



REPUBLIC OF ZAMBIA

REPORT

OF THE

COMMITTEE ON LEGAL AFFAIRS, HUMAN RIGHTS AND GOVERNANCE

ON THE

STATE OF REFUGEES AND ASYLUM SEEKERS IN ZAMBIA

FOR THE

FIFTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

Published by the National Assembly of Zambia

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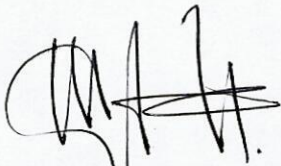
FOREWORD

Honourable Madam Speaker, the Committee on Legal Affairs, Human Rights and Governance has the honour to present its Report for the Fifth Session of the Thirteenth National Assembly. The functions of the Committee are stipulated in Standing Order 207 of the National Assembly of Zambia Standing Orders, 2024.

In accordance with its Programme of Work, the Committee undertook a detailed study of the topical issue: "*The State of Refugees and Asylum Seekers in Zambia*". To fully interrogate the topical issue, the Committee requested detailed memoranda from various stakeholders who also appeared before it to make oral presentations and to clarify issues arising therefrom. The Committee held ten meetings with stakeholders listed at Appendix II.

The Committee's Report is organised into two parts: Part I provides the background, the study's objectives, a summary of stakeholder submissions, and the Committee's observations and recommendations. Part II, on the other hand, contains the Committee's observations and recommendations on the Action-Taken Report on the Report of the Committee for the Fourth Session of the Thirteenth National Assembly.

The Committee is grateful to all stakeholders who tendered both written and oral submissions. The Committee also appreciates the services rendered by the Office of the Clerk of the National Assembly during its deliberations. The Committee further wishes to thank you, Madam Speaker, for affording it an opportunity to carry out its work.



Mr Chinga Miyutu, MP
CHAIRPERSON

April, 2026
LUSAKA

ACRONYMS

OAU	Organisation of African Unity
COR	Commissioner for Refugees
UNHCR	United Nations High Commissioner for Refugees
DJOCs	District Joint Operations Committees

1.0 COMPOSITION OF THE COMMITTEE

The Committee consisted of Mr Chinga Miyutu, MP(Chairperson); Mr Sunday Chanda, MP (Vice Chairperson); Mr Monty Chinkuli, MP; Dr Clement Andeleki, MP; Mr Emmanuel Musonda, MP; Mr Luka Simumba, MP; Mr Menyani Zulu, MP; Mr Lameck Hamwaata, MP; Dr Joseph S Munsanje, MP; and Mr Mulenga F Fube, MP.

PART I

2.0 CONSIDERATION OF THE TOPICAL ISSUE

2.1 THE STATE OF REFUGEES AND ASYLUM SEEKERS IN ZAMBIA

2.1.1 Background

Zambia's long history of hosting refugees and asylum seekers dates back to the 1940s, when the country known as Northern Rhodesia then, gave refuge to asylum seekers from Poland, displaced as a result of World War II. Since then, the country has hosted refugees from Angola; Burundi; Central African Republic; the Democratic Republic of Congo (DRC); Eritrea; Mozambique; Namibia; Rwanda; Somalia; South Africa; and Zimbabwe, among others. As of February 2023, the country hosted 82,729 refugees, former refugees, asylum seekers, and other persons of concern. By 2025, the country had hosted over 113,000 refugees and asylum seekers.

The long-standing practice of seeking asylum existed within a complex and evolving legal framework and institutional landscape. Despite the established framework, the context for the status of refugees in Zambia has not been static. The nature of displacements has been changing, with increasing numbers of urban refugees and asylum seekers from diverse new contexts.

In spite of Zambia's longstanding historical generosity to asylum seekers, the country has faced its own internal socio-economic challenges, which have strained resources and tested the limits of its generous asylum policy. Consequently, there have been gaps between the protective provisions of the law and their practical implementation on the ground, manifesting in challenges such as prolonged delays in status determination, constraints on freedom of movement, and limited access to livelihoods and full integration.

In view of the foregoing, the Committee on Legal Affairs, Human Rights and Governance resolved to evaluate laws; institutional capacity; socio-economic and security conditions; and existing challenges for refugees and asylum seekers.

2.1.2 Objectives

The objectives of the study were to appreciate the:

- (i) adequacy of the policy; legal framework; and its alignment with international standards;
- (ii) administration and the implementation framework of refugees and asylum seekers in Zambia;

- (iii) efficacy of institutions involved in the management of refugees and asylum seekers in Zambia;
- (iv) challenges, if any, faced by institutions mandated to deal with refugees and asylum seekers in Zambia; and
- (v) make recommendations on the way forward.

2.2 SUMMARY OF SUBMISSIONS FROM STAKEHOLDERS

The submissions made by the stakeholders are summarised below.

2.2.1 THE ADEQUACY OF THE POLICY, LEGAL FRAMEWORK AND ITS ALIGNMENT WITH INTERNATIONAL STANDARDS

The Committee was informed that the legal and policy framework governing refugees and asylum seekers in Zambia was founded on the *Constitution of Zambia, Chapter 1 of the Laws of Zambia*, which guaranteed fundamental human rights and freedoms applicable to all persons within the country, including refugees and asylum seekers. This framework was further reinforced by Zambia's international obligations under the United Nations Convention relating to the Status of Refugees of 1951 and its 1967 Protocol, as well as the 1969 Organisation of African Unity (OAU) Convention Governing the Specific Aspects of Refugee Problems in Africa. This collectively established standards for refugee protection; asylum; and the principle of non-refoulement.

Below is an assessment of the existing policy and legal framework in Zambia.

2.2.1.1 Policy Framework

The Committee learnt that policies for the management of refugees and asylum seekers included the underlisted:

(i) The National Refugee Policy 2023

The National Refugee Policy of 2023 was Zambia's first comprehensive policy and nationally coordinated policy framework for the management of asylum seekers. The policy promotes access to justice; provision of social services; and livelihood for refugees and asylum seekers. It further promotes peaceful coexistence between refugees and host communities through social and economic integration; and

(ii) The Global Compact on Refugees

Zambia subscribed to the Global Compact on Refugees, which promotes responsibility-sharing; protection of human rights; and durable solutions for refugees.

2.2.1.2 Legal and Regulatory Framework

The Committee was informed that Zambia had established rigorous pieces of legislation that governs the administration and protection of refugees and asylum seekers. These include, but not limited to the following:

(i) The Constitution of Zambia, Chapter 1 of the Laws of Zambia

The Constitution of Zambia is the supreme law of the land and provide for the overarching framework for the protection of fundamental rights and freedoms. *Article 11 of the Constitution*

of Zambia, Chapter 1 of the Laws of Zambia, guarantee fundamental rights and freedoms to all persons, irrespective of origin or nationality. Although the Constitution does not expressly make provision for refugees and asylum seekers, a number of its provisions, among them the right to life; protection from inhuman or degrading treatment; and equality before the law are, nonetheless, applicable to them.

(ii) *Refugees Act, No. 1 of 2017*

The Refugees Act, No. 1 of 2017 has established a comprehensive statutory framework governing the management of refugee affairs in Zambia. It has created the Office of the Commissioner for Refugees and delineated its mandate and functions, while providing for the recognition; protection; regulation; and control of refugees. The Act further articulate the rights and responsibilities of refugees and established the Refugees Fund as a financial mechanism to support refugee-related interventions. Most importantly, the legislation domesticates Zambia's international and regional obligations under the United Nations Convention Relating to the Status of Refugees of 1951 and its 1967 Protocol, as well as the Organisation of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa of 1969.

(iii) *Immigration and Deportation Act, No. 18 of 2010*

The Immigration and Deportation Act, No.18 of 2010, consolidates Zambia's immigration law into a coherent statutory framework governing the regulation and administration of immigration matters. The Act regulates the entry, stay and exit of persons in Zambia and provides for the control and deportation of prohibited immigrants.

(iv) *Children's Code Act, No. 12 of 2022*

The Act provides for the comprehensive protection of children, including children in transit. Section 16 of the Act provides for the protection of children seeking asylum or recognition as refugees.

(v) *Citizenship Act, No. 3 of 2016*

The Act governs the acquisition, deprivation and renunciation of Zambian citizenship. It applies to children of refugees and asylum seekers born in Zambia, who seek to apply for citizenship in accordance with Article 37 of the Constitution.

(vi) *Anti-Human Trafficking Act, No. 11 of 2008*

The Act addresses the prevention of human trafficking and has established protection mechanisms for victims, including undocumented migrants, women and children who may be at heightened risk.

2.2.2.3 Alignment with International Standards

Stakeholders submitted that the legal and policy framework governing refugees and asylum seekers in Zambia was generally adequate in terms of alignment with international and regional standards. Stakeholders further informed the Committee that the legal and policy framework addressed key areas such as refugee recognition, protection, documentation, movement, inclusion, and pathways to durable solutions.

Stakeholders further submitted that while the legal and policy framework was generally adequate and aligned with international and regional standards, there were a number of gaps, which included the following:

(i) Legal and Policy Harmonisation in Refugee Management

The Committee was informed that there was inadequate harmonisation between the *Refugees Act, No.1 of 2017* and the *Immigration and Deportation Act, No. 18 of 2020*. Stakeholders submitted that while the Refugee Act recognised asylum seekers as persons entitled to international protection, pending determination of their status, the *Immigration and Deportation Act* continued to classify them as undocumented non-citizens. Consequently, certifications issued by the Commissioner for Refugees were not recognised by the Immigration authorities and led to arrests of refugees.

(ii) Clarity on Freedom of Movement and Local Integration

Stakeholders submitted that the movement of refugees was restricted, as one had to use a mobility pass. However, a mobility pass was only granted for personal matters, such as medical reasons and not business. Additionally, the mobility pass had a maximum validity period of ninety days only.

(iii) Inadequate Subsidiary and Regulations

Stakeholders informed the Committee that the absence of subsidiary legislation, regulations, and detailed administrative guidelines undermined Zambia's commitment to supporting and protecting forcibly displaced and stateless people. They further submitted that there were numerous disagreements among various government institutions on how existing laws affecting asylum and refugees should be implemented, resulting in compound protection gaps.

2.2.2 ADMINISTRATION AND THE IMPLEMENTATION FRAMEWORK OF REFUGEES AND ASYLUM SEEKERS IN ZAMBIA

The Committee was informed that the administration of refugees and asylum seekers in Zambia involved several institutions with cross-cutting mandates. The institutions and players included, but were not limited to the following:

(i) The Ministry of Home Affairs and Internal Security

In accordance with Gazette Notice No. 1123 of 2021, the Ministry of Home Affairs and Internal Security has the primary responsibility for internal security and overall oversight of refugee administration. Its mandate includes, *inter alia*, the following:

- a) formulation and implementation of the legal and policy framework;
- b) establishment of the ministerial steering committee that guided and monitored the inclusion of Persons of Concern into national development systems; and
- c) Designation of refugee settlements and reception centres.

(ii) Office of the Commissioner for Refugees

The Commissioner for Refugees (COR), is responsible for registering refugees and asylum seekers; facilitating protection services; and coordinating settlement management.

(iii) Refugee Status Determination Committee

The Refugee Status Determination Committee evaluates asylum claims and determines eligibility for refugee status, in accordance with national and international law.

(iv) Department of Immigration

The Department regulates entry, stay and exit of persons in Zambia. Section 2 of the Refugees Act designates Immigration Officers as authorised officers responsible for the enforcement of the Act, including the issuance of asylum seeker permits and enforcement of expulsion orders.

(v) Ministry of Finance and National Planning

The Ministry ensures that refugee policy implementation is supported by adequate financial and planning frameworks through the mobilisation of financial resources and effective implementation of the policy.

(vi) Ministry of Local Government and Rural Development

The Ministry is responsible for human settlement planning and local development in both rural and urban areas. Further, the Ministry facilitates the provision of adequate and safe trading spaces for refugees within settlements and nearby towns.

(vii) Human Rights Commission

The Commission has a constitutional mandate to promote and protect fundamental rights and freedoms, including those of refugees and asylum seekers, through investigations, inspections of detention facilities, and advocacy.

(viii) Traditional Leaders

Traditional leaders play an important role in promoting social cohesion and peaceful coexistence between refugees and host communities, particularly in areas surrounding refugee settlements. Traditional leaders also facilitated community acceptance and integration of refugees by engaging host communities.

(ix) Cooperating Partners

Cooperating partners play a central support role of complementing government capacity through funding, technical expertise and programme implementation. Key partners include the United Nations High Commissioner for Refugees (UNHCR); the United Nations Population Fund (UNFPA); the United Nations Development Programme (UNDP); and Non-Governmental Organisations.

The Committee was informed that Zambia had made strides to establish a structured institutional framework for the administration and implementation of refugee protection. Further, there were established national coordination and referral arrangements, including the inclusion of refugees and asylum-seekers within the National Referral Mechanism for the Protection of Vulnerable Migrants, as well as steps taken to strengthen cross-government engagement through the National Refugee Policy and its Implementation Plan.

However, other stakeholders submitted that, notwithstanding this framework, challenges have persisted in the effective application of institutional arrangements. Some of the

challenges with respect to operational implementation, administrative processes, and inter-agency coordination included, but were not limited to the following:

(a) Administrative Capacity and Procedural Efficiency

Stakeholders submitted that the asylum system continues to face a growing backlog, particularly in registration, Refugee Status Determination (RSD), and related case management processes. This accumulation has progressively constrained timely access to asylum and international protection.

The Committee learnt that registration timelines are affected by a range of operational and systemic factors. These include geographic and logistical constraints, existing processing backlog and competing operational demands placed on registration officers. Additional challenges relate to limitations in equipment, connectivity, and access to registration systems. The Committee further noted delays arising from security screening and inter-agency clearance processes conducted at district level through District Joint Operations Committees (DJOCs), which contribute to extended processing timelines.

(b) Integrity and Safeguards in Asylum Processing

Stakeholders raised concerns regarding weaknesses in identity management, fraud prevention, protection from sexual exploitation and abuse (PSEA), and data protection frameworks. They emphasised the need for strengthened, systematic, and well-governed safeguards to uphold the integrity of asylum procedures.

The Committee was informed that in September 2024, the Office of the Commissioner for Refugees (COR) experienced a significant institutional disruption following investigations into the integrity of certain asylum-related processes. This led to a temporary suspension of operations, adversely affecting the registration of new arrivals, the conduct of refugee status determination, and the issuance of documentation necessary for refugees and asylum-seekers to exercise their rights, including freedom of movement.

(c) Consistency in Access to Asylum Procedures

While Zambia's obligations under international refugee law, particularly with respect to access to asylum, exclusion and cessation safeguards, and the principle of non-refoulement, are reflected in the Refugees Act, No. 1 of 2017, stakeholders observed inconsistencies in their practical application.

The Committee was informed that, in certain instances, access to asylum procedures had been restricted based on profiling or perceived security risks, rather than through individualised assessments conducted in accordance with established legal procedures. This approach risks undermining the right to seek asylum and circumvents safeguards intended to address security concerns through established exclusion mechanisms.

(d) Understanding and Application of Refugee Law Principles by Frontline Actors

Stakeholders submitted that inconsistencies in the application of protection safeguards are partly attributable to uneven understanding and operationalisation of refugee law principles among frontline actors. These include agencies involved in migration control, law enforcement, and local coordination structures such as DJOCs.

The Committee noted that key principles, including non-penalisation for illegal entry and non-refoulement, are not consistently applied. Consequently, asylum-seekers have, in some cases, been subjected to arrest, detention, or removal in situations where protection safeguards should have been upheld, often necessitating direct intervention by the COR to ensure compliance with established protection standards.

(e) Whole-of-Government Ownership and Functional Coordination

Stakeholders identified limited whole-of-Government ownership as a central institutional challenge affecting the implementation of the National Refugee Policy. Although the Policy envisages shared responsibility across Government institutions for refugee protection, inclusion, and self-reliance, the Committee learnt that, in practice, refugee matters are frequently perceived as the sole responsibility of the Office of the COR and its cooperating partners.

The Committee observed that awareness and operational ownership of the Policy's objectives among Ministries, Departments, and Agencies (MDAs) remain uneven. As a result, refugees are often excluded from mainstream service delivery systems and regulatory frameworks, thereby constraining effective implementation of the Policy beyond refugee-specific interventions.

(f) Financial Sustainability and Whole-of-Government Resourcing

Stakeholders submitted that the Office of the Commissioner for Refugees continues to rely significantly on external financing to execute its statutory mandate, with a substantial proportion of operational costs supported by cooperating partners, including UNHCR and the World Bank. This support has been instrumental in sustaining refugee protection functions and advancing reforms under the National Refugee Policy.

However, the Committee was informed that in the context of declining global humanitarian financing, this funding model presents structural vulnerabilities. Heavy reliance on external resources undermines planning certainty, constrains institutional autonomy, and limits the Government's capacity to make sustained investments in human resources, systems development, and service delivery.

2.2.3 EFFICACY OF INSTITUTIONS INVOLVED IN THE MANAGEMENT OF REFUGEES AND ASYLUM SEEKERS IN ZAMBIA

The Committee was informed that the management of refugees and asylum seekers was carried out through a coordinated system involving institutions listed at 2.2.2 above. The effectiveness of these institutions was critical to ensuring protection, social stability and sustainable development of host countries. Stakeholders submitted that assessing the efficacy of the institutions required examining whether or not they were implementing refugee laws and policies as intended, delivering protection and services in a coordinated manner.

The Committee was informed that some of the achievements of the institutions responsible for refugee management and asylum seekers included, *inter alia*, the following:

- (i) passing of the *Refugees Act, No. 1 of 2017*, which established a Refugee Fund, which was intended to support relief aid for refugees, and the establishment of refugee settlements and programmes for their welfare;
- (ii) development and launch of Zambia's first National Refugee Policy and Implementation Plan. This policy, led by the Government through the Office of the COR, with technical support from UNHCR, marked a major shift from short-term humanitarian management of refugees towards a long-term inclusion in national development systems;
- (iii) providing access to justice through national courts, but was limited by a shortage of legal aid, weak referral systems and low awareness among refugees on how to seek help. This made it difficult for refugees and asylum seekers to seek legal help;
- (iv) transformation of Meheba; Mayukwayukwa; and Mantapala refugee settlements into economic hubs. This strategy supported refugee self-reliance; strengthened livelihoods; and benefited surrounding host communities; and
- (v) effectiveness of Zambia's refugee institutions was also reflected in their coordination mechanisms and accountability structures. The Office of COR worked closely with sector ministries, as well as the UN agencies and implementing partners. This collaboration ensured that protection; livelihoods; education; health; and environmental sustainability were addressed together.

2.2.4 CHALLENGES FACED BY INSTITUTIONS MANDATED TO DEAL WITH REFUGES AND ASYLUM SEEKERS IN ZAMBIA

(i) Inadequate Infrastructure and Management Systems

The Committee learnt that inadequate infrastructure and management systems, due to low investments, especially at entry points, the reception and admission of refugees into the country posed as the major challenges. Additionally, there were inadequately trained officers at the border points and reception centres, leading to an increase in unlawful arrests, refoulement and unfair detentions. Further, weak data systems; limited evidence-based planning; accountability; and service availability.

(ii) Lack of harmonisation of the Immigration and Refugee Acts

Stakeholders informed the Committee that the *Immigration and Deportation Act*, granted significant enforcement powers that sometimes conflicted with refugee protections, particularly at border crossings and in detention contexts.

(iii) Limited Staffing and Capacity

The Committee was informed that there were inadequate numbers of officers with specialised training and sufficient knowledge in refugee and asylum matters, particularly at points of entry, including reception centres. The capacity gap adversely affected the effective reception, admission and protection of refugees and asylum seekers.

(iv) Restrictive Movement and Access to Services

Stakeholders submitted that despite Zambia's international obligations, restrictions on freedom of movement continued to frustrate refugees as it limited their access to

employment and livelihoods. Informal work and economic participation remained limited due to regulatory uncertainty, despite ongoing livelihood programmes. Social service provision in the settlement was available but inadequate due to surging numbers of refugees.

(v) Discrepancies between Policy and Implementation

Stakeholders submitted that discrepancies among Government agencies on the implementation of existing laws affected asylum and refugee management compounded protection gaps. They further informed the Committee that despite the Government formulating the National Refugee Policy of 2024, its implementation, with respect to asylum access, though theoretically available, certain vulnerable groups, such as those facing persecution based on sexual orientation and gender identity, still encountered obstacles.

(vi) Insufficient Resource Allocation

Stakeholders submitted that persistent funding constraints continued to undermine the effective delivery of services for refugees and asylum seekers, with direct implications for the enjoyment of their fundamental rights. Inadequate and unpredictable financing affected the state's capacity to ensure timely reception; protection; documentation; and provision of basic services such as food and healthcare products.

The Committee learnt that in 2025, the UNHCR estimated that Zambia needed US\$ 26 million to cover the basic needs of refugees. Out of this amount, donors contributed US\$ 9million, representing 38 per cent of the total amount required to sustain refugees across the country. Stakeholders informed the Committee that the 2025 National budget allocated K4,386,434, which fell short of bridging the gap between the estimated needs and the funds received from donors.

(vii) Porous Borders and Mixed-Migration Dynamics

Stakeholders submitted that porous borders caused trafficking and irregular migration, resulting in limited screening capacity. Further, the majority of foreign nationals seeking asylum in Zambia were economic migrants and not actually seeking refuge. The status of refugee was used as a means to remain in Zambia.

(viii) Public Perception and Security

Stakeholders submitted that public perception and security concerns could affect political and community support, especially in areas where host communities had challenges such as competition for land; services; and employment.

2.2.5 RECOMMENDATIONS AND WAY FORWARD

To address the challenges outlined above and improve the administration and management of refugees and asylum seekers, stakeholders were of the view that the Government needed to undertake pragmatic measures. They, therefore, made recommendations as set out below.

(i) Alignment between Refugee and Immigration Laws

The Government should amend the *Immigration and Deportation Act* to expressly recognise refugees and asylum seekers as a distinct legal category and to provide refugee-specific

procedural safeguards and align enforcement powers with the protections under the Refugees Act.

(ii) Reform the Restrictive Encampment and Freedom of Movement Regime

The Government should review and progressively withdraw the reservation to Article 26 of the 1951 Convention and reform section 63 of the *Refugees Act* to support a phased transition from mandatory encampment to an integrated off-camp model that would balance security with rights and protection.

(iii) Ensure Full Realisation of the Right to Work

The Government should amend labour laws to expressly recognise the right of recognised refugees to work and engage in self-employment; streamline work permit procedures; and harmonise labour regulation with refugee protection standards.

(iv) Fully utilise Refugee Economic Potential

The Government should reform business, taxation, and licensing frameworks to facilitate the formalisation of refugee enterprises and employment, ensuring inclusion in national revenue systems and alignment with the Eighth National Development Plan.

(v) Decentralise the Office of the Commissioner for Refugees

The Government should decentralise the Office of the COR and other relevant refugee protection agencies to key entry points, including Mpulungu, Nakonde, Kipushi, and Nchelenge. Establishing a permanent or semi-permanent presence at these locations would strengthen early identification, registration, and protection of asylum seekers; improve inter-agency coordination, and ensure timely access to asylum procedures upon entry into the country.

(vi) Review and Strengthen Local Integration

The Government should review and strengthen local integration policies to expand access to permanent residency and long-term integration pathways for refugees who were unwilling or unable to obtain national passports from their countries of origin. Policy and administrative frameworks should ensure that the absence of a foreign passport does not undermine their legal status; protection; or enjoyment of rights, including the ability to work; access services, and participate fully in Zambia's social and economic life.

(vii) Revise the *Citizenship Act, No.3 of 2016*

There was a need to revise the *Citizenship Act* or the Constitution to grant automatic Zambian citizenship to children born in Zambia to refugee parents who had legally resided in the country for a specified period. This measure would help prevent statelessness and bring Zambia's legal framework in line with international human rights standards.

(viii) Strengthen Institutional Capacity

The Government should strengthen institutional capacity by investing in targeted training, adequate staffing, and sustainable resource allocation. The Government should enhance capacity-building and sensitisation programs for law enforcement institutions, particularly the Zambia Police Service and the Department of Immigration, to strengthen understanding of the legal distinction between asylum seekers and irregular migrants.

(ix) Establishment of a Formal Inter-ministerial Coordination Mechanism

The Government should, as a matter of urgency, establish a formal Inter-Ministerial Coordination Mechanism. The mechanism should be anchored in legislation to promote coherent planning, information sharing, and implementation across institutions.

2.3 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Having considered the submissions from various stakeholders, the Committee makes the following observations and recommendations:

(i) Harmonisation of the Refugees Act, No. 1 of 2017 and the Immigration and Deportation Act, No. 18 of 2010

The Committee observes that longstanding overlaps and inconsistencies exist between the Refugees Act, No. 1 of 2017 and the Immigration and Deportation Act, No. 18 of 2010, particularly regarding the treatment of asylum seekers and refugees. While the Refugees Act recognises asylum seekers as persons entitled to international protection pending status determination, the Immigration framework has historically treated such individuals as undocumented immigrants, thereby exposing them to detention, deportation, and other enforcement measures inconsistent with refugee protection principles.

The Committee notes that the National Assembly is currently considering the Immigration Control Bill No. 18 of 2025, which seeks to repeal and replace the existing law and introduce a modernised immigration framework that recognises asylum seekers and refugees. This presents a critical opportunity to address the identified legal inconsistencies. Notwithstanding this progress, the Committee is of the view that deliberate and comprehensive harmonisation remains necessary to ensure legal coherence, operational clarity, and effective protection.

The Committee, therefore, recommends that the proposed Immigration Control framework should incorporate clear and mandatory screening and referral mechanisms at points of entry and during enforcement operations, requiring immigration officers to suspend detention or removal where an individual expresses a fear of persecution or an intention to seek asylum, pending determination under the Refugees Act. Further, institutional coordination between immigration authorities and refugee protection institutions should be strengthened to ensure recognition of documentation issued under the Refugees Act and to prevent wrongful detention or deportation.

The Committee furthermore, recommends that the Refugees Act, No. 1 of 2017 should be reviewed to extend protection to persons who have expressed an intention to seek asylum or who may reasonably require international protection, even prior to formal registration. The Refugees Act should further be reviewed to provide for the recognition and regulation of urban refugees, introduce safeguards against statelessness, and explicitly codify the principle of non-refoulement in clear and unequivocal terms.

The Act should explicitly provide that protection from refoulement applies from the moment a protection need is indicated and continues throughout the registration and determination process.

(ii) Increase Budgetary Allocations to Refugee-Mandated Institutions

The Committee observes that persistent underfunding and over-reliance on cooperating partners continue to undermine the effective delivery of services to refugees and asylum seekers. This has direct implications for the realisation of their fundamental rights. Additionally, inadequate funding of refugee settlements contributes to secondary movement into urban areas in search of livelihoods.

The Committee recommends that Government should increase budgetary allocations to refugee-mandated institutions, particularly the Office of the Commissioner for Refugees (COR), to enhance sustainability and reduce reliance on external partners. Priority should be given to the recruitment, training, and retention of specialised personnel.

(iii) Decentralisation of the Office of the Commissioner for Refugees

The Committee observes that the centralised structure of the Office of the COR contributes to delays in registration, challenges in status verification, and inconsistent application of refugee protection safeguards. These challenges are further compounded by parallel documentation systems between the COR and the Department of Immigration.

The Committee recommends that Government should decentralise the Office of the COR and related refugee protection functions to key entry points, including Mpulungu, Nakonde, Kipushi, and Nchelenge. Establishing a permanent or semi-permanent presence at these locations will enhance early identification, registration, and protection of asylum seekers. In addition, coordination between the COR and the Department of Immigration should be strengthened to ensure coherence in documentation and service delivery.

(iv) Strengthen Staffing and Institutional Capacity

The Committee observes that there is a shortage of adequately trained personnel with specialised expertise in refugee and asylum matters, coupled with broader institutional capacity constraints, including inadequate infrastructure.

The Committee, therefore, recommends that Government should strengthen institutional capacity through targeted investment in staffing, infrastructure, and ICT systems. In addition, comprehensive training programmes should be implemented for frontline officers, focusing on national asylum laws, international protection obligations, and standardised procedures for identification, screening, referral, and case management.

(v) Prioritise Targeted Harmonisation of Laws and Policies

The Committee observes inconsistencies across legal and policy frameworks relating to civil registration, documentation, labour and employment, access to social protection, and essential services for refugees and asylum seekers.

The Committee recommends that Government should prioritise the harmonisation of relevant laws and policies as outlined in the National Refugee Policy and its Implementation Plan to ensure coherence, inclusion, and effective service delivery.

(vi) Institutional Coordination and Data Systems

The Committee observes weak coordination among key institutions, including the Office of the COR, the Department of Immigration, and other relevant Ministries, Departments, and Agencies. This is compounded by inadequate data collection and documentation systems.

The Committee therefore, recommends that Government should strengthen and institutionalise coordination mechanisms among all relevant institutions involved in refugee management. Further, Investment should be made in modern, integrated data management and documentation systems to enhance planning, accountability, and service delivery.

(vii) Promote Public Awareness and Social Cohesion

The Committee observes that negative public perceptions, coupled with competition over land, services, and employment, may contribute to tensions between host communities and refugees.

The Committee therefore, recommends that Government should implement public awareness programmes and strengthen community-based integration initiatives within refugee-hosting areas. These efforts should promote social cohesion, mutual understanding, and inclusive local development.

(viii) Porous Borders and Mixed Migration Dynamics

The Committee observes that porous borders expose the country to risks associated with irregular migration and human trafficking, while also straining screening and protection systems. The Committee further notes that mixed migration flows complicate the distinction between asylum seekers and economic migrants.

The Committee recommends that Government should strengthen border management through investment in infrastructure, enhanced surveillance, and deployment of adequate personnel. Furthermore, intelligence-sharing mechanisms should be reinforced to support effective migration management. Screening systems should also be strengthened to ensure that persons in need of international protection are identified and processed in accordance with the law, while maintaining the integrity of the asylum system.

PART II

3.0 CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE REPORT OF THE COMMITTEE ON LEGAL AFFAIRS, HUMAN RIGHTS AND GOVERNANCE FOR THE FOURTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

3.1 REVIEW OF LEGISLATION GOVERNING EMERGENCY SITUATIONS IN ZAMBIA

3.1.1 Establishment of a Disaster Operations Fund under the Zambia Police Service

The Committee had, strongly recommended that the Zambia Police Act be reviewed to provide for the establishment of a Disaster Operations Fund to ensure that the Police had sufficient resources to enhance coordinated response and capacity building, through preparatory measures, especially on health-related emergencies, and also to enhance their ability to respond to disasters timeously. The Committee also recommended that the Zambia

Police be provided with emergency support vehicles such as ambulances and toll trucks, and air support especially those along highways.

Executive's Response

It was reported in the Action-Taken Report that the Government was in support of the establishment of a Disaster Operations Fund under the Zambia Police Service and supported the proposal to review the *Zambia Police Act* to provide for its creation. The Executive further reported that the Treasury remained committed to ensure timely funding for such initiatives. The Government affirmed that modern policing was beyond law enforcement but also included providing community services, especially in times of crisis. The ongoing review of the Zambia Police Act presented a timely opportunity to institutionalise this fund and enhance the police's disaster response capabilities.

Committee's Observations and Recommendations

The Committee notes the response and urges the Executive to ensure that the *Zambia Police Act* is reviewed to provide for the establishment of a Disaster Operations Fund under the Zambia Police Service. The Committee resolves to await a progress report on the matter.

3.1.2 Involvement of the Non-State Actors in the Review and Technical Processes of Emergency Legislation

The Committee had recommended that legislation governing emergencies and States of Emergency be reviewed to include non-state actors to harmonise efforts in addressing emergencies for the best interest of the public, as this would aid in harnessing resources and developing contingency plans.

Executive's Response

It was reported in the Action-Taken Report that the Executive acknowledged the need to review legislation governing emergencies and States of Emergency to include non-state actors in order to harmonise efforts in addressing emergencies for the best interest of the Public. The Executive stated that emergencies and States of Emergency were governed, mainly, by Articles 30 and 31 of the *Constitution of Zambia, Chapter 1 of the Laws of Zambia*; supported by the *Preservation of Public Security Act, Chapter 112 of the Laws of Zambia*; the *Emergency Powers Act, Chapter 108 of the Laws of Zambia*; the *Disaster Management Act, No.13 of 2010*; and the *Zambia National Public Health Act, No.19*. These provided the legal framework for handling war, natural disasters, pandemics and other crises.

Committee's Observations and Recommendations

The Committee takes note of the response and urges the Executive to ensure that legislation governing emergencies and States of Emergency is reviewed to align the various provisions to the subsisting realities for the best interest of the public. The Committee resolves to await a progress report on the matter.

3.1.3 Establishing Sufficient Oversight Mechanisms

The Committee had recommended that to enhance accountability and safeguard against potential misuse of Executive authority, sufficient oversight mechanisms should be incorporated in the Constitution and other enabling allied legislations, through review and amendments, to ensure provisions on declaration of state of emergencies so that they are not prone to abuse.

Executive's Response

It was reported in the Action-Taken -Report that the Ministry of Home Affairs and Internal Security, in collaboration with the Ministry of Justice, had initiated the review of the *Zambia Police Act, Chapter 107 of the Laws of Zambia*. A draft layman's Bill subject to consultations with stakeholders, was developed. The Bill provided for the establishment of a Disaster Operations Fund under the Zambia Police Service.

The Executive further submitted that all sectors had functional oversight mechanisms such as monitoring and forecasting systems. Disaster Management and Mitigation Unit (DMMU) had developed an integrated national multi-hazard early warning system called the AWARE system with the help of International Water Management Institute (IWMI). The system had flood and drought hazards being monitored and forecasted. The system was yet to integrate other hazards to it. Training of users had not been done yet as the MoU between IWMI and DMMU was recently signed and the plan on how the trainings would be done had not been concluded.

Committee's Observations and Recommendations

The Committee takes note of the response and urges the Executive to incorporate sufficient oversight mechanisms in the Constitution in order to enhance accountability and safeguard against potential misuse of Executive authority. In addition, training of users for the national multi-hazard early warning system known as AWARE should be done to equip them with the necessary skills to handle emergencies. The Committee, therefore, resolves to await a progress report on the matter.

3.1.4 Establishment of Existing Fire Section in The Local Authorities into Fully Fledged Fire Department

The Committee had urged the Executive to enhance operational efficiency and effectiveness in Local Authorities, by converting the existing fire sections into fully-fledged Fire Departments. This transition would allow for better resource allocation, specialised training, and improved emergency response coordination. A dedicated Fire Department would have the authority to implement advanced fire prevention programs; modernise equipment; and establish clear command structures; and ensure quicker and more organised responses to emergencies.

Executive's Response

It was reported in the Action-Taken- Report that the Government supported the Committee's recommendation to convert the existing fire sections into fully-fledged departments in the local authorities. Fully-fledged fire departments would enhance the capacity of local authorities to respond to fire emergencies in an effective manner and to the satisfaction of all citizens in the country. The Committee was informed that the recommendation would be implemented as soon as Treasury Authority was granted.

Committee's Observations and Recommendations

The Committee takes note of response and urges the Executive to ensure that it allocates funds to local authorities for converting the fire station into full-fledged Fire Departments, in order to enhance operational efficiency, effectiveness and improved emergency response coordination.

3.1.5 Improvement and Enhancement of Early Warning Systems

The Committee had urged the Executive to improve and enhance early warning systems during public emergencies by ensuring that local authorities invested in advanced technology, such as artificial intelligence powered monitoring tools; automated alert systems and real-time data analysis platforms. Integration of these systems with existing communication networks such as mobile alerts, social media and emergency broadcast channels would ensure rapid and widespread dissemination of critical information.

Executive's Response

It was reported in the Action-Taken-Report that to improve and enhance early warning systems during public emergencies, DMMU and other stakeholders such as the Zambia Environmental Management Agency in the Ministry of Green Environment and Economy, were investing in early warning systems. The investment was across the entire value chain of the people-centred early warning system such as risk knowledge; monitoring and observation of precursors; dissemination and communication; and capacity to respond.

Further, DMMU, in collaboration with cooperating partners, had been disseminating and communicating early warning information to communities at risk, and plans were underway for DMMU to have a platform for bulk dissemination of early warning advisories. Furthermore, DMMU in collaboration with the United Nations for Disaster Risk Reduction and African Union, was to launch early warning for all programmes on 26th September, 2025 which was expected to accelerate the implementation of multi-hazard early warning systems in the country. The launch, with the help of the United Nations System across the value chain of the people-centred early warning system, would enhance investment in new technologies in Early Warning Systems.

The Committee was informed that systems such as the Finance-Based Forecasting FBF and the Impact-Based Forecasting IBF, had been developed to provide real-time monitoring of riverine floods. The Zambia Meteorological Department had been expanding its observation network for climate information but still need more investment.

Committee's Observations and Recommendations

The committee takes note of the response and urges the Executive to improve and enhance early warning systems during public emergencies by investing in advanced technology such as Artificial Intelligence Powered Monitoring Tools; automated alert systems; and real-time data analysis platforms. The Committee resolves to await a progress report on the matter.

3.1.6 Consolidation of Emergency Laws

The Committee had urged the Government to consolidate existing laws governing emergencies into a unified and coherent legal framework, as fragmented regulations across different agencies could lead to overlaps, gaps and inefficiencies during crises. The Committee observed that a consolidated legal structure would ensure clarity, consistency, and seamless coordination among stakeholders. This framework should define clear roles, responsibilities, and protocols for disaster management, public safety, and emergency response while incorporating provisions for modern threats such as cyber incidents and pandemics.

