



REPUBLIC OF ZAMBIA

REPORT

OF THE

COMMITTEE ON TRANSPORT, WORKS AND SUPPLY

ON THE

CIVIL AVIATION (AMENDMENT) BILL, N.A.B. NO. 3 OF 2026

FOR THE

FIFTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

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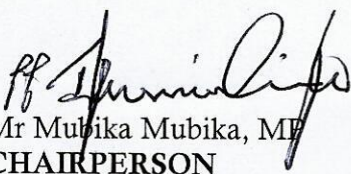
FOREWORD

Honourable Madam Speaker, the Committee on Transport, Works and Supply has the honour to present its Report on the Civil Aviation (Amendment) Bill, N.A.B. No 3 of 2026, for the Fifth Session of the Thirteenth National Assembly. The functions of the Committee are set out under Standing Orders 206(n) and 207(j) of the National Assembly of Zambia Standing Orders, 2024.

The Committee held nine (9) meetings to consider the Bill. In order to gain insight into the ramifications of the Bill, the Committee sought both written and oral submissions from various stakeholders, the list of which is at Appendix II of the Report.

The Report is in three Parts. Part I contains the salient provisions of the Bill. Part II highlights concerns raised by stakeholders; while Part III contains the Committee's observations and recommendations.

The Committee wishes to pay tribute to all stakeholders who appeared before it and tendered both oral and written submissions. It further wishes to thank you, Madam Speaker, for affording it an opportunity to study the Civil Aviation (Amendment) Bill, N.A.B. No. 3 of 2026. The Committee also appreciates the services rendered by the Office of the Clerk during its deliberations.


Mr Mubika Mubika, MP
CHAIRPERSON

May, 2026
LUSAKA

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1.0 MEMBERSHIP OF THE COMMITTEE

The Committee consisted of Mr Mubika Mubika, MP (Chairperson); Mr Joel Chibuye, MP, (Vice Chairperson); Mr Bright Nundwe, MP; Mr Lloyd Lubozha, MP; Mr Emmanuel M Musonda, MP; Mr Mutotwe Kafwaya, MP; Mr Sunday Chanda, MP; Mr Francis Kapyanga, MP; Mr Bernard Kanengo, MP; and Mr Charles Mulenga, MP.

2.0 BACKGROUND

The Bill seeks to amend the *Civil Aviation Act, Chapter 444 of the Laws of Zambia*, in order to enhance civil aviation security compliance and regulatory enforcement by complying with the Chicago Convention Standards and Recommended Practices of the International Civil Aviation Organisation.

Currently, the Civil Aviation Act, is inadequate in dealing with certain aspects of civil aviation security standards and recommended practices of the International Civil Aviation Organisation. This inadequacy puts Zambia at risk of being flagged with significant security concerns during the upcoming Universal Security Audit Programme-Continuous Monitoring Approach, which may result in severe consequences for the aviation sector.

The Bill, once enacted, will enhance Zambia's civil aviation security compliance by strengthening regulatory enforcement against acts of unlawful interference and ensuring accountability of both air operators and foreign air operators in line with the Chicago Convention and International Civil Aviation Organisation Standards and recommended practices. The Bill will also prevent Zambia from being registered as having significant security concerns during the Universal Security Audit Programme-Continuous Monitoring Approach scheduled for the first quarter of 2026.

3.0 OBJECTS OF THE BILL

The objects of the Bill are to:

- i) enhance the regulation and oversight of civil aviation security;
- ii) revise penalties relating to offences committed on board a civil aircraft;
- iii) provide for the declaration of danger areas and prohibited areas; and
- iv) provide for matters connected with, or incidental to, the foregoing.

PART I

4.0 SALIENT PROVISIONS OF THE BILL

The salient provisions of the Bill are set out hereunder.

Clause 1 - Short Title

This clause provides the official name of the Act once it is enacted.

Clause 2 - Amendment of Section 2

The clause introduces definitions of key terms used in the Bill to improve clarity for both the public and implementers of the law.

Clause 3 - Amendment of Section 8

This clause expands the Minister's authority to declare danger, restricted, or prohibited areas within the country through a statutory notice. It also empowers the Minister to issue directives regulating or prohibiting aircraft movement within such designated areas.

Clause 4 - Insertion of Sections 8A and 8B

The clause requires pilots in command to follow designated air routes and avoid restricted, danger, or prohibited airspace. It also sets out compliance measures for deviations and provides definitions for categories of controlled airspace.

Clause 5 - Amendment of Section 73

This clause clarifies the application of the Act and aviation security requirements. It also reinforces the Authority's role in developing and maintaining a national civil aviation security programme in line with regulatory standards.

Clause 6 - Amendment of Section 75

The clause clarifies the development of a national air transport facilitation programme in accordance with established civil aviation requirements.

Clause 7 - Amendment of Section 76

This clause establishes a National Air Transport Facilitation Committee to oversee and coordinate the facilitation programme.

Clause 8 - Amendment of Section 80

The clause updates penalties for offences committed on board aircraft in flight to strengthen deterrence.

Clause 9 - Amendment of Section 136

This clause revises offences related to interference with aircraft or aerodromes, including acts such as damaging aircraft or placing harmful substances that could compromise safety or operation.

Clause 10 - Insertion of Section 151A

This clause provides for the air operators, including foreign operators, to appoint a general agent based in Zambia to support operations and perform duties authorised by the operator or Authority.

Clause 11 - Repeal and Replacement of Section 163

This clause comprehensively sets out the required documents that must be carried on board civil aircraft engaged in operations.

Clause 12 - Insertion of Section 166A

The clause requires aviation institutions to submit periodic statistical data to the Authority, including traffic, fleet, and personnel information. It also introduces penalties for non-compliance.

Clause 13 - Amendment of Section 167

This clause clarifies the Minister's regulatory powers regarding air transport economic regulations.

Clause 14 - General Amendment

This clause makes consequential amendments throughout the Act to ensure consistency with the new legal framework introduced by the Bill.

PART II

5.0 CONCERNS RAISED BY STAKEHOLDERS

All stakeholders who appeared before the Committee supported the Bill but raised a few concerns as set out below.

i) Absence of Sanctions for Non-Compliance (Clause 8A)

Stakeholders informed the Committee that while clause 8A imposed mandatory obligations on pilots to comply with designated air routes and instructions, the Bill did not specify penalties or enforcement measures for failure to comply. This created a regulatory gap, as obligations without clear sanctions might weaken enforcement and undermine aviation safety.

ii) Lack of Enforcement Mechanism for Documentation Requirements (Clause 11, Section 163)

The Committee was informed that while the Bill provided a comprehensive list of documents to be carried on board aircraft, it was silent on penalties for non-compliance. Stakeholders stated that without clear sanctions, compliance may be inconsistent, potentially compromising airworthiness verification and passenger safety.

iii) Implementation and Capacity Constraints

The Committee was informed that the Bill introduced a range of new obligations, including statistical reporting requirements, enhanced security enforcement measures, and the establishment of new operational roles such as general agents. While these measures were intended to strengthen the aviation regulatory framework, stakeholders were of the view that institutions and operators might face resource limitations, technical capacity gaps; and an increased administrative burden in complying with these requirements. These challenges might, in turn, affect the effective and timely implementation of the proposed provisions.

PART III

6.0 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

The Committee notes that all stakeholders who appeared before it supported the Bill. Having interacted with the various stakeholders, the Committee resolves to support the Bill. In supporting the Bill, however, the Committee makes the observations and recommendations outlined below.

i) Lack of Penalties for Breach of Flight Route

The Committee observes that although clause 8A places a mandatory obligation on pilots to adhere to designated air routes and comply with instructions issued by the competent authority, the Bill does not provide for penalties or enforcement measures in cases of non-compliance. This omission creates a regulatory gap that may weaken enforcement and compromise aviation safety.

In view of the foregoing, the Committee recommends that the Bill be amended to include clear and proportionate sanctions for pilots who fail to comply with designated air routes or lawful instructions, in order to strengthen enforcement and promote adherence to aviation safety requirements.

ii) Absence of Sanctions for Non-Compliance with Aircraft Documentation Requirements

The Committee observes that while the Bill provides a comprehensive list of documents required to be carried on board an aircraft, it does not specify penalties for failure to comply with this requirement. This lack of an enforcement mechanism may result in inconsistent compliance and could undermine efforts to ensure airworthiness and passenger safety.

In light of the above, the Committee recommends that the Bill be revised to include appropriate sanctions for failure to carry the prescribed documentation on board an aircraft, so as to ensure strict compliance and enhance aviation safety standards.

iii) Implementation Challenges Arising from Increased Regulatory Obligations

The Committee observes that the Bill introduces several new obligations, including statistical reporting requirements, enhanced aviation security measures, and the creation of new operational roles such as general agents. While these measures are intended to strengthen the regulatory framework, the Committee notes that the institutions and operators may face resource constraints, technical capacity limitations, and increased administrative burdens. These challenges may adversely affect the effective and timely implementation of the proposed provisions.

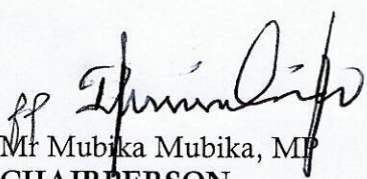
In this regard, the Committee recommends that the Executive and the relevant Authority put in place adequate capacity-building measures, technical support, and resource allocation to facilitate the smooth implementation of the new requirements. Further, the Committee urges the Civil Aviation Authority to consider a phased implementation approach where necessary, in order to allow stakeholders sufficient time to comply.

7.0 CONCLUSION

In conclusion, the Committee acknowledges that the Civil Aviation (Amendment) Bill No. 3 of 2026, represents a progressive effort to strengthen the aviation legal and regulatory framework, particularly in enhancing safety, security, and operational efficiency within the sector.

However, the Committee notes, with concern, that certain provisions in the Bill present gaps that may undermine its effective implementation. These include implementation challenges arising from increased regulatory requirements and limited institutional capacity. The Committee, therefore, emphasises the need to address these concerns through appropriate amendments and supportive measures.

We have the honour to be, Madam Speaker, the Committee on Transport, Works and Supply, mandated to consider the Civil Aviation (Amendment) Bill No. 3 of 2026.


Mr Mubika Mubika, MP
CHAIRPERSON

May, 2026
LUSAKA

APPENDIX I - List of National Assembly Officials

Mr Stephen Chiwota, Director (FC);
Mr Geoffrey Zulu, Deputy Director (FC);
Ms Chitalu R Mulenga, Senior Committee Clerk (FC2);
Mrs Rachel Mumba-Mhongo, Committee Clerk;
Mrs Vivian M Banda, Administrative Assistant;
Mr Daniel Lupiya, Senior Committee Assistant;
Mr Muyembi Kantumoya, Committee Assistant;
Ms Taona Chabinga, Committee Assistant;
Ms Dorothy Kapanji Daka, Intern

APPENDIX II - List of Witnesses

Ministry of Justice
Ministry of Home Affairs and Internal Security
Ministry of Transport and Logistics
Drug Enforcement Commission
Royal Air Charter
Policy Monitoring and Research Centre
Zambia Airways Limited
Zambia Law Development Commission
NAC 2000 Limited Corporation
Flight One Aviation
Zambia Air Services Training Institute
Proflight Zambia
Zambia Airports Corporation Limited
Zambia Civil Aviation Authority