledge, skills, and attitudes; and (3) sanctions.</li> </ol>
<p>Output 2.4: Integrity risks assessed.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Develop a framework for integrity risk assessment.</li> <li>(2) Conduct an integrity risk analysis at the organizational level: plan, identify risks, develop a scorecard, prioritize risks, and develop a plan to address those risks.</li> <li>(3) Use risks compiled at the organizational and individual level as the basis for review and improvement of key legal documents.</li> </ol>

Output 2.5:  
Application of ICT in AC strengthened

Suggested Activities:  
(1) Improve work environment through the use of ICT  
(2) Install modern equipment.

Output 2.6:  
Disciplinary actions and penalties for code of conduct violations and high integrity risks enforced.

Suggested Activities:  
(1) Develop mechanisms to impose disciplinary actions.  
(2) Impose disciplinary actions related to violations of the code of conduct and poor performance related to 2.1, 2.2, and 2.4.  
(3) Reward improved performance at the organizational and individual levels.

**Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.**

Output 3.1:  
Methods to detect fraud risks developed and applied.

Suggested Activities:  
(1) Review financial procedures, procurement rules and contract regulations.  
(2) Set up financial and procurement audits.  
(3) Assess risks, commit resources, and develop response mechanisms.

Output 3.2:  
Prevention measures developed.

Suggested Activities:  
(1) Use information technology.  
(2) Enhance fraud control measures and processes.  
(3) Develop skills of financial and procurement practitioners.

Output 3.3:  
Transparency promoted.

Suggested Activities:  
(1) Promote the disclosure of financial records.  
(2) Promote transparency of information at each procurement stage.

Output 3.4:  
Wrongdoing sanctioned and losses recovered.

Suggested Activities:  
(1) Use severe methods of sanction.  
(2) Prioritize fraud recovery.  
(3) Develop capacity to punish wrongdoers.

**Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.**

<p>Output 4.1: ZAECA's overall capacity strengthened.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Assess ZAECA's institutional strength (including, but not limited to, its structural organization, mandate, operational procedures, infrastructure, human resources, and finance).</li> <li>(2) Assess ZAECA's needs for technical knowledge and skills to effectively perform investigation work and combat economic crimes as listed in Part 5 of Act No. 1.</li> <li>(3) Design and implement a capacity-strengthening plan to address (1) and (2).</li> <li>(4) Design and apply the code of conduct for ZAECA.</li> <li>(5) Design and apply incentive structures for ZAECA.</li> <li>(6) Regularly Monitor and evaluate capacity.</li> </ol>
<p>Output 4.2: Work procedures for investigation, prosecution, and conviction clarified and standardized.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Review inter-agency workflow between ZAECA, the DPP, the police, and the courts and standardize internal and inter-agency operational procedures.</li> <li>(2) Monitor and evaluate inter-agency coordination on quarterly and discuss outstanding issues.</li> <li>(3) Prioritize corruption-related cases in courts and review any roadblocks in the court system that may constrain justice.</li> <li>(4) Standardize the code of conduct for agencies involved in combatting and enforcement work.</li> <li>(5) Design and apply incentive structures for agencies involved in combatting and enforcement work.</li> </ol>
<p>Output 4.3: Approaches to tackling economic crimes established.</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Identify a strategy to address economic crime problems, including: (i) identification of priority areas; (ii) linkages between the fighting of economic crimes with good governance, <i>i.e.</i>, the establishment of sound regulations for economic activities; (iii) promotion of coordination between regulatory agencies and the private sector (related to Outputs 1.2 and 5.1).</li> <li>(2) Improve legal frameworks to allow information gathering with emphasis on whistle blowing and witness immunity (related to Output 1.4).</li> <li>(3) Strengthen required capacities, including (i) establishing a</li> </ol>

responsible unit/team (ii) improved specialized skills in forensic accounting and auditing, computer science and new methods of detection of crimes; (iii) investing in necessary technical infrastructure (such as laboratories where needed) and equipment (such as photocopiers, fax machines, computers with internet access, communication and surveillance/intelligence equipment) (related to Output 4.1).

(4) Cooperate and coordinate both nationally and internationally (related to Output 7.2); pilot an international cooperation scheme, possibly with emphasis on the smuggling of goods.

#### Output 4.4:

Approaches to the tackling of corruption in elections established.

#### Suggested Activities:

(1) Identify a strategy to prevent corruption in elections, including: (i) identification of prevention goals; (ii) mobilization of stakeholders, including political parties and non-governmental organizations; (iii) action planning for the upcoming election.

(2) Link Output 4.4 with Outcome 1 and Output 2.1.

#### Output 4.5:

Work arrangements between ZAECA and agencies with corruption detection and oversight functions clarified and reinforced.

#### Suggested Activities:

(1) Clarify mechanisms for sharing information on detection carried out by MDAs (through risk and fraud analysis), the Office of the Controller and Audit General (CAG), the Procurement and Stock Verification Department, and the KMKM.

(2) Develop joint planning, monitoring, and evaluation for detection work.

#### Output 4.6:

Enabling legal environment for enforcement strengthened.

#### Suggested Activities:

(1) Review the need for enforcement and sanction frameworks that will reinforce education and prevention work (including, but not limited to, enforcement of anti-bribery standards, code of conduct, transparency, and accountability).

(2) Formulate harmonized punishment policy.

(3) Enact a whistle blower Act.

(4) Prepare and promulgate required enforcement legislation

#### Outcome 5:

**Interagency coordination for anti-corruption and Economic Crimes and integrity-building work is effective and efficient.**

**Output 5.1:**  
Coordination mechanisms for anti-corruption and Economic Crimes and integrity building work institutionalized.

**Suggested Activities:**

- (1) Identify potential AC stakeholders, identify leadership roles, responsibilities and accountability. Establish mechanisms for information flow between the identified AC stakeholders and ZAECA and review options of setting up an anti-corruption and integrity unit or with focal anti-corruption persons within MDAs.
- (2) Coordinate medium and annual plans; plan implementation and monitoring.
- (3) Pilot the integration of anti-corruption and integrity building into sector plans.

**Output 5.2:**  
Capacity of the Office of the President and ZAECA as lead anti-corruption agencies, as well MDA coordination skills, strengthened.

**Suggested Activities:**

- (1) Conduct needs assessment.
- (2) Strengthen capacity through training, study tours, and experience sharing.
- (3) Enhance basic infrastructure for communication.

**Outcome 6:**  
**Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.**

**Output 6.1:**  
A system of indicators developed and used to track and report progress.

**Suggested Activities:**

- (1) Develop a system of indicators to track progress.
- (2) Use key indicators in reporting.

**Output 6.2:**  
Independent monitoring from citizens, private businesses, and NGOs promoted.

**Suggested Activities:**

- (1) Conduct citizen surveys.
- (2) Conduct exchange fora among NGOs, professional organizations, and businesses.
- (3) Establish mechanisms for information flow from the grassroots level to ZAECA and *vice versa*.

**Output 6.3:**  
System of accountability in integrity building and anti-corruption developed.

**Suggested Activities:**

- (1) Clarify lines of reporting within the government system and develop lines of reporting with the House of Representatives and the public.
- (2) Monitor and track the expenditure of AC monies that come from donors.

Output 6.4:  
Effectiveness and efficiency of anti-corruption legislative frameworks reviewed.

Suggested Activities:  
(1) Organize periodic reviews of existing anti-corruption legal and administrative frameworks.  
(2) Map gaps in education, prevention, and corruption combatting.

Output 6.5:  
Units working on data collection strengthened.

Suggested Activities:  
(1) Develop a shared database system.  
(2) Develop a monitoring unit to work on monitoring.  
(3) Apply information technology to anti-corruption and integrity building activities.

**Outcome 7:  
Capacity of MDAs in AC is strengthened to support planning, implementation, and monitoring.**

Output 7.1:  
Competence training organized for participating MDAs.

Suggested Activities:  
(1) Conduct training needs assessments related to Outcomes 1-4 and 6. (Possible subject matter focuses being: best practices related to prevention; impact of corruption, accountability and transparency in government)  
(2) Design programs.  
(3) Deliver training.  
(4) Monitor impact on outcome implementation.

Output 7.2:  
Contacts with AC agencies with good practices established.

Suggested Activities:  
(1) Establish contacts and exchange information with AC agencies with good practices.

Output 7.3:  
Information dissemination institutionalized.

Suggested Activities:  
(1) Establish information networks among key stakeholders.  
(2) Develop an information dissemination system.  
(3) Publish information serving MDAs.  
(4) Produce knowledge products (including research and good practices reports).

**Outcome 8:  
Public awareness on effects of economic crimes improved.**

<p>Output 8.1: ZAECA’s general public campaigns on impact of Economic Crimes measures strengthened</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Plan campaign on economic crimes appropriate to different groups of citizens in urban and rural areas.</li> <li>(2) Design and institutionalize campaign methods appropriate to different groups of citizens in rural and urban areas (posters, broadcast programs, documentaries, social networks, mobile phones, etc.).</li> <li>(3) Liaise and cooperate with civil society organizations and faith-based organizations on to carry out the campaigns.</li> <li>(4) Conduct a baseline study on economic crimes in the public sector</li> <li>(5) Pilot the assessment of economic crimes risks in the business sector.</li> <li>(6) Conduct training needs assessments, design programs, and deliver training, as needed</li> </ol>
<p>Output 8.2: Economic Crimes training for civil servants designed and implemented</p>	<p>Suggested Activities:</p> <ol style="list-style-type: none"> <li>(1) Assess civil servant awareness of the impact of economic crimes, the government’s integrity and integrity standards.</li> <li>(2) Develop program guidelines and contents.</li> <li>(3) Design and deliver programs for civil servants in different administrative levels and sectors.</li> <li>(4) Conduct post-training monitoring and evaluations.</li> </ol>

### 3.3 Description of Outcomes

***Outcome 1: Public awareness of adverse effects of corruption and Economic Crimes and public participation in reporting corrupt practices improved.***

Outcome 1 focuses on changes in the attitudes and behaviors of Zanzibaris regarding corruption and its manifestations. This is to be carried out through a combination of public campaigns, integrity teaching, dissemination of anti-corruption efforts, and the development of citizen reporting systems. Public campaigns target citizens in rural and urban areas as well as in the business sector, civil society organizations, professional organizations, the school youth, and civil servants. Political parties, often considered civil society organizations, may be included to indicate the inclusiveness of Outcome 1.

The contents of the public awareness-raising programs are to be defined to suit different groups of participants. Overall, they may emphasize the following themes: Zanzibar's patriotic cultural values; negative effects of corruption; the government's policies on corruption education, prevention, and enforcement; professional code of conduct; a human rights-based approach to anti-corruption; good practices in corruption prevention; systems of citizen reporting within the legal framework of whistle blowing, witness immunity and witness protection; awards and recognition for active stakeholders; and sanctions.

Within the framework of this outcome, public campaigns on public participation and citizen reporting are expected to contribute in the medium term while integrity education is a long-term effort. This outcome is directly linked with other governance programs related to the promotion of the rule of law and civic education.

***Outcome 2: Leadership and organizational integrity in public service is strengthened.***

Outcome 2 focuses on the overall strengthening of public service integrity as a means to curb corruption. Integrity in public service is to be achieved through combined efforts that focus on the strengthening of leadership, organizational integrity and the use of the performance management principle in human resources management. This outcome will be carried out through the development and enforcement of legal frameworks on leadership ethics, simplification of service delivery procedures, transparency in service delivery, use of e-governance, strengthening of integrity in human resources management, and integrity risk assessments.

Integrity risk analysis focuses on the identification of risks detrimental to the performance of an organization. The notion of "integrity risk" highlights the likelihood and severity of corruption instead of actual practices. It assesses risk from a system perspective, considering the different elements of an organization, including the organizational management scheme, processes, individual motivations, and systems of internal and external control. It is predicated on three assumptions. First, as corruption itself is difficult to detect, an emphasis should be on the identification of risk. Secondly, there is a set of conditions that promote organizational and individual integrity, including a scientific work process, performance-based management, a balance between incentives and sanctions, and transparency. Thirdly, an integrity risk assessment could be used to increase overall efficiency of an organization, a result of which is fewer opportunities for corrupt behavior.

Results of the outcome will be used for further inputs toward the strengthening of an overall legal framework on integrity in public service and organizational processes.

***Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.***

Outcome 3 addresses malpractice related to public financial management, procurement, and state asset management in the form of fraud. Practices falling under the category of fraud are: asset misappropriation, procurement fraud, bribery, and accounting fraud.

This outcome is not an end in itself. It is an outcome the results of which may be fed into the government's policy on financial reform. Policy reforms could include; simplification of financial management information systems, strengthening of payroll controls, procurement compliance audits, and strengthened action by parliamentary accounts committees.

***Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.***

Outcome 4 focuses on the standardization of working procedures and the strengthening of lead national institutions involved in detecting corruption risks and combatting corruption. Outcome 4 is to be reached through six interrelated efforts. The first effort is the strengthening of ZAECA's overall capacity. The second is improved and standardized working procedures among ZAECA, the DPP, the police, and the court system to ensure effectiveness. The third is establishment of approaches to tackle different types of economic crime aspects including, although not limited to: tax evasion, the selling of controlled substances, market manipulation, money laundering, illicit drug trafficking and credit card fraud. The fourth focuses on prevention of corruption in elections. The fifth effort is clarification and reinforcement of work arrangements between ZAECA and agencies responsible for detection, including: the KMKM, the CAG, the Department of Procurement and Stock Verification and different MDAs conducting integrity risk analyses. The final output supporting Outcome 4 is the strengthening of legal frameworks to enable enforcement.

***Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.***

Outcome 5 focuses on inter-agency coordination in the areas of planning, implementation, and monitoring in such a way that combined efforts contribute to expected outcomes. It is to be carried out through two key activities. One is the institutionalization of coordination in planning, implementation, and monitoring. The setting up of an anti-corruption and integrity unit in MDAs is an element of inter-agency coordination. Second is capacity strengthening for ZAECA, the Ministry responsible for anti-corruption and participating MDAs in this process.

***Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.***

Outcome 6 focuses on integrating a results-based management approach into integrity building and anti-corruption work. The results-based approach focuses on the linkages between outputs and their contributions to the progress towards outcomes. The other part of results-based management is the use of measurements to assess the attainment of results. Outcome 6 will be carried out through a set of outputs. The first is the use of a system of indicators to track and report progress. The second is the reinforcement of the system of multiple accountabilities. This includes the accountability of ministries, departments, and agencies to carry out work and report on corruption. ZAECA and relevant offices of the president coordinate the work and report to the national assembly and the President. External monitoring by NGOs and the business sector will further enforce accountability. Finally, this outcome is to be achieved through the strengthening of units responsible for data collection and dissemination of information.

***Outcome 7: Capacity of MDAs in anti-corruption is strengthened to support planning, implementation, and monitoring.***

Outcome 7 focuses on the improvement of necessary knowledge, skills, and attitudes that will support the implementation of the strategy. It is to be achieved through the assessment of competency-building needs, the design of training programs, their delivery, and post-training evaluations. Additionally, Outcome 7 is to be achieved through capacity strengthening for MDAs, the setting up of contacts and exchanges with anti-corruption agencies with good practices, and the setting up of information dissemination systems.

***Outcome 8: Public awareness on effects of economic crimes improved.***

Outcome 8 focuses on changes in the attitudes and behaviors of Zanzibaris regarding economic crimes. This is to be carried out through a combination of public campaigns and integrity teaching, and the development of citizen reporting systems. Public campaigns target citizens in rural and urban areas as well as in the business sector, civil society organizations, professional organizations, the school youth, and civil servants.

Political parties, often considered civil society organizations, may be included to indicate the inclusiveness of Outcome 8.

Within the framework of this outcome, public campaigns on public participation and citizen reporting are expected to contribute in the medium term while integrity education is a long-term effort. This outcome is directly linked with other governance programs related to the promotion of the rule of law and civic education.

### **3.4 Targeted Forms of Corruption and Sectors**

The strategy addresses various practices under the rubric of corruption ranging from nepotism and favoritism, peddling of influence, fraud, and bribery. In effect, it aims to curb the situation of personal favors, the use of official positions for personal gain, for the benefit of family members, the offering or acceptance of inducements designed to influence official action or decision making, and dishonest action designed to facilitate gain including: deception, forgery, theft, misappropriation, collusion and misrepresentation.

The strategy targets both grand and petty corruption. The former refers to management areas prone to corruption with emphasis on tax collection and procurement. The latter focuses on sectors that deliver various services to citizens. Services are broadly defined to include administrative services, human development services, and access to justice services. Based on the categories of corruption presented, the strategy also differentiates bureaucratic corruption from political corruption. The strategy addresses the latter within the framework of Act No. 1. The strategy also addresses the spill-over problems of abuses of power into acts of economic crimes.

Emphasis may be given to sectors considered a priority by the government and relevant stakeholders.

### **3.5 Stakeholders**

The strategy involves key stakeholders from the government, business, and civil society sectors as well as the public at large. Based on the Good Governance documents and Act No.1 of 2012, it appears there is a range of agencies involved in prevention, education, investigation, and prosecution work. They include:

1. The Ministry responsible for anti-corruption.
2. ZAECA is the main agency tasked with the three dimensions of prevention, investigation, and education work. It works with the Department of Public Prosecutions on investigation and prosecution.

3. Agencies responsible for procurement procedures and practices as well as reporting on procurement.
4. Oversight agencies such as the Controller and Auditor General and the House of Representatives.
5. Ministries, Agencies, and Departments.

As corruption takes place in the public sector, political leaders and civil servants are considered key stakeholders. The current structure of the civil service is presented in Table 4.

Stakeholders from the business sector include key business associates as well as individual businesses committed to the overall approach of the strategy and its components. Their involvement could be in areas of improving public service delivery and government contracting. Civil Society Organizations working on service delivery, access to justice, and governance are to be involved. Involvement of these organizations could be in educating the public on rights and entitlements, creating a platform for dialogue and facilitating engagement with local authorities, disseminating information on service delivery procedures, and supporting community monitoring. Political parties, considered civil society organizations, and public political figures are also to be involved as appropriate.

The public at large is considered the beneficiary of education, prevention, and anti-corruption work.

### 3.6 Roles and Responsibilities

The importance of the roles of key stakeholders in implementing Zanzibar Integrated Strategy for Integrity and Anti-Corruption cannot be over emphasized. The key stakeholders with roles in implementing Zanzibar Integrated Strategy for Integrity and Anti-Corruption include:

- (i) The RGoZ.
- (ii) House of Representatives
- (iii) Ministries, Departments and Agencies;
- (iv) Communities/Citizenry
- (v) Civil Society Organizations
- (vi) Development Partners.

#### *The RGoZ*

The main roles and responsibilities of the Government will be on preparing policy guidelines, resources mobilization, coordination of Zanzibar Integrated Strategy for Integrity and Anti-Corruption implementation and review, and awareness creation on

Zanzibar Integrated Strategy for Integrity and Anti-Corruption framework, supervising the its implementation, monitoring and evaluation, as well as reporting on performance. Within the government the cabinet has its own mandate and responsibility. As an executive body of the Government, the Cabinet, also known as the Revolutionary Councils, will continue to oversee overall Government functions on Zanzibar Integrated Strategy for Integrity and Anti-Corruption implementation. The Cabinet will be informed by the Inter Ministerial Technical Committee (IMTC). The Cabinet will forward major issues to the HoR for decisions in accordance with the existing laws. The IMTC will be informed by the Strategy and Anti-Corruption Technical Committee, a forum which will provide technical inputs to the Strategy and oversee its implementation.

#### *The House of Representatives (HoR)*

The House of Representatives will continue to oversee Government business on Zanzibar Integrated Strategy for Integrity and Anti-Corruption implementation and other government ministries based on the current structure of Parliamentary select committees.

#### *Ministries, Departments and Agencies*

The Ministry responsible for Anti- Corruption will be responsible for the overall coordination of the Strategy through Zanzibar Anti-Corruption Strategy Coordination Committee (ZACSCC) which is the overall and central implementation coordination committee, and the Anti-Corruption Strategy Inter-Agency Coordination Committee (ACSICC) which will be responsible for coordinating planning, implementation, monitoring, and evaluation of anti-corruption strategies and implementation agencies.

MDAs will continue to play a lead role in implementation of the strategy by planning, budgeting, and monitoring of the strategy. The MDA shall design and deliver programs, training and exchange information with other implementing agencies and monitor the impact of the outcome.

#### *Communities*

Communities are the key actors in implementation of Zanzibar Integrated Strategy for Integrity and Anti-Corruption. They will participate in implementation of the strategy and monitoring community initiatives and activities supported by government and other actors. Communities will also monitor quantity and quality of services and implementation of the activities under the strategy.

#### *Civil Society Organizations*

The civil society organizations are key actors in combatting corruption. Their roles and responsibilities in implementation of the strategy will include: capacity building to the communities; participating in monitoring and evaluation at community level; mobilizing

and enhancing community participation; sensitizing the general public to understand the strategy and their role in implementing it, mobilize community resources for implementation of the Strategy and complement RGOZ efforts to deliver social services in a corruption free society. CSOs will work closely with the government Ministries and local authorities to ensure that activities under the strategy are included and implemented in the sectoral, district plans.

### *Development Partners*

The role of development partners has been crucial in the fighting against corruption. They will facilitate and support national, regional and international cooperation and technical assistance in the prevention of and fighting against corruption. Development partners will continue to work closely with key local actors in fighting against corruption. They will use the existing agreed national systems and processes to provide additional financial, technical and other support in the implementation of the strategy geared towards achievement of its vision. Development Partners will also support the implementation of the strategy and facilitate deployment of capacity building initiatives within the implementing agencies as well as participating in reviews, monitoring and evaluation.

## **3.7 Results-Based Monitoring and Evaluation and Performance Indicators**

The strategy adheres to the results-based management approach in integrity-building and anti-corruption work. To track results within the activity-output-outcome framework discussed above, the strategy makes use of a system of indicators that focuses on the goal, each of the outcomes, output indicators, and cross-cutting issues. These indicators are basic; participating agencies may develop additional indicators to further track progress toward the outputs or outcomes that they are involved in implementing.

### **3.7.1 Goal Indicators**

<b>Description</b>	<b>Indicators</b>
Goal: Elimination of grand and petty forms of corruption through coordinated integrity-building and enforcement work.	<ul style="list-style-type: none"> <li>• Active anti-corruption networks within Zanzibar.</li> <li>• Perceived and evidence-based reductions of nepotism, favouritism, bribery, abuse of power, and peddling of influence.</li> <li>• Trust in government.</li> </ul>

### 3.7.2 Outcome Indicators

Within the results-based management framework, the strategy will, at the least, makes use of the following indicators as measures for progress and achievement in the table below.

Description	Indicators
<p>Outcome 1: Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices are improved.</p>	<ul style="list-style-type: none"> <li>• Changes in behaviour.</li> <li>• Increased public reporting.</li> <li>• Change in cultural assumptions.</li> </ul>
<p>Outcome 2: Leadership and organizational integrity in public service strengthened.</p>	<ul style="list-style-type: none"> <li>• Level of Integrity risk</li> <li>• Level of transparency (related to asset declaration, decision making, and public and service delivery) recognized by citizens.</li> <li>• Reduction of petty corruption in public and social service delivery.</li> <li>• Number of disciplinary actions taken against integrity breaches</li> </ul>
<p>Outcome 3: Government agencies employ prevention, detection, sanction and deterrence measures to reduce fraud in financial management, procurement, and state asset management.</p>	<ul style="list-style-type: none"> <li>• Reduction cases of fraud and amounts involved.</li> <li>• Amount of loss recovered.</li> </ul>
<p>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</p>	<ul style="list-style-type: none"> <li>• Standardized capacities, work processes, and outputs.</li> <li>• Rate of detection, investigation, prosecution, and conviction.</li> <li>• Timeliness of the process</li> <li>• Perceived independence of ZAECA, the DPP, and the court.</li> </ul>
<p>Outcome 5: Interagency coordination for anti-corruption and integrity building work is effective and efficient.</p>	<ul style="list-style-type: none"> <li>• Number of interactions among agencies and sectors</li> <li>• Sustained inter-agency coordination.</li> <li>• Sustained planning practices.</li> </ul>

Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.	<ul style="list-style-type: none"> <li>• Number of reports based on results-based approach.</li> </ul>
Outcome 7: Capacity of MDAs in anti-corruption is strengthened to support planning, implementation, and monitoring.	<ul style="list-style-type: none"> <li>• Sustainability of anti-corruption and integrity activities.</li> </ul>
Outcome 8: Public awareness on effects of economic crimes improved	<ul style="list-style-type: none"> <li>• Changes in behaviour.</li> <li>• Increased public reporting.</li> <li>• Change in cultural assumptions.</li> </ul>

### 3.7.3 Output-Level Indicators

At the level of each output, the strategy suggests a set of indicators. Implementing agencies may supplement the list provided should additional tracking better support the progress toward outcomes.

<b>Outputs</b>	<b>Indicators</b>
Outputs 1.1-1.6	<ul style="list-style-type: none"> <li>• Number of awareness materials produced and disseminated</li> <li>• Number of TV and radio programs prepared and aired</li> <li>• Number of participants and sessions.</li> <li>• Increased number of AC programs due to increased public engagement.</li> <li>• Quality of reporting.</li> </ul>
Outputs 2.1-2.6	<ul style="list-style-type: none"> <li>• Level of leadership commitment.</li> <li>• Completeness of legal frameworks required to promote integrity.</li> <li>• Number of simplified procedures.</li> <li>• Changes in organizational management practices.</li> <li>• Number of integrity risk assessments conducted and actions taken.</li> </ul>

Outputs 3.1-3.4	<ul style="list-style-type: none"> <li>• Increased number of agencies adopting financial discipline.</li> <li>• Variety of measures for corruption and fraud prevention and detection.</li> </ul>
Outputs 4.1-4.6	<ul style="list-style-type: none"> <li>• Perceived independence of ZAECA, the DPP, and the court.</li> <li>• Number of cases detected, investigated, and prosecuted.</li> <li>• Sources of cases.</li> <li>• Accuracy.</li> <li>• Timeliness.</li> <li>• Trust in the electoral process.</li> </ul>
Outputs 5.1-5.2	<ul style="list-style-type: none"> <li>• Number of coordination contacts.</li> <li>• Number of MDAs with anti-corruption and integrity plans.</li> <li>• Number of joint plans and reports.</li> <li>• Level of MDA practices on planning and reporting.</li> <li>• Number of agencies integrating anti-corruption and integrity building into their sector plans.</li> </ul>
Outputs 6.1-6.5	<ul style="list-style-type: none"> <li>• Existence of the system.</li> <li>• Number of reports using the results-based management framework.</li> </ul>
Outputs 7.1-7.3	<ul style="list-style-type: none"> <li>• Post-training assessment indicating effectiveness of training.</li> <li>• Increased number of exchanges with other anti-corruption agencies.</li> <li>• Number of international good practices recorded and used.</li> </ul>
Output 8.1-8.2	<ul style="list-style-type: none"> <li>• Number of awareness materials produced and disseminated</li> <li>• Number of TV and radio programs prepared and aired</li> <li>• Number of participants and sessions.</li> <li>• Increased number of Economic crimes programs due to increased public engagement.</li> <li>• Quality of reporting.</li> </ul>

Detailed performance indicators will be decided by implementation agencies. A monitoring system will be set up to track result chains to the extent possible.

### 3.8 Performance Targets

Performance targets are proposed in Annex V. ZAECA is expected to coordinate the discussion of the mid-term targets within the framework of Outcome 6.

### 3.9 Assumptions and Risks

The strategy is predicated on the understanding of a set of assumptions and risks. Assumptions are conditions which exist at the time of the formulation of the strategy and thereafter, and will contribute to the successful implementation of the strategy, while risks are conditions with varying potential effects on the implementation of the strategy.

The strategy presents assumptions related to the goal and each of the outcomes below. Assumptions at the output level should be described by implementing agencies during the planning stage.

#### **Related to Goal:**

- Anti-corruption is indicative of patriotism.
- Concerted effort indicates will.
- Integrity-building and enforcement work reinforce one another.

#### **Related to Outcome 1:**

- Although the Revolutionary Government of Zanzibar has been enacting laws and other initiatives to combat corruption since 1960s, the *'Muhali'* syndrome in the Zanzibar society has facilitate development of some forms of corruption toleration. However, it is possible to identify groups of citizens who notice the negative impact and the need for a change in this broader attitude.
- The smallness of Zanzibar geographically and in terms of population is likely to be an asset in the anti-corruption war.
- Religion (Islam and Christianity) is an important tool for anti-corruption efforts because religions do not condone corruption.
- Involvement of grassroots people and local leaders will effectively bring on board local people in the anti-corruption war.
- Citizens would consider the time and effort spent for public participation manageable.

**Related to Outcome 2:**

- The promulgation of Act No. 1, 2012 and the setting up of ZAECA indicates leadership commitment to anti-corruption.
- Earlier prevention measures have laid some foundation for integrity-building campaigns among MDAs.

**Related to Outcome 3:**

- An emphasis on anti-fraud and the recovery of losses will motivate key stakeholders to join forces.
- Anti-fraud is well-linked with on-going reform in the public financial system.

**Related to Outcome 4:**

- Act No. 1, 2012 sufficiently serves as a framework for preliminary launching of corruption-combatting efforts.
- ZAECA will be able to make use of a wide range of sources to detect and investigate corrupt practices. ZAECA working autonomously will make it more effective and efficient. ZAECA is expected to act on corruption matters with a high degree of independence and government agencies responsible for prosecution are expected to fulfill their duties impartially.

**Related to Outcome 5:**

- The size of Zanzibar's public administration system facilitates inter-agency coordination.

**Related to Outcome 6:**

- There is an interest in concretely identifying results of anti-corruption and integrity building efforts.
- Having a database for serial corruptors made public may scare potential corruptors.

**Related to Outcome 7:**

- Knowledge, skills, and attitudes are crucial for the planning, implementation, and monitoring of the strategy.
- Successful anti-corruption agencies are willing to share good practices.

**Related to Outcome 8:**

- The Revolutionary Government of Zanzibar has been taking a number of measures and other initiatives in order to combat corruption and economic crimes since 1960s. The '*Muhali*' syndrome in the Zanzibar society has facilitate development of some forms of corruption toleration and economic crimes

- activities. However, it is possible to identify groups of citizens who notice the negative impact and the need for a change in this broader attitude.
- The smallness of Zanzibar geographically and in terms of population is likely to be an asset in the anti-corruption and economic crimes war.
- Religion (Islam and Christianity) is an important tool for economic crimes efforts.
- Involvement of grassroots people and local leaders will effectively bring on board local people in the anti-corruption and economic crimes war.
- Citizens would consider the time and effort spent for public participation manageable

Risks are as follows:

**Related to Goal:**

- Limited commitment, limited of political will, and the view that anti-corruption is not a priority among some political leaders and MDAs may curtail enforcement of the anti-corruption strategy and its efforts in general.
- There is a possibility of silent resistance to anti-corruption strategy implementation especially from those who benefit from corruption.
- Limited funding by the government to ZAECA and other anti-corruption efforts is likely to slow down the implementation of the anti-corruption strategy.

**Related to Outcome 1:**

- There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity building, which discourage the public to support the latter.
- Low citizenry education (awareness) including perceiving “bribery as a gift or a thank you” and ignorance of human rights thwarts the fight against corruption.
- Persistence of *muwali* culture may constrain anti-corruption efforts.
- The view of corruption as a ‘tonic’ for greasing the bureaucracy is likely to reduce the effect of anti-corruption efforts.
- The apparent increasing social stratification may hamper anti-corruption efforts.
- Poverty amongst citizens is a roadblock to corruption prevention measures.

**Related to Outcome 2 and Outcome 3:**

- Overall governance reform programs are not aligned with integrity building at the organizational level.
- Embracing of outdated laws in MDAs may act as roadblocks in anti-corruption strategy implementation. AC efforts are unlikely to bring about positive results if laws that constrain such efforts are not reviewed.

**Related to Outcome 4:**

- ZAECA's limited professional competence likely to hamper its capacity to gauge risks in the anti-corruption war.
- ZAECA and other key stakeholders involved in anti-corruption efforts may be disappointed if they are not well protected and motivated.

**Related to Outcome 5:**

- Too many stakeholders make coordination complicated and cumbersome.
- Focal anti-corruption persons in MDAs are likely to be viewed negatively by fellow employees.

**Related to Outcome 6:**

- Data collection and data analysis to indicate results is time consuming and costly.

**Related to Outcome 7:**

- Planning process of MDAs are poorly designed and are not linked with practical work.
- It may be difficult to identify relevant good practices.

**Related to Outcome 8:**

- There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity building, which discourage the public to support the latter.
- Low citizenry awareness on effect of Economic Crime and ignorance of human rights thwarts the fight against corruption.
- Existence of *muhali* culture may constrain anti-corruption efforts.
- The view of corruption as a 'tonic' for greasing the bureaucracy is likely to reduce the effect of Economic Crime efforts.
- The apparent increasing social stratification may hamper Economic Crime efforts.
- Poverty amongst citizens is a roadblock to Economic Crimes prevention measures.

A risk management table that assess the likelihood of each risk and its potential effects is presented in Annex II.E.

## **PART IV IMPLEMENTATION APPROACH**

### **4.1 Mechanisms**

The Zanzibar Integrated Strategy for Integrity and Anti-Corruption shall be implemented jointly by the Ministry responsible for anti-corruption, ZAECA, national public agencies, local government bodies, civil society organizations, and individuals. The RGoZ will support the implementation of the strategy by:

- Providing budgets for all levels.
- Addressing human resource issues.
- Timely harmonizing of legal acts to support the implementation of the strategy.
- Ensuring identification of responsibility for corrupt offences and unbiased application of the law.
- Providing assistance to the Media in broad, unbiased coverage of the status of anti-corruption measures.
- Facilitating and encouraging engagement of political parties, national associations and other civil society organizations.

### **4.2 Use of Pilots**

The strategy advocates the full participation of government agencies, civil society organizations, businesses, and citizens. Nonetheless, a roll-out stage may be used through a series of pilot programs, either by sector or outcome.

### **4.3 Partnerships**

Partnerships will play a crucial role in the implementation of the strategy.

#### **4.3.1 Alignment with Tanzania's Anti-Corruption Strategy**

The strategy advocates linkages in anti-corruption strategy implementation between the Union's Anti-Corruption Strategy and the Zanzibar Anti-Corruption Strategy. The linkages could be established through consultative sessions between the two parties. Possible linkages are:

- Finance, with emphasis on revenue collection.
- Rule of law, with emphasis on police integrity.
- Illegal cross-border trade.
- Experience sharing and capacity strengthening.

### **4.3.2 Tripartite Agreement in Anti-Corruption Efforts**

The Revolutionary Government of Zanzibar will embrace the tripartite arrangement in anti-corruption efforts. This could be established through consultative mechanisms involving the government, CSOs, NGOs and the private business sector.

## **4.4 Strategic Steering, Internal Management Arrangements, Human Resources and Competency Development for Implementation**

The implementation structure may consist of the following elements:

1. Zanzibar Anti-corruption Strategy Coordination Committee ( ZACSCC) which the overall and central implementation coordination committee.
2. Anti-corruption strategy Inter-Agency Coordination Committee responsible for coordinating planning, implementation, monitoring, and evaluating anti-corruption strategies. The composition of the committee and its functions will be defined.
3. Implementation agencies, including
  - 3.1 Key AC agencies on education, prevention, and combatting.
  - 3.2 MDAs.
  - 3.3 Local government units.
  - 3.4 House of Representatives.
  - 3.5 Citizens.
  - 3.6 Businesses.
  - 3.7 Civil Society and Professional Organizations.

Implementation agencies will coordinate with the ZACSCC to develop, implement, and monitor plans. They may establish their integrity and anti-corruption unit or assign an official to act as a focal point to coordinate intra-agency and inter-agency work. Detailed regulations and procedures on the setting up of focal points will be determined.

Capacity development needs will be assessed and results used for the planning of training.

Zanzibar Anti-Corruption Strategy Coordination Committee (ZACSCC) composed of key officials from the main Anti-Corruption Strategy implementation agencies will be formed to provide policy guidance for the implementation of strategy. The ZACSCC will also be responsible for mobilizing

resources to support the implementation of the Strategy. The committee will have overall responsibility for ensuring that the outcomes and outputs set under the strategy are achieved by the Government and other responsible agencies. Membership will include: Ministers from key concerned ministries (MOEVT, Cultural, Information and tourism, Ministry responsible for local government, Ministry responsible for Anti-Corruption, Ministry responsible for finance and Second Vice President Office), DPP, Judiciary, Tanzania Police Force, Chief Secretary, Director of Foreign Affairs based in Zanzibar, Secretary of Zanzibar Public Leaders Code of Ethics Commission, Secretary of Association of Non-Government Organization Zanzibar -ANGOZA, Secretary of Zanzibar National Chamber of Commerce, Industry and Agriculture -ZNCCIA. The Chairman of the ZACSCC will be Second Vice president and vice chairman will be Minister responsible for Anti-Corruption and the Secretary will be Director General of ZAECA. ZACSCC shall have two regular meeting per year but may meet more regularly as and when the need arises.

Anti-Corruption Strategy Inter-Agency Coordination Committee (ACSICC) will receive guidance from the ZACSCC and coordinate planning, implementation, monitoring and evaluating Anti-Corruption strategies. Its composition will include: Deputy Principal Secretary from Ministry responsible for Anti-Corruption, Directors responsible for Administration from all government ministries, representatives from the office of DPP, Judiciary, Association of Non-Government Organization Zanzibar-ANGOZA, and National Chamber of Commerce, Industry and Agriculture-ZNCCIA. The Chairman of the ACSICC will be Director General ZAECA and Deputy Principal Secretary from Ministry responsible for Anti-Corruption will be vice chairman. ZAECA will provide the secretariat for ACSICC. ACSICC shall meet quarterly but may meet more regularly as and when the need arises.

#### **4.5 Monitoring, Evaluation, and Reporting**

The monitoring and reporting will follow the regulations of the government but reporting agencies will adopt the results-based approach to organize their reports (see Outcome 6). Monitoring reports will be conducted periodically.

Outcome-focused evaluations, a mid-term and a final evaluation will be conducted.

##### *Organization of Integrity Building and Anti-Corruption Annual Review.*

Annually, the Zanzibar Anti-Corruption Strategy Coordination Committee (ZACSCC) and/or ZAECA will organize an integrity building and anti-corruption review forum to serve as a platform for stakeholders to share information about plans and implementation challenges, as well as to deliberate on progress of implementations.

## **4.6 Budget**

The strategy covers the period from 2017-2022. The budget for outcomes and outputs shall plan for three-year duration. The budget will be planned by outcome and output as well as by participating agencies. At the outcome level, the budget will be allocated according to priority. Disbursement shall guarantee the continuity of important and urgent outputs and activities. Expenditures for the implementation of the strategy will be audited and publicized.

## Annex I: Process of Strategy Formulation

The formulation of this strategy was undertaken by a team of consultants with support from ZAECA. The mission was from May to early July 2014. The process of strategy formulation has made use of multiple sources of information: documentary review, key informant interviews and consultation workshops.

In the area of documentary review, the work team made use of the *Baseline Assessment of Anti-Corruption Activities in Zanzibar* (2012), commissioned by the President's Office Public Service and Good Governance. as a reference point on the state of corruption in Zanzibar. Additionally, the team also reviewed select key legal documents related to good governance, anti-corruption, and corruption prevention in Zanzibar. The key documents were: *Good Governance Policy* (2011), *Zanzibar Anti-Corruption and Economic Crimes Act No. 1* (2012), *Public Finance Act No. 12* (2005), *Public Service Act No. 2* (2011), *Kikosi Maalum cha Kuzuia Magendo Act No.1* (2003), *Public Procurement and Disposal of Public Assets Act No. 9* (2005), and *Registration of Zanzibari Resident Act No. 7* (2005). Finally, the work team also consulted writings on international good practices to anti-corruption and integrity building.

Documentary review was supplemented by interviews of over thirty government officials from around twenty agencies located in Unguja. Table 1 lists agencies interviewed while Box 1 lists questions discussed with key informants.

Table I.1 List of Agencies Interviewed (in Alphabetical Order)

Attorney General's Chambers
Controller and Auditor General
Department of Public Prosecutions
Human Resource Planning Department, Ministry of State President's Office, Labor and Public Service
Immigration Department
KMKM
Ministry of Finance (including Department of Procurement and Stock Verification)
Ministry of Health
Ministry of Justice and Constitutional Affairs
Ministry of State President's Office, Public Service and Good Governance
Public Service Commission, Zanzibar
Zanzibar Anti-Corruption and Economic Crimes Authority
Zanzibar Association of the Disabled
Zanzibar Chamber of Commerce and Industry
Zanzibar Electricity Corporation
Zanzibar Identify Cards and Registration Office
Zanzibar Legal Services Center
Zanzibar Police Force
Zanzibar Revenue Board

**Box 1. List of Interview Questions**

1. From your point of view, what do you consider as being successes and challenges in the efforts that have been undertaken as part of the war against corruption in Zanzibar?
2. In your opinion, is there rationale for having a Zanzibar Anti-Corruption Strategy and an Action Plan? What is your anti-corruption vision? How would you measure whether your vision has been realized?
3. What should be the key principles in designing an anti-corruption strategy in Zanzibar (taking into consideration its geographical features and the size of the population)?
4. What are the possible links between Mainland and Zanzibar strategic elements and actions?
5. What is the extent to which crosscutting issues such as human rights, gender equality, and poverty reduction are taken into account when designing an anti-corruption strategy?
6. What are possible tripartite arrangements aimed at coordinating AC efforts from government agencies, NGOs, and businesses?

**Priority Areas**

7. Which sector deserves prioritized attention on AC?
8. What is the situation of AC in crosscutting areas of management such as personnel, recruitment, budgeting, and procurement? What is the situation of AC in areas related to economic development? What is the situation of AC in human development sectors (*e.g.*, education, health care, water resources)?
9. What are the solutions that you have developed to address corruption problems? How have relevant ministries initiated and implemented any AC measures for their sectors?

The first draft strategy was completed and circulated in mid-July. Two consultation meetings were organized by ZAECA on Unguja and Pemba Islands. A total of over eighty mid-ranking government officials, civil society organizations, and business participated in these two workshops. The second draft, updated after the team received

input from the two consultation meetings, was presented to a group of senior government officials for review and comment at a third workshop organized in Stone Town on Unguja Island. The team incorporated comments into this final draft.

## **Annex II      Components of Action Plan**

- **Annex II. A    Logical Framework**
- **Annex II.B    Overall Schedule**
- **Annex II.C    Participating Stakeholders by Outcome**
- **Annex II.D    Result Frameworks at the Outcome Level**
- **Annex II.E    Risk Management Table – The Goal and Outcome Levels**
- **Annex II.F    Work Plan – Preparation Period**
- **Annex II.G    Work Plan for Year I, 2017**
- **Annex II.H    Activities and Budget (2017/18 – 2021/22)**

### Annex II. A: Logical Framework

Annex I summarizes the key components of the strategy. The column “Description” lists the goal, the seven outcomes and the outputs of each outcome. The column “Indicators” lists performance indicators used for assessing the results at the goal, outcome, and output levels. The Column “Objectively Verifiable Sources” lists sources of information used to identify performance based on the system of indicators. The column “Assumptions and Risks” lists favorable conditions and conditions potentially detrimental to the goal and each outcome.

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
<p><b>Goal: Elimination of grand and petty forms of corruption through coordinated integrity-building and enforcement work.</b></p>	<p>AC networks</p> <p>Perceived and evidence-based reductions of nepotism, favouritism, bribery, fraud, abuse of power, and peddling of influence.</p> <p>Trust in government</p>	<p>Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.</p> <p>Information published/circulated in the Media.</p> <p>Surveys.</p> <p>Independent monitoring and evaluation reports.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• Anti-corruption is indicative of patriotism.</li> <li>• Concerted effort indicates will.</li> <li>• Integrity-building and enforcement work reinforce one another..</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Low commitment, a lack of political will, and the view that anti-corruption is not a priority among political leaders and among MDAs may curtail enforcement of the anti-corruption strategy and its efforts in general.</li> <li>• There is a possibility of silent resistance to AC strategy implementation especially from those who benefit from corruption.</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
		International sources.	<ul style="list-style-type: none"> <li>Limited funding by the government to ZAECA and other AC efforts is likely to slow down the implementation of the AC strategy.</li> </ul>
<p><b>Outcome 1:</b>  <b>Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices improved.</b></p>	<p>Increased public awareness of the impact of corruption (divided by social group, gender, and income)</p> <p>Changes in behaviour</p> <p>Increased public reporting</p> <p>Change in cultural assumptions.</p>	<p>Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.</p> <p>Information published/circulated in the Media.</p> <p>Surveys.</p> <p>Independent monitoring and evaluation reports.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Although it is generally believed that Zanzibaris have a high tolerance of corruption, it is possible to identify groups of citizens who notice the negative impact and the need for a change in this broader attitude.</li> <li>The smallness of Zanzibar geographically and in terms of population is likely to be an asset in the anti-corruption war.</li> <li>Religion (Islam and Christianity) is an important tool for anti-corruption efforts because religions do not condone corruption.</li> <li>Involvement of grassroots people and local leaders will effectively bring on board local people in the anti-corruption war.</li> </ul>
<p>Output 1.1:  ZAECA's general public campaigns on impact of corruption and economic crimes and the government's integrity and anti-corruption measures strengthened.</p>		International sources.	

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 1.2: Campaigns on the integrity and anti-bribery standards of the business community launched.			<ul style="list-style-type: none"> <li>• Citizens would consider the time and effort spent for public participation manageable.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity building which discourages the public to support the latter.</li> <li>• Low citizenry education (awareness) including perceiving “bribery as a gift or a thank you” and ignorance of human rights thwarts the fight against corruption.</li> <li>• Persistence of <i>muhali</i> culture may constrain AC efforts.</li> <li>• The view of corruption as a ‘tonic’ for greasing the bureaucracy is likely to reduce the effect of anti-corruption efforts.</li> <li>• The apparent increasing social stratification may hamper anti-corruption efforts.</li> </ul>
Output 1.3: Civil society organization involvement established and expanded.			
Output 1.4: Anti-corruption and integrity training for civil servants designed and implemented.			
Output 1.5: Systems for citizen-reporting institutionalized.			
Output 1.6: Integrity education integrated into the formal and extra-curricular school system.			

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
			<ul style="list-style-type: none"> <li>Poverty amongst citizens is a roadblock to corruption prevention measures.</li> </ul>
<p><b>Outcome 2: Leadership and organizational integrity in public service is strengthened.</b></p>	<p>Integrity risk assessments indicate a decline in risk and improved organizational procedures.</p> <p>Increased transparency recognized by citizens.</p> <p>Reduced petty corruption in public and social service delivery.</p> <p>Number of disciplinary actions taken against integrity breaches increases.</p>	<p>Monitoring and evaluation reports completed by ZAECA.</p> <p>Surveys.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>The promulgation of Act No. 1 and the setting up of ZAECA indicates leadership commitment to anti-corruption.</li> <li>Earlier prevention measures have laid some foundation for integrity building campaigns among MDAs.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Overall reform programs do not support the development of integrity at the organizational level.</li> <li>Embracing of outdated laws in MDAs may act as roadblocks in AC strategy implementation. AC efforts are unlikely to bring about positive results if laws that constrain such efforts are not reviewed.</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 2.1: Legislation related to leadership ethics and code of conduct promulgated.	Level of leadership commitment		
Output 2.2: Procedures for public and social services simplified and transparency in service delivery promoted.	Completeness of legal frameworks required to promote integrity.		
Output 2.3: Integrity in human resource management in the public sector strengthened.	No. of units undergoing simplification of procedures.		
Output 2.4: Integrity risks assessed.	Changes in organizational management practices.		
Output 2.5: E-governance and modernization of the government applied.	Changes in organizational management practices.		
Output 2.6: Disciplinary actions and penalties for code of conduct violations and high integrity risks enforced.	Number of integrity risk assessments conducted and actions taken.		

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
<p><b>Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.</b></p>	<p>Reduced cases of fraud and amounts involved.</p> <p>Amount of loss recovered..</p>	<p>Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.</p> <p>Information published/circulated in the Media.</p> <p>Surveys.</p> <p>International sources.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• An emphasis on anti-fraud and the recovery of losses will motivate key stakeholders to join forces.</li> <li>• Anti-fraud is well-linked with on-going reform in the public financial system.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Embracing of outdated laws in MDAs may act as roadblocks in AC strategy implementation. AC efforts are unlikely to bring about positive results if laws that constrain such efforts are not reviewed.</li> </ul>
<p>Output 3.1: Methods to detect fraud risks developed and applied.</p>	<p>Increased number of agencies adopting financial discipline.</p>		
<p>Output 3.2: Prevention measures developed.</p>	<p>Variety of measures for corruption and</p>		
<p>Output 3.3: Transparency promoted.</p>			

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 3.4: Wrongdoing sanctioned and losses recovered.	fraud prevention and detection		
<b>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</b>	<p>Standardized capacities, work processes, and outputs.</p> <p>Rate of detection, investigation, prosecution, and conviction.</p> <p>Timeliness of the process</p> <p>Perceived independence of ZAECA, the DPP, and the court.</p>	<p>Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.</p> <p>Surveys.</p> <p>International sources.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Act No. 1 sufficiently serves as a framework to preliminary launch combatting efforts.</li> <li>ZAECA will be able to make use of a wide range of sources to detect and investigate corrupt practices. ZAECA working autonomously will make it more effective and efficient. ZAECA is expected to act on corruption matters with high degree of independence and government agencies responsible for prosecution are expected to fulfill their duties impartially.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>ZAECA's limited professional competence likely to hamper its capacity to gauge risks in the anti-corruption war.</li> </ul>
Output 4.1: ZAECA's overall capacity strengthened.	Perceived independence of ZAECA, the DPP, and the court.		
Output 4.2: Work procedures for investigation,	Perceived independence of ZAECA, the DPP, and the court.		

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
prosecution, and conviction clarified and standardized.	Number of cases detected, investigated, and prosecuted.  Sources of cases.		<ul style="list-style-type: none"> <li>• ZAECA and other key stakeholders involved in AC efforts may be disappointed if they are not well protected and motivated.</li> </ul>
Output 4.3: Approaches to tackling economic crimes established.			
Output 4.4: Approaches to the tackling of corruption in elections established.			
Output 4.5: Work arrangements between ZAECA and agencies with corruption detection and oversight functions clarified and reinforced.	Accuracy.  Timeliness.  Trust in the electoral process.		
Output 4.6: Enabling legal environment for enforcement strengthened.			
<b>Outcome 5:</b> <b>Interagency coordination for anti-corruption and integrity-building work is effective and efficient.</b>	Number of interactions among agencies and sectors increased.  Sustained inter-agency coordination.	Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• The size of Zanzibar’s public administration system facilitates interagency coordination.</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Too many stakeholders make coordination complicated and cumbersome.</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
	Sustained planning practices.	Information published/circulated in the Media.	<ul style="list-style-type: none"> <li>Focal anti-corruption persons in MDAs are likely to be viewed negatively by fellow employees.</li> </ul>
Output 5.1: Coordination mechanisms for anti-corruption and integrity building work institutionalized.	Number of coordination contacts.	Surveys.	
Output 5.2: Capacity of the Office of the President and ZAECA as lead anti-corruption agencies as well MDA coordination skills, strengthened.	Number of MDAs with anti-corruption and integrity plans.  Number of joint plans and reports.  Level of MDA practices on planning and reporting.  Number of agencies integrating anti-corruption and integrity building into their sector plans.	Independent monitoring and evaluation reports.  International sources.	

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
<p><b>Outcome 6:</b>  <b>Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.</b></p>	<p>Use of reports and their results.</p>	<p>Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.</p>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• There is an interest in concretely identifying results of anti-corruption and integrity building efforts.</li> <li>• Having a database for serial corruptors made public may scare potential corruptors.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Data collection and data analysis to indicate results are time consuming and costly.</li> </ul>
<p>Output 6.1:  A system of indicators developed and used to track and report progress.</p>	<p>Existence of the system.</p>	<p>Information published/circulated in the Media.</p>	
<p>Output 6.2:  Independent monitoring from citizens, private businesses, and NGOs promoted.</p>	<p>Number of reports using the results-based management framework.</p>	<p>Surveys.</p>	
<p>Output 6.3:  System of accountability in integrity building and anti-corruption developed.</p>		<p>Independent monitoring and evaluation reports.</p>	
		<p>International sources.</p>	

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 6.4: Effectiveness and efficiency of anti-corruption legislative frameworks reviewed.			
Output 6.5: Units working on data collection strengthened.			
<b>Outcome 7: Capacity of MDAs is strengthened to support planning, implementation, and monitoring.</b>	Sustainability of anti-corruption and integrity activities.	Monitoring and evaluation reports completed by ZAECA.  Surveys.	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• Knowledge, skills, and attitudes are crucial for the planning, implementation, and monitoring of the strategy.</li> <li>• Successful anti-corruption agencies are willing to share good practices.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Planning processes are poorly designed and are not linked with practical work.</li> <li>• It may be difficult to identify relevant good practices.</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 7.1: Competency training organized for participating MDAs.	Post-training assessment indicating effectiveness of training.		
Output 7.2: Contact with AC agencies with good practices established.	Increased number of exchanges with other anti-corruption agencies.		
Output 7.3: Information dissemination institutionalized.	Number of international good practices recorded and used.		
Outcome 8: <b>Public awareness on effects of economic crimes improved.</b>	Increased public awareness of economic crimes (divided by social group, gender, and income	Monitoring and evaluation reports completed by ZAECA, oversight agencies, and MDAs.	<ul style="list-style-type: none"> <li>Although the Revolutionary Government of Zanzibar has been enacting laws and other initiatives to combat corruption and economic crimes since 1960s, the <i>'Muhali'</i> syndrome in the Zanzibar society has</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
Output 8.1 ZAECA's general public campaigns on impact of Economic Crimes measures strengthened.	Changes in behaviour	Information published/circulated in the Media.	facilitate development of some forms of economic crimes activities. However, it is possible to identify groups of citizens who notice the negative impact and the need for a change in this broader attitude.
Output 8.2 Economic Crimes training for civil servants designed and implemented.	Increased public reporting  Change in cultural assumptions	Surveys.  Independent monitoring and evaluation reports.  International sources.	<ul style="list-style-type: none"> <li>• The smallness of Zanzibar geographically and in terms of population is likely to be an asset in the anti-corruption and economic crimes war.</li> <li>• Religion (Islam and Christianity) is an important tool for economic crimes efforts.</li> <li>• Involvement of grassroots people and local leaders will effectively bring on board local people in the anti-corruption and economic crimes war.</li> <li>• Citizens would consider the time and effort spent for public participation manageable.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity</li> </ul>

Description	Indicators	Objectively Verifiable Sources	Assumptions and Risks
			<p>building which discourages the public to support the latter.</p> <ul style="list-style-type: none"> <li>• Low citizenry education (awareness) including perceiving “bribery as a gift or a thank you” and ignorance of human rights thwarts the fight against corruption.</li> <li>• Persistence of <i>muhali</i> culture may constrain AC efforts.</li> <li>• The view of corruption as a ‘tonic’ for greasing the bureaucracy is likely to reduce the effect of anti-corruption efforts.</li> <li>• The apparent increasing social stratification may hamper anti-corruption efforts.</li> </ul> <p>Poverty amongst citizens is a roadblock to corruption prevention means</p>

### Annex II.B: Overall Schedule

**Goal: Elimination of grand and petty forms of corruption through coordinated integrity-building and enforcement work.**

Evaluation Period	<b>Notes:</b> It is important that in formulating work plans, outputs and activities support one another. For example, public awareness raising and reporting may support outputs on integrity building in organization. Outputs related to inter-agency coordination should support planning and implementation as well as monitoring of other outputs and outcomes. On certain occasions capacity building may have to precede certain activities.
Duration of Outcome	
Duration of Output	

Description	2017				2018				2019				2020				2021				2022			
	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV
<b>Outcome 1:            Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices improved.</b>																								
Output 1.1: ZAECA's general public campaigns on impact of corruption and the government's integrity and anti-corruption measures strengthened.																								















### Annex II.C: Participating Stakeholders by Outcome

To prepare for the implementation of the strategy, there will be a need to identify participating agencies. In principal, the strategy invites participation from public institutions, the business community, civil society organizations of various forms, and the public. ZAECA and the Ministry responsible for anti-corruption would need to; (1) disseminate the information on the strategy to government agencies, the business community and civil society organizations, and (2) discuss with possible stakeholders their involvement, either at the outcome or output level. This will serve as a basis for the formulation of joint work plans. This form is to be completed during the preparation period.

Description	Participating Stakeholders			
	Government Agencies	Business Community	Civil Society Organizations	The Public
Outcome 1: Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices improved.	Ministry responsible for anti-corruption; ZAECA and other government agencies responsible for education, culture, and information.	Private businesses in various sectors.	CSOs working in the legal sector, governance, anti-corruption, human and rural development; professional organizations; business associations; and political parties.	Zanzibari citizens in urban and rural areas.
Outcome 2:	All government	Private contractors	CSOs working in	Citizens <i>cum</i>

Description	Participating Stakeholders			
	Government Agencies	Business Community	Civil Society Organizations	The Public
Leadership and organizational integrity in public service is strengthened.	agencies engaged in public and social service delivery (including, but not limited to, those mentioned in Section 1.2.2); grassroots-level units.	contracted to deliver public and social services, private businesses <i>cum</i> clients.	the legal sector, governance, anti-corruption, human and rural development; professional organizations; business associations; and political parties.	clients.
Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.	All government agencies.	Private businesses <i>cum</i> government contractors.	Professional associations in the area of finance and procurement, NGOs working on transparency.	
Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.	ZAECA, DPP, the police, the courts on areas related to investigation, prosecution, and			

Description	Participating Stakeholders			
	Government Agencies	Business Community	Civil Society Organizations	The Public
	conviction; ZAECA and MDAs on areas related to detection.			
Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.	President Office – Public Service and Good Governance, ZAECA, and all government agencies participating in the implementation of the strategy.	Participating businesses.	Participating CSOs of various types.	Community groups, local leaders.
Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.	President Office – Public Service and Good Governance, ZAECA, and all government agencies participating in the implementation of the strategy.	Participating businesses.	Participating CSOs of various types.	Community groups, local leaders.
Outcome 7: Capacity of MDAs is strengthened to support planning, implementation, and monitoring.	President Office – Public Service and Good Governance, ZAECA, and all	Participating Zanzibari and international businesses.	Participating CSOs of various types; international non-governmental	Community groups, local leaders.

Description	Participating Stakeholders			
	Government Agencies	Business Community	Civil Society Organizations	The Public
	government agencies participating in the implementation of the strategy; anti-corruption and integrity units with good practices.		organizations.	
Outcome 8: Public awareness on effects of economic crimes improved.	Ministry responsible for anti-corruption; ZAECA and other government agencies responsible for education, culture, and information.	Private businesses in various sectors.	CSOs working in the legal sector, governance, anti-corruption, human and rural development; professional organizations; business associations; and political parties.	Zanzibari citizens in urban and rural areas.

## Annex II.D

### Result Frameworks at the Outcome Level

Suggested targets focus on the outcome level only. Implementing agencies are to formulate output-level targets to contribute to the achievement of outcome targets. There was no systematic baseline information at the time of strategy formulation. The six-level scale, from highly unsatisfactory to highly satisfactory, shows satisfaction based on available materials and perceptions.

Description	Indicators	Baseline	Target
Goal: Elimination of grand and petty forms of corruption through coordinated integrity-building and enforcement work.	Active AC networks within Zanzibar.  Perceived and evidence-based reductions of bribery, fraud, and peddling of influence.  Trust in government.	Unsatisfactory	Number of government units actively engaged in anti-corruption and integrity building increased by 50% yearly and all units are actively involved by 2020.  Number of active non-governmental units engaged in AC increasing 50% yearly during the time of strategy implementation.  Number of channels for information sharing increased by 50% yearly during the time of strategy implementation.  Number of bribery, fraud, and peddling of influence cases reducing yearly during the period of strategy implementation.  Citizen perception of government integrity improved during the duration of strategy implementation.
Outcome 1: Public awareness of adverse	Increased public awareness of the impact of	80 Shehias	75% of Shehias (categorized by social group, gender, and income) reached in public awareness raising sessions and

Description	Indicators	Baseline	Target
effects of corruption and public participation in reporting corrupt practices improved.	<p>corruption (categorized by social group, gender, and income).</p> <p>Changes in behaviour.</p> <p>Increased public reporting.</p>		<p>reporting that they are not involved in bribery by December 2018. By the end of the fifth year, the percentage increases to 90%.</p> <p>50% of surveyed citizens indicating that they are aware of adverse effect of corruption and that they have refrained from practices classified as corrupt. By the end of the fifth year, the percentage increases to 75%.</p> <p>Percentage of citizens, businesses, and CSOs directly filing reports on corruption practices increased by 25% yearly during the time of the strategy implementation.</p>
Outcome 2: Leadership and organizational integrity in public service is strengthened.	<p>Integrity risk assessments indicate a decline in risk and improved organizational procedures.</p> <p>Increased transparency recognized by citizens.</p> <p>Reduced petty corruption in public and social</p>	Unsatisfactory	<p>Level of procedures simplification increased at high level by end of the strategy implementation</p> <p>Percentage of citizens believing in leadership commitment increasing yearly</p> <p>Indications of transparency in the service delivery process increasing yearly</p> <p>Number of petty corruption cases identified by citizens <i>cum</i> clients reduced by 25% yearly.</p> <p>Integrity breaches reduced yearly</p>

Description	Indicators	Baseline	Target
	<p>service delivery.</p> <p>Disciplinary actions taken against integrity breaches increase.</p>		
<p>Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.</p>	<p>Number of fraud cases detected.</p> <p>Amount of losses recovered.</p>	<p>Unsatisfactory</p>	<p>Number of fraud cases detected and/or reported increasing 25% yearly during the strategy implementation period.</p> <p>Percentage of losses recovered increasing yearly.</p>
<p>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</p>	<p>Number of investigation, prosecution and conviction cases.</p> <p>Amount of assets recovered.</p>	<p>N/A</p>	<p>At least 20% of detected or reported cases investigated yearly.</p> <p>Percentage of assets recovered increasing.</p>
<p>Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.</p>	<p>Sustained interagency coordination.</p> <p>Number of interactions among agencies and sectors</p>	<p>Unsatisfactory</p> <p>N/A</p>	<p>Fully interagency interactions obtained and sustained by 2017</p> <p>No. of units involved in joint planning, monitoring, and implementation increased.</p> <p>At least 90% of participating units continuing to formulate and integrate for anti-corruption and integrity building work into their sector plans.</p>

Description	Indicators	Baseline	Target
	Sustained planning and monitoring practices.	N/A	
Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.	Use of results-based reports.	Unsatisfactory	All MDAs fully applied result-based management by 2017.
Outcome 7: Capacity of MDAs in AC is strengthened to support planning, implementation, and monitoring.	Sustainability of anti-corruption and integrity activities.	N/A	Over 75% of surveyed MDA staff members indicating that their knowledge, skills, and attitudes related to anti-corruption and integrity work have improved.
Outcome 8: Public awareness on effects of economic crimes improved.	Increased public awareness of the impact of Economic crimes(categorized by social group, gender, and income).  Changes in behaviour.	80 Shehias	75% of Shehias (categorized by social group, gender, and income) reached in public awareness raising sessions and reporting that they are not involved in economic crimes by December 2019. By the end of the fifth year, the percentage increases to 90%.  50% of surveyed citizens indicating that they are aware of adverse effect of economic crimes. By the end of the fifth year, the percentage increases to 75%.  Percentage of citizens, businesses, and CSOs directly filing reports on economic crimes practices increased by 25% yearly during the time of the strategy implementation.

Description	Indicators	Baseline	Target
	Increased public reporting.		

### Annex II.E: Risk Management Table – The Goal and Outcome Levels

This annex describes risks at the goal and outcome level. For each risk, it identifies likelihood that the risk may take place and the impact should the risk take place using a three-point scale of low, medium, and high. For each risk, there is a column of risk management measures. During the implementation stage, implementation agencies should assign a staff member to check the likelihood and potential impact of risks and take necessary measures. This will contribute to a better implementation of the strategy.

This logic framework summary does not include risks at the output level. Implementation agencies are encouraged to identify potential risks and develop a risks management table at the output level.

Description of Risks	Likelihood	Impact	Risk Management Measures
<b>Goal: Elimination of grand and petty forms of corruption through coordinated integrity-building and enforcement work.</b>			
Low commitment, a lack of political will, and the view that anti-corruption is not a priority among political leaders and among MDAs may curtail enforcement of the anti-corruption strategy and its efforts in general.	Medium	High	Engaging key political leaders and policy makers when reporting on anti-corruption and integrity building work.
There is a possibility of silent resistance to AC strategy implementation especially from those who benefit from corruption.	High	Medium	Engaging key political leaders and policy makers when reporting on anti-corruption and integrity-building work.

Description of Risks	Likelihood	Impact	Risk Management Measures
Limited funding by the government to ZAECA and other AC efforts is likely to slow down the implementation of the AC strategy	High	Medium	Rely on multiple sources of funding, including sources from the government budget, donors, and the community.
<b>Outcome 1: Public awareness of adverse effects of corruption and public participation in reporting corrupt practices improved.</b>			
There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity building, which discourage the public to support the latter.	High	Medium	Coordinating with government reform measures to the extent possible. Heightening public awareness that without anti-corruption, governance reform measures may not be sustainable.
Low citizenry education (awareness) including perceiving “bribery as a gift or a thank you” and ignorance of human rights thwarts the fight against corruption.	High	Medium	Relying on awareness raising campaigns. Clearly design campaign contents to address risks.
Description of Risks	Likelihood	Impact	Risk Management Measures
Persistence of <i>muhali</i> culture may constrain AC efforts.	High	Medium	Relying on awareness raising campaigns. Clearly design campaign contents to address risks.
The view of corruption as a ‘tonic’ for greasing the bureaucracy is likely to reduce the effect of anti-corruption efforts	High	Medium	Relying on awareness raising campaigns. Clearly design campaign contents to address risks.
The apparent increasing social stratification may hamper anti-corruption efforts.	Medium	Medium	Emphasizing the effects of corruption on all socio-economic strata.
Poverty amongst citizens is a roadblock to corruption prevention measures.	Medium	Medium	Emphasizing the negative effects of corruption on poverty reduction.
<b>Outcome 2: Leadership and organizational integrity in public service is strengthened.</b>			
<b>Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.</b>			

Description of Risks	Likelihood	Impact	Risk Management Measures
Overall governance reform programs are not aligned with integrity building at the organizational level.	High	Medium	Coordinating governance reform efforts and integrity building at the organizational level.
Embracing of outdated laws in MDAs may act as roadblocks in AC strategy implementation. AC efforts are unlikely to bring about positive results if laws that constrain such efforts are not reviewed.	Medium	Medium	Linking integrity risks assessment with legal reform.
<b>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</b>			
ZAECA's limited professional competence likely to hamper its capacity to gauge risks in the anti-corruption war.	High	Medium	ZAECA prioritizes capacity strengthening while relying on joint efforts to implement education and prevention measures.
ZAECA and other key stakeholders involved in AC efforts may be disappointed if they are not well protected and motivated.	Medium	Medium	Using the results-based management approach to clarify achievements and constraints; publicizing results and inviting inputs on coping measures.
<b>Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.</b>			
Too many stakeholders make coordination complicated and cumbersome.	Medium	Medium	Grouping stakeholders into clusters to reduce contact points.
Focal anti-corruption persons in MDAs are likely to be viewed negatively by fellow employees.	Medium	Medium	Focal persons receiving maximum support and protection from MDA management as well as facilities to perform their functions; focal positions may be rotated to allow different staff members to gain experience in addressing corruption and integrity issues.
Description of Risks	Likelihood	Impact	Risk Management Measures
<b>Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building</b>			

Description of Risks	Likelihood	Impact	Risk Management Measures
<b>and anti-corruption.</b>			
Data collection and data analysis to indicate results are time consuming and costly.	High	Medium	Using multiple approaches to results-based management including community monitoring.
<b>Outcome 7: Capacity of MDAs is strengthened to support planning, implementation, and monitoring.</b>			
Training programs are poorly designed and are not linked with practical work.	Medium	High	Strengthening training needs assessment methods; reviewing training impacts with emphasis on post-training performance; immediately addressing detected weaknesses.
It may be difficult to identify relevant good practices.	Medium	Medium	ZAECA and participating MDAs join existing AC networks to gather information on good practices.
<b>Outcome 1: Public awareness on effects of economic crimes improved.</b>			
Description of Risks	Likelihood	Impact	Risk Management Measures
There are gaps between macro-institutional governance reform efforts and anti-corruption and integrity building, which discourage the public to support the latter	High	Medium	Coordinating with government reform measures to the extent possible. Heightening public awareness that without anti-corruption, governance reform measures may not be sustainable.
Low citizenry awareness on effect of Economic Crime and ignorance of human rights thwarts the fight against corruption.	High	Medium	Relying on awareness raising campaigns. Clearly design campaign contents to address risks.

### Annex II. F: Work Plan – Preparation Period

**Estimated time period:** July-December 2014

**Budget allocation:** To be determined

#### Tentative Time Frame and Participating Agencies

Outputs and Activities	Time Frame						Participation Agencies
	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	
<b>Output 1: Review, amendment, and approval of the strategy document.</b>							Ministry responsible for anti-corruption, ZAECA, and government agencies.
1.1 Government agencies review the document.							
1.2 Steps taken for amendment and approval.							
<b>Output 2: Budgetary planning.</b>							Ministry responsible for anti-corruption, ZAECA, government agencies, and non-governmental organizations.
2.1 Estimate the total budget and the budget for Year 1.							
2.2 Identify sources of funding.							
<b>Output 3: Review of legal frameworks supporting the implementation of the strategy.</b>							Ministry responsible for anti-corruption, ZAECA, government agencies, and non-governmental organizations.
3.1 Identify legal frameworks related to the							

Outputs and Activities	Time Frame						Participation Agencies
	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	
implementation of each outcome.							
3.2 Plan the filling of legal gaps as needed.							
Outputs and Activities	Time Frame						Participation Agencies
	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	
<b>Output 4: Organization of implementation mechanisms.</b>							Ministry responsible for anti-corruption, ZAECA, government agencies, and non-governmental organizations.
4.1 Set up a task force/committee to prepare for the implementation.							
4.1 Establish implementation units at different levels.							
Outputs and Activities	Time Frame						Participation Agencies
	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	
<b>Output 5: Launching and dissemination of the strategy document.</b>							Ministry responsible for anti-corruption, ZAECA, government agencies, and the Media.
5.1 Organize a launching session.							
5.2 Plan the dissemination of the strategy.							
5.3 Disseminate information.							
<b>Output 6: Organization of workshops by outcome.</b>							Ministry responsible for anti-corruption, ZAECA,

Outputs and Activities	Time Frame						Participation Agencies
	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	
							government agencies, and non-governmental organizations.
6.1 Identify stakeholders for each outcome. Conduct stakeholder analysis.							
6.2 Organize between 4 to 6 inception workshops.							
6.3 Conduct joint planning sessions for Year 1.							
<b>7. Other outputs (to be added as needed)</b>							

**Description of outputs:** There are six outputs to be completed during the preparation period as follows:

**Output 1: Review, amendment, and approval of the strategy document.** The strategy document that has been submitted is to be reviewed by ZAECA and government agencies. It is expected that the process will involve amendments prior to approval. It is estimated that the review and approval process will be carried out during Quarter III of 2014. Nonetheless, it is likely that the process will take longer.

**Output 2: Budgetary planning.** An estimation of the total budget for the implementation of the strategy will be conducted. The structure of the budget should be divided by outcome and output. Sources of funding will be identified.

**Output 3: Review of legal frameworks supporting the implementation of the strategy.** The review of legal frameworks will serve as a foundation for the launching of the strategy. The objective is to identify existing legal frameworks that support the implementation and gaps to be addressed. Specifically, the review of the legal framework will focus on whether the outputs and activities specified in the strategy could be carried out.

**Output 4: Organization of implementation mechanisms.** This output focuses on the setting up of a working group to prepare for the implementation. This working group may consist of members from the Ministry of Public Service and Good Governance, ZAECA,

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and selected MDAs. Its mandate will focus on overseeing the preparation period as well as setting up steering committees and focal points at MDAs.

**Output 5: Launching and dissemination of the strategy document.** An official launching session will be organized after the strategy is approved. The purpose is to introduce the strategy and disseminate information on strategy implementation as well as to identify different groups of stakeholders and their interests.

**Output 6: Organization of inception workshops by outcome.** Inception workshops by outcome serve to introduce the focuses of each outcome and to identify potential stakeholders.

### Annex II.G: Tentative Work Plan for Year I, 2017

Description	2017				
	I	II	III	IV	
<b>Outcome 1: Public awareness of adverse effects of corruption and public participation in reporting corrupt practices improved.</b>					<p>During the first year of the implementation in 2017, Outcome 1 will require a substantial level of effort. Implementing agencies focuses on Outputs 1.1 to 1.3 and to some extent on Output 1.5. The key target for Year I is to raise awareness of a large number of citizens and social groups.</p> <p>Suggested activities are in Section 3.2.</p>
Output 1.1: ZAECA's general public campaigns on impact of corruption, the government's integrity and anti-corruption measures strengthened.					
Output 1.2: Campaigns on the integrity and anti-bribery standards in the business community launched.					
Output 1.3: Civil society organizations involvement established and expanded.					
Output 1.4: Anti-corruption and integrity training for civil servants designed and implemented.					
Output 1.5: Systems for citizen-reporting institutionalized.					
Output 1.6: Integrity education integrated into the formal and extra-curricular school system.					

	2017				
	I	II	III	IV	
<b>Outcome 2: Leadership and organizational integrity in public service is strengthened.</b>					<p>For the first year of implementation, to achieve Outcome 2, the focus will be out Output 2.1. The strategy is to start with the leadership. This would be carried out in the context of the expected passage of leadership ethics. It can also be supplemented by Output 4.4 on integrity in elections. Beginning</p>
Output 2.1: Legislation related to leadership ethics and code of conduct promulgated.					
Output 2.2: Procedures for public and social services simplified					

and transparency in service delivery promoted.					<p>from the second half of 2017, government agencies will be invited to participate in the first step of integrity building at the organizational level through the simplification of procedures, the restructuring of organizational process, and the improvement of the financial system.</p> <p>Suggested activities are in Section 3.2.</p>
Output 2.3: Integrity in human resource management in the public sector strengthened.					
Output 2.4: Integrity risks assessed.					
Output 2.5: E-governance and modernization of the government applied.					
Output 2.6: Disciplinary actions and penalties for code of conduct violations and high integrity risks enforced.					

	2017				
	I	II	III	IV	
<b>Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.</b>					<p>For Outcome 3, the focus will be on the identification of methods to detect fraud risks and the actual use of the methods. A number of government agencies will be invited to pilot the undertaking.</p> <p>Suggested activities are in Section 3.2.</p>
Output 3.1: Methods to detect fraud risks developed and applied.					
Output 3.2: Prevention measures developed.					
Output 3.3: Transparency promoted.					
Output 3.4: Wrongdoing sanctioned and losses recovered.					

	2017				
	I	II	III	IV	
<b>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</b>					<p>For Outcome 4, the emphasis will be on capacity building for ZAECA. The second half of the year will see more activities related to the tackling of economic crimes and improved working procedures to support investigation work.</p>
Output 4.1: ZAECA's overall capacity strengthened.					
Output 4.2: Work procedures for investigation, prosecution, and					

conviction clarified and standardized.					Suggested activities are in Section 3.2.
Output 4.3: Approaches to tackling economic crimes established.					
Output 4.4: Approaches to the tackling of corruption in elections established.					
Output 4.5: Work arrangements between ZAECA and agencies with corruption detection and oversight functions clarified and reinforced.					
Output 4.6: Enabling legal environment for enforcement strengthened.					

	2017				
	I	II	III	IV	
<b>Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.</b>					For Outcome 5, the year 2017 will focus on the development of coordination mechanisms. This will range from the set up of necessary steering committees to anti-corruption focal points in MDAs. Attention will be paid to work regulations related to planning, implementation, and reporting.  Suggested activities are in Section 3.2.
Output 5.1: Coordination mechanisms for anti-corruption and integrity building work institutionalized.					
Output 5.2: Capacity of the Office of the President and ZAECA as lead anti-corruption agencies as well as MDAs coordination skills, strengthened.					

	2017				
	I	II	III	IV	
<b>Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.</b>					For Outcome 6, the key focuses are on the development of a system of monitoring based on the results framework provided in the strategy. Independent monitoring will be piloted, possibly during the election season.
Output 6.1: A system of indicators developed and used to track					

and report progress.					Suggested activities are in Section 3.2.
Output 6.2: Independent monitoring from citizens, private businesses, and NGOs promoted.					
Output 6.3: System of accountability in integrity building and anti-corruption developed.					
Output 6.4: Effectiveness and efficiency of anti-corruption legislative frameworks reviewed.					
Output 6.5: Units working on data collection strengthened.					

	2017				
	I	II	III	IV	
<b>Outcome 7: Capacity of MDAs in anti-corruption is strengthened to support planning, implementation, and monitoring.</b>					For Outcome 7, implementation agencies will be supported through various forms of capacity building, including possible contact with other anti-corruption agencies or MDAs with similar experiences and information sharing.  Suggested activities are in Section 3.2.
Output 7.1: Competence training organized for participating MDAs.					
Output 7.2: Contacts with AC agencies with good practices established.					
Output 7.3: Information dissemination institutionalized.					

**Annex II.H: Activities and Budget (2017/18 – 2021/22)**

<b>ACTIVITIES TO ACHIEVE OUTPUTS</b>	<b>FIVE YEARS PROGRAM BUDGET</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>	<b>2021/2022</b>
<b>Outcome 1: Public awareness of adverse effects of corruption and economic crimes and public participation in reporting corrupt practices improved.</b>						
<b>Output 1.1: ZAECA's general public campaigns on impact of corruption and economic crimes, the government's integrity and anti-corruption measures strengthened.</b>						
Activity 1. Plan campaign content appropriate to different groups of citizens in urban and rural areas; link anti-corruption and integrity building with patriotism, rights, and gender equality.	<b>99,355,920</b>		99,355,920			
Activity 2. Design and institutionalize campaign methods appropriate to different groups of citizens in rural and urban areas (posters, broadcast programs, documentaries, social networks, mobile phones, etc.).	<b>67,196,000</b>		67,196,000			
Activity 3. Liase and cooperate with civil society organizations and faith-based organizations on carrying out the campaigns.	<b>11,391,755</b>			11,391,755		
Activity 4. Recruit individual citizens/community leaders to lead public awareness-raising campaigns at the local level.	<b>22,726,265</b>			22,726,265		

Activity 5. Reward citizens and communities active in public awareness-raising campaigns at the local level.	<b>45,163,233</b>				21,818,016	23,345,217
Activity 6. Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6).	<b>60,893,970</b>		13,719,980	14,679,749	15,697,701	16,796,540
<b>TOTAL OUTPUT COST</b>	<b>306,727,143</b>	<b>180,271,900</b>	<b>48,797,769</b>	<b>37,515,717</b>	<b>40,141,757</b>	<b>48,797,769</b>
<b>Output 1.2: Campaigns on the integrity and anti-bribery standards in the business community launched.</b>						
Activity 1. Conduct a baseline study on corruption in the private sector or corruption risks involving private businesses.	<b>96,648,820</b>		96,648,820			
Activity 2. Identify channels to work with the business community.	<b>39,842,520</b>			39,842,520		
Activity 3. Develop joint planning and implementation methods.	<b>21,581,365</b>			21,581,365		
Activity 4. Develop campaign guidelines, contents and programs.	<b>54,538,970</b>		54,538,970			
Activity 5. Pilot the signing of an MoU on business integrity						

Activity 6. Pilot the assessment of corruption risks in the business sector.	<b>118,813,142</b>			118,813,142		
Activity 7. Conduct training needs assessments, design programs, and deliver training as needed.	<b>80,595,603</b>					80,595,603
Activity 8. Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6). (Repeated)						
Activity 9. Reward active businesses in the anti-corruption war	<b>68,337,000</b>			21,256,213	22,744,148	24,336,639
<b>TOTAL OUTPUT COST</b>	<b>480,357,420</b>	<b>0</b>	<b>151,187,790</b>	<b>201,493,240</b>	<b>22,744,148</b>	<b>104,932,242</b>
<b>Output 1.3: Civil society organizations involvement established and expanded.</b>						
Activity 1. Identify potential CSOs that may contribute to anti-corruption and integrity-building work: NGOs involved in providing legal and social services; faith-based organizations; and professional associations that regulate professionals such as lawyers, auditors, radiologists, nurses, midwives, and doctors. Political parties may also participate in the campaigns						

Activity 2. Identify issues of education and prevention which CSOs may engage in, including but not limited to, public awareness-raising, standardization of the professional code of conduct, and election watch.	<b>28,875,020</b>		28,875,020			
Activity 3. Develop joint planning and implementation methods.	<b>11,616,155</b>			11,616,155		
Activity 4. Develop campaign guidelines, contents and programs.	<b>75,100,860</b>			75,100,860		
Activity 5. Support CSOs which implement public campaigns, standardize the professional code of conduct and organize election watch.	<b>24,043,970</b>		24,043,970			
Activity 6. Reward active CSOs in the campaigns.	<b>57,088,262</b>			17,757,399	19,000,417	20,330,446
Activity 7. Conduct post-campaign monitoring and evaluations (to be linked with Outcome 6).	<b>53,168,141</b>		10,214,220	10,929,215	11,694,260	20,330,446
<b>TOTAL OUTPUT COST</b>	<b>249,892,408</b>	<b>0</b>	<b>63,133,210</b>	<b>115,403,629</b>	<b>30,694,677</b>	<b>40,660,892</b>
<b>Output 1.4: Anti-corruption and integrity training for civil servants designed and implemented.</b>						

Activity 1. Assess civil servants awareness of the impact of corruption, the government's integrity and anti-corruption measures and integrity standards.	<b>22,716,000</b>	22,716,000				
Activity 2. Develop program guidelines and contents	<b>123,755,130</b>		59,402,120			
Activity 3. Design programs for civil servants in different administrative levels and sectors.						
Activity 4. Deliver programs (including separate sessions for female civil servants).	<b>40,105,332</b>			12,474,830	13,348,069	14,282,433
Activity 5. Conduct post-training monitoring and evaluations.	<b>44,493,881</b>				21,494,604	22,999,277
<b>TOTAL OUTPUT COST</b>	<b>231,070,343</b>	<b>22,716,000</b>	<b>59,402,120</b>	<b>12,474,830</b>	<b>34,842,673</b>	<b>37,281,710</b>
<b>Output 1.5: Systems for citizen-reporting institutionalized.</b>						
Activity 1. Institutionalize a hotline system.						
Activity 2. Institutionalize whistleblowing and witness protection.	<b>143,641,959</b>	24,978,000	26,726,460	28,597,312	30,599,124	32,741,063
Activity 3. Design incentives for civil servants to report; enforce whistleblowing among civil servants.	<b>10,943,960</b>		10,943,960			

Activity 4. Reward citizens who report.	<b>88,686,327</b>		20,019,700	21,421,079	22,920,555	24,324,999 3
<b>TOTAL OUTPUT COST</b>	<b>243,272,246</b>	<b>24,978,000</b>	<b>57,690,120</b>	<b>50,018,391</b>	<b>53,519,679</b>	<b>57,066,056</b>
<b>Output 1.6: Integrity education integrated into the formal and extra-curricular school system.</b>						
Activity 1. Develop age-appropriate in-class and extra-curricular content on integrity and anti-corruption.	<b>66,455,721</b>			66,455,721		
Activity 2. Involve government-sponsored Zanzibaris university and college students in integrity building and anti-corruption efforts at levels appropriate to their age.	<b>13,541,877</b>			13,541,877		
Activity 3. Involve girls and women in anti-corruption and integrity building campaigns	<b>54,908,056</b>	9,548,000	10,216,360	10,931,505	11,696,711	12,515,480
Activity 4. Reward active students in the campaigns.	<b>91,394,717</b>		20,584,660	22,025,586	23,567,377	25,217,094
<b>TOTAL OUTPUT COST</b>	<b>226,300,371</b>	<b>9,548,000</b>	<b>30,801,020</b>	<b>112,954,689</b>	<b>35,264,088</b>	<b>37,732,574</b>
<b>TOTAL OUTCOME COST</b>	<b>1,737,619,931</b>	<b>237,513,900</b>	<b>411,012,029</b>	<b>529,860,496</b>	<b>217,207,022</b>	<b>326,471,243</b>
<b>Outcome 2: Leadership and organizational integrity in public service is strengthened.</b>						
<b>Output 2.1: Legislation related to leadership ethics and code of conduct promulgated.</b>						

Activity 1. Plan implementation and enforce leadership ethics or code of conduct elements related to asset declaration, conflicts of interest, post-employment regulations, and gift-giving and gift receiving.	-	-	-	-	-	-
Activity 2. Plan implementation and enforce leadership ethics or code of conduct elements related to decision making.	-	-	-	-	-	-
Activity 3. Enhance leadership knowledge on good practices in anti-corruption and economic crime, performance management skills and commitment.	<b>63,560,268</b>			63,560,268		
<b>TOTAL OUTPUT COST</b>	<b>63,560,268</b>	-	-	<b>63,560,268</b>	-	-
<b>Output 2.2: Procedures for public and social services simplified and transparency in service delivery promoted.</b>						
Activity 1. Conduct a baseline study on procedures in public and social services delivery, emerging malpractices in service delivery and the fee system and fee collection methods.	<b>76,171,342</b>			76,171,342		
Activity 2. Design measures to simplify procedures, pilot the use of the one-stop-shop principle in service delivery, and clarify the fee system and fee collection methods.	<b>68,604,120</b>		68,604,120			

Activity 3. Enforce transparency (i.e., the publicity of policies, rules and regulations related to services for citizens and their fees).	<b>96,474,397</b>	16,776,000	17,950,320	19,206,842	20,551,321	21,989,914 11
Activity 4. Develop mechanisms for citizen feedback and complaints at service delivery locations.	<b>64,116,000</b>	64,116,000				
<b>TOTAL OUTPUT COST</b>	<b>305,365,859</b>	<b>80,892,000</b>	<b>86,554,440</b>	<b>95,378,184</b>	<b>20,551,321</b>	<b>21,989,914</b>
<b>Output 2.3: Integrity in human resource management in the public sector strengthened.</b>						
Activity 1. Review stages of human resource management to identify corruption-prone areas.	<b>79,817,848</b>			79,817,848		
Activity 2. Design preventive measures that combine (1) incentives based on the level of organizational and individual performance; (2) improvement of civil servants knowledge, skills, and attitudes; and (3) sanctions.	<b>62,809,180</b>				62,809,180	
<b>TOTAL OUTPUT COST</b>	<b>142,627,028</b>	<b>0</b>	<b>0</b>	<b>79,817,848</b>	<b>62,809,180</b>	<b>-</b>
<b>Output 2.4: Integrity risks assessed.</b>						
Activity 1. Develop a framework for integrity risk assessment.	<b>51,586,000</b>	51,586,000				
Activity 2. Conduct an integrity risk analysis at the organizational level: plan, identify risks, develop a scorecard, prioritize risks, and develop a plan to	<b>64,185,020</b>		64,185,020			

address those risks.						
Activity 3. Use risks compiled at the organizational and individual level as the basis for review and improvement of key legal documents.	21,508,091			21,508,091		
<b>Output 2.4 Total</b>	<b>137,279,111</b>	<b>51,586,000</b>	<b>64,185,020</b>	<b>21,508,091</b>	-	-
<b>Output 2.5: Application of ICT in AC strengthened.</b>						
Activity 1. Improve work environment through the use of ICT	59,060,811			59,060,811		
Activity 2. Install modern equipment.	381,022,674				381,022,674	
<b>TOTAL OUTPUT COST</b>	<b>440,083,485</b>	-	-	<b>59,060,811</b>	<b>381,022,674</b>	-
<b>Output 2.6: Disciplinary actions and penalties for code of conduct violations and high integrity risks enforced.</b>						
Activity 1. Develop mechanisms to impose disciplinary actions.	-	-	-	-	-	-
Activity 2. Impose disciplinary actions related to violations of the code of conduct and poor performance related to 2.1, 2.2, and 2.4.	-	-	-	-	-	-
Activity 3. Reward improved performance at the organizational and individual levels.	44,096,667	7,668,000	8,204,760	8,779,093	9,393,630	10,051,184

<b>TOTAL OUTPUT COST</b>	<b>44,096,667</b>	<b>7,668,000</b>	<b>8,204,760</b>	<b>8,779,093</b>	<b>9,393,630</b>	<b>10,051,184</b>
<b>TOTAL OUTCOME COST</b>	<b>1,133,012,418</b>	<b>140,146,000</b>	<b>158,944,220</b>	<b>328,104,295</b>	<b>473,776,805</b>	<b>32,041,098</b>
<b>Outcome 3: Government agencies employ prevention, detection, sanction, and deterrence measures to reduce fraud in financial management, procurement and state asset management.</b>						
<b>Output 3.1: Methods to detect fraud risks developed and applied.</b>						
Activity 1. Review financial procedures, procurement rules and contract regulations.						
Activity 2. Set up financial and procurement audits.	-	-	-	-	-	-
Activity 3. Assess risks, commit resources, and develop response mechanisms.	<b>77,241,823</b>			<b>77,241,823</b>		
<b>TOTAL OUTPUT COST</b>	<b>77,241,823</b>	-	-	<b>77,241,823</b>		-
<b>Output 3.2: Prevention measures developed.</b>						
Activity 1. Use information technology.	<b>72,349,120</b>		<b>72,349,120</b>			
Activity 2. Develop skills of financial and procurement practitioners.	<b>728,205,669</b>		<b>339,505,650</b>		<b>388,700,019</b>	
Activity 3. Enhance fraud control measures and processes.	-	-	-	-	-	-
<b>TOTAL OUTPUT COST</b>	<b>800,554,789</b>	-	<b>411,854,770</b>	-	<b>388,700,019</b>	-
<b>Output 3.3: Transparency promoted.</b>						

Activity 1. Promote the disclosure of financial records.						
Activity 2. Promote transparency of information at each procurement stage.						
<b>TOTAL OUTPUT COST</b>						
<b>Output 3.4: Wrongdoing sanctioned and losses recovered.</b>						
Activity 1. Use severe methods of sanction.	-	-	-	-	-	-
Activity 3. Prioritize fraud recovery.	-	-	-	-	-	-
Activity 4. Develop capacity to punish wrongdoers.	-	-	-	-	-	-
<b>TOTAL OUTPUT COST</b>	-	-	-	-	-	-
<b>TOTAL OUTCOME COST</b>	<b>877,796,612</b>	<b>0</b>	<b>411,854,770</b>	<b>77,241,823</b>	<b>388,700,019</b>	<b>0</b>
<b>Outcome 4: Capacities and procedures related to detection, investigation, prosecution, and conviction are standardized to improve effectiveness and efficiency.</b>						
<b>Output 4.1: ZAECA's overall capacity strengthened.</b>						
Activity: 1. Assess ZAECA's institutional strength (including, but not limited to its structural organization, mandate, operational procedures, infrastructure, human resources, and finance).	<b>55,937,974</b>			<b>55,937,974</b>		

Activity 2. Assess ZAECA's needs for technical knowledge and skills to effectively perform investigation work and combat economic crimes as listed in Part 5 of Act No.1	79,588,583				79,588,583	
Activity 3. Design and implement a capacity-strengthening plan to address (1) and (2).	1,280,122,949				1,280,122,949	
Activity 4. Design and apply the code of conduct for ZAECA.	0					
Activity 5. Design and apply incentive structures for ZAECA.	22,961,130		22,961,130			
Activity 6. Regularly Monitor and evaluate capacity.	57,597,852.50		16,210,500	17,507,340	19,083,001	20,991,301
<b>TOTAL OUTPUT COST</b>	<b>1,496,208,489</b>	<b>0</b>	<b>39,171,630</b>	<b>73,445,314</b>	<b>1,378,794,533</b>	<b>20,991,301</b>
<b>Output 4.2: Work procedures for investigation, prosecution, and conviction clarified and standardized.</b>						
Activity 1. Review inter-agency workflow between ZAECA, the DPP, the police, and the courts and standardize internal and inter-agency operational procedures.	64,183,180			64,183,180		
Activity 2. Monitor and evaluate inter-agency coordination on quarterly basis and discuss outstanding issues.	57,771,680			17,565,120	19,145,981	21,060,579
Activity 3. Prioritize corruption-related cases in courts and review any roadblocks in the court system that may constrain	34,080,570		34,080,570			

justice.						
Activity 4. Standardize the code of conduct for agencies involved in combatting and enforcement work.	<b>63,038,142</b>				63,038,142	
Activity 5. Design and apply incentive structures for agencies involved in combatting and enforcement work.	<b>34,553,596</b>			34,553,596		
<b>TOTAL OUTPUT COST</b>	<b>253,627,168</b>	<b>0</b>	<b>34,080,570</b>	<b>116,301,896</b>	<b>82,184,123</b>	<b>21,060,579</b>
<b>Output 4.3: Approaches to tackling economic crimes established.</b>						
Activity 1. Identify a strategy to address economic crime problems, including: (i) identification of priority areas; (ii) linkages between the fighting of economic crimes with good governance, i.e., the establishment of sound regulations for economic activities; (iii) promotion of coordination between regulatory agencies and the private sector (related to Outputs 1.2 and 5.1).	<b>53,993,270</b>		53,993,270			
Activity 2. Improve legal frameworks to allow information gathering with emphasis on whistle blowing and witness immunity (related to Output 1.4).	<b>56,937,568</b>			56,937,568		

Activity 3. Strengthen required capacities, including (i) establishing a responsible unit/team; (ii) improving specialized skills in forensic accounting and auditing, computer science and new methods of detection of crimes; (iii) investing in necessary technical infrastructure (such as laboratories where needed) and equipment (such as photocopiers, fax machines, computers with internet access, communication and surveillance/intelligence equipment) (related to Output 4.1).	0	0	0	0	0	0
Sub activity 3a Construction of Office Building	1,996,232,000		1,996,232,000			
Sub activity 3b Construct 2 new office premises [1 for Unguja and 1 for Pemba ]	3,446,190,207		992,532,000	1,071,934,560	1,168,408,670	1,285,249,537
Sub activity 3c Procure equipment, furniture and other facilities for new Office	2,207,539,396		484,947,540	523,743,343	570,880,244	627,968,268
Activity 4. Cooperate and coordinate both nationally and internationally (related to Output 7.2); pilot an international cooperation scheme, possibly with emphasis on the smuggling of goods.	1,197,549,135			544,588,056		652,961,079
<b>TOTAL OUTPUT COST</b>	<b>8,958,441,576</b>	<b>0</b>	<b>3,527,704,810</b>	<b>2,197,203,527</b>	<b>1,739,288,914</b>	<b>2,566,178,884</b>

<b>Output 4.4: Approaches to the tackling of corruption in elections established.</b>						
Activity 1. Identify a strategy to prevent corruption in elections, including: (i) identification of prevention goals; (ii) mobilization of stakeholders, including political parties and non-governmental organizations; (iii) action planning for the upcoming election.	<b>69,127,193</b>					69,127,193
Activity 2. Link Output 4.4 with Outcome 1 and Output 2.1			-	-	-	-
<b>TOTAL OUTPUT COST</b>	<b>69,127,193</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>69,127,193</b>
<b>Output 4.5: Work arrangements between ZAECA and agencies with corruption detection and oversight functions clarified and reinforced.</b>						
Activity 1. Clarify mechanisms for sharing information on detection carried out by MDAs (through risk and fraud analysis), the Office of the Controller and Audit General (CAG), the Procurement and Stock Verification Department, and the KMKM	<b>61,969,494</b>					61,969,494
Activity 2. Develop joint planning, monitoring, and evaluation for detection work.	<b>72,956,264</b>					72,956,264
<b>TOTAL OUTPUT COST</b>	<b>134,925,758</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>134,925,758</b>
<b>Output 4.6: Enabling legal environment for enforcement strengthened.</b>						

Activity 1. Review the need for enforcement and sanction frameworks that will reinforce education and prevention work (including, but not limited to enforcement of anti-bribery standards, code of conduct, transparency and accountability).	<b>67,824,763</b>					67,824,763
Activity 2. Formulate harmonized Punishment Policy	<b>68,519,435</b>				68,519,435	
Activity 3. Enact a whistle blowing law	<b>48,797,600</b>	48,797,600				
Activity 4. Prepare and promulgate required enforcement legislation.	<b>0</b>					
<b>TOTAL OUTPUT COST</b>	<b>185,141,798</b>	48,797,600	0	0	68,519,435	67,824,763
<b>TOTAL OUTCOME COST</b>	<b>11,097,471,982</b>	<b>48,797,600</b>	<b>3,600,957,010</b>	<b>2,386,950,737</b>	<b>3,403,712,763</b>	<b>2,745,182,720</b>
<b>Outcome 5: Interagency coordination for anti-corruption and integrity-building work is effective and efficient.</b>						
<b>Output 5.1 Coordination mechanisms for anti-corruption and integrity building work institutionalized.</b>						

Activity 1. Identify potential AC stakeholders, Identify leadership roles, responsibilities, and accountability, Establish mechanisms for information flow between the identified AC stakeholders and ZAECA and Review options of setting up an anti-corruption and integrity unit or with focal anti-corruption persons within MDAs.						
Activity 2. Identify leadership roles, responsibilities, and accountability.	-	-	-	-	-	-
Activity 3 Review options of setting up an anti-corruption and integrity unit or with central anti-corruption persons within MDAs.						
Activity 4. Coordinate medium and annual plans; plan implementation and monitoring.						
Activity 5.Pilot the integration of anti-corruption and integrity building into sector plans.	<b>94,885,667</b>					94,885,667
<b>TOTAL OUTPUT COST</b>	<b>94,885,667</b>					<b>94,885,667</b>
<b>Output 5.2: Capacity of the Office of the President and ZAECA as lead anti-corruption agencies, as well as MDAs coordination skills, strengthened.</b>						
Activity 1. Conduct needs assessment.	<b>0</b>					

Activity 2. Strengthen capacity through training, study tours, and experience sharing.	<b>232,960,400</b>		107,000,000		125,960,400	
Activity 3. Enhance basic infrastructure for communication.	<b>144,450,000</b>			144,450,000		
<b>OUTPUT TOTAL</b>	<b>377,410,400</b>	<b>0</b>	<b>107,000,000</b>	<b>144,450,000</b>	<b>125,960,400</b>	<b>0</b>
<b>TOTAL OUTCOME COSTS</b>	<b>472,296,067</b>	<b>0</b>	<b>107,000,000</b>	<b>144,450,000</b>	<b>125,960,400</b>	<b>94,885,667</b>
<b>Outcome 6: Government agencies adopt a results-based approach towards the monitoring and evaluation of integrity building and anti-corruption.</b>						
<b>Output 6.1: A system of indicators developed and used to track and report progress</b>						
Activity 1. Develop a system of indicators to track progress.	<b>61,281,600</b>	61,281,600				
Activity 2. Use key indicators in reporting.	<b>87,479,001</b>		19,217,200	20,754,576	22,622,488	24,884,737
<b>TOTAL OUTPUT COST</b>	<b>148,760,601</b>	<b>61,281,600</b>	<b>19,217,200</b>	<b>20,754,576</b>	<b>22,622,488</b>	<b>24,884,737</b>
<b>Output 6.2: Independent monitoring from citizens, private businesses, and NGOs promoted.</b>						
Activity 1. Conduct citizen surveys.	<b>58,541,412</b>		58,541,412			
Activity 2. Conduct exchange fora among NGOs, professional organizations, and businesses.	<b>97,945,802</b>			29,779,812	32,459,995	35,705,995

Activity 3. Establish mechanisms for information flow from the grassroots level to ZAECA and vice versa.	65,410,812		65,410,812			
<b>TOTAL OUTPUT COST</b>	<b>221,898,026</b>	<b>0</b>	<b>123,952,224</b>	<b>29,779,812</b>	<b>32,459,995</b>	<b>35,705,995</b>
<b>Output 6.3: System of accountability in integrity building and anti-corruption developed.</b>						
Activity 1. Clarify lines of reporting within the government system and develop lines of reporting with the House of Representatives and the public.	85,586,397			85,586,397		
Activity 2. Monitor and track the expenditure of AC monies that come from donors.			-	-	-	-
<b>TOTAL OUTPUT COST</b>	<b>85,586,397</b>	<b>-</b>	<b>-</b>	<b>85,586,397</b>	<b>-</b>	<b>-</b>
<b>Output 6.4: Effectiveness and efficiency of anti-corruption legislative frameworks reviewed.</b>						
Activity 1. Organize periodic reviews of existing anti-corruption legal and administrative frameworks.	57,086,212		57,086,212			
Activity 2. Map gaps in education, prevention, and corruption combatting.	42,130,000	42,130,000				
<b>TOTAL OUTPUT COST</b>	<b>99,216,212</b>	<b>42,130,000</b>	<b>57,086,212</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Output 6.5: Units working on data collection strengthened.</b>						
Activity 1. Develop a shared database system	71,794,405				71,794,405	

Activity 2. Develop a monitoring unit to work on monitoring.	368,334,660		160,500,000			207,834,660
Activity 3. Apply information technology to anti-corruption and integrity building activities.	51,456,095			51,456,095		
<b>TOTAL OUTPUT COST</b>	<b>491,585,160</b>	<b>0</b>	<b>160,500,000</b>	<b>51,456,095</b>	<b>71,794,405</b>	<b>207,834,660</b>
<b>TOTAL OUTCOME COST</b>	<b>1,047,046,396</b>	<b>103,411,600</b>	<b>360,755,636</b>	<b>187,576,880</b>	<b>126,876,888</b>	<b>268,425,392</b>
<b>Outcome 7: Capacity of MDAs in AC is strengthened to support planning, implementation and monitoring.</b>						
<b>Output 7.1: Competence training organized for participating MDAs.</b>						
Activity 1: Conduct training needs assessments related to Outcomes 1-4 and 6. (Possible subject matter focus being: best practices related to prevention; impact of corruption, accountability and transparency in government)	72,188,620		72,188,620			
Activity 2: Design programs.	539,594,232			539,594,232		
Activity 3: Monitor impact on outcome implementation.	80,797,883	14,050,000	15,033,500	16,085,845	17,211,854	18,416,684
<b>TOTAL OUTPUT COST</b>	<b>692,580,735</b>	<b>14,050,000</b>	<b>87,222,120</b>	<b>555,680,077</b>	<b>17,211,854</b>	<b>18,416,684</b>
<b>Output 7.2: Contacts with AC agencies with good practices established.</b>						

Activity 1: Establish contacts and exchange information with AC agencies with good practices.	<b>451,433,013</b>	78,500,000	83,995,000	89,874,650	96,165,876	102,897,487
<b>TOTAL OUTPUT COST</b>	<b>451,433,013</b>	<b>78,500,000</b>	<b>83,995,000</b>	<b>89,874,650</b>	<b>96,165,876</b>	<b>102,897,487</b>
<b>Output 7.3: Information dissemination institutionalized.</b>						
Activity 1: Establish information networks among key stakeholders	-					
Activity 2: Develop an information dissemination system.	<b>76,841,108</b>			76,841,108		
Activity 3: Publish information serving MDAs	-	-	-	-	-	-
Activity 4: Produce knowledge products (including research and good practices reports).	<b>76,861,717</b>			76,861,717		
<b>TOTAL OUTPUT COST</b>	<b>153,702,825</b>	-	-	<b>153,702,825</b>	-	-
<b>TOTAL OUTCOME COST</b>	<b>1,297,716,573</b>	<b>92,550,000</b>	<b>171,217,120</b>	<b>799,257,552</b>	<b>113,377,730</b>	<b>121,314,171</b>
<b>Outcome 8: Public awareness on effects of economic crimes improved.</b>						
Output 8.1: ZAECA's general public campaigns on impact of Economic Crimes measures strengthened	-	-				
Output 8.2: Economic Crimes training for civil	-					

servants designed and implemented						
<b>TOTAL STRATEGY COST</b>	<b>17,662,959,979</b>	<b>622,419,100</b>	<b>5,221,740,785</b>	<b>4,453,441,783</b>	<b>4,849,611,627</b>	<b>6,526,561,481</b>