Executive's Response

It was reported in the Action-Taken Report that the Government recognised the importance of consolidating emergency-related legislation into a unified framework to streamline operations, clarify mandates, and enhance accountability across sectors. While DMMU had made strides in harmonising operational protocols with line ministries and non-state actors, particularly through the development of the National Preparedness Plan and activation of Technical Committees and Disaster Management Councils, the formal codification of all emergency laws remained a cross-sectoral undertaking.

The Executive further stated that significant progress had been made through the enactment of the *Zambia National Public Health Institute (ZNPHI) Act, No. 19 of 2020*, which provided a robust legal foundation for public health emergency coordination. The Act established the Public Health Emergency Operations Centre (PHEOC), which functioned under the Incident Management System (IMS) and linked to the DMMU Emergency Operations Centre, ensuring integrated response mechanisms across sectors.

In addition, the institutionalisation of the One Health approach anchored in the ZNPHI Act, had led to the formation of multisectoral coordination structures at national, provincial, and district levels. These included the One Health Coordinating Committee (OHCC), Technical Working Groups (TWGs), and the development of a draft Policy Framework for One Health Coordination and Advocacy, under review by relevant ministries.

The Executive in its response further stated that the comprehensive codification of emergency legislation into a single legal instrument fell under the mandate of the Ministry of Justice. The DMMU would continue to collaborate with the Ministry of Justice and other stakeholders to support the process, ensure that the resulting framework reflected the realities of multi-hazard emergency management and aligned with international best practices.

Committee's Observations and Recommendations

The Committee observes that fragmented regulations across different agencies lead to overlaps, gaps, and inefficiencies during crises. The Committee therefore, urges the Executive to strengthen emergency preparedness and responses by consolidating existing laws governing emergencies into a unified and coherent legal framework. The Committee resolves to await a progress report on the matter.

3.1.7 Amendment of the Emergency Powers Act, Chapter 108

The Committee had recommended that all existing legislation related to emergencies should be reviewed and harmonised. This included integrating provisions from related laws that addressed natural disasters, public health crises and other emergencies into a cohesive framework.

Executive's Response

It was reported in the Action-Taken Report that contingent stakeholder consultations and recommendations on provisions for related laws that addressed natural disasters, public health crises and other emergencies would be harmonised when undertaking the review of the existing legislation related to emergencies.

Committee's Observations and Recommendations

The Committee takes note of the response and urges the Executive to ensure that existing legislation related to emergencies are reviewed and harmonised timely. The Committee resolves to await a progress report on the matter.

3.1.8 Harmonisation of Emergency Legislation

The Committee had strongly recommended that all existing legislation related to emergencies should be reviewed and harmonised. This included integrating provisions from related laws that addressed natural disasters, public health crises, and other emergencies into a cohesive framework.

Executive's Response

It was reported in the Action-Taken Report the stakeholder consultations and recommendations on the provisions for related laws that addressed natural disasters, public health crises and other emergencies would be harmonised when undertaking the review of the existing legislation related to emergencies.

Committee's Observations and Recommendations

The Committee takes note of the response and urges the Executive to ensure that provisions for related laws that address natural disasters, public health crises and other emergencies are harmonised when undertaking the review of the existing legislation related to emergencies. The Committee resolves to await a progress report on the matter.

3.1.9 Comprehensive Definition of Emergencies

The Committee had urged the Executive to ensure that the *Emergency Powers Act* was amended to encapsulate a wider array of emergencies, including but not limited to political, natural and public health emergencies.

Executive's Response

It was reported in the Action-Taken Report that careful consideration would be made when reviewing the *Emergency Powers Act* to ensure that a wider array of crises, including but not limited to political, natural and public health emergencies were taken on board when amending *the Emergence Powers Act*.

Committee's Observation and Recommendations

The Committee notes the response and resolves to await a progress report on the matter.

3.1.10 Codification into One Legislative Framework

The Committee had advocated for the consolidation of all related emergency regulations into a single, comprehensive piece of legislation, the amended Emergency Powers Act. This would ensure clarity, consistency and efficiency in the management of emergencies. The Committee stated that by implementing these recommendations, the Act would be better equipped to address the complexities and varied nature of emergencies.

Executive's Response

It was reported in the Action-Taken Report that Government recognised the importance of consolidating emergency-related legislation into a unified framework to streamline operations, clarify mandates, and enhance accountability across sectors. The Executive

stated that while DMMU had made strides in harmonising operational protocols with line ministries and non-state actors particularly through the development of the National Preparedness Plan and activation of Technical Committees and Disaster Management Councils, the formal codification of all emergency laws remained a cross-sectoral undertaking.

The Executive further submitted that significant progress had been made through the enactment of the *Zambia National Public Health Institute (ZNPFI) Act, No. 19 of 2020*, which provided a robust legal foundation for public health emergency coordination. The Act established the Public Health Emergency Operations Centre (PHEOC), which functioned under the Incident Management System (IMS) and was linked to the DMMU Emergency Operations Centre, ensuring integrated response mechanisms across sectors.

The Executive in its response further stated that the comprehensive codification of emergency legislation into a single legal instrument was under the mandate of the Ministry of Justice. The DMMU would continue to collaborate with the Ministry and other stakeholders to support this process, ensuring that the resulting framework reflects the realities of multi-hazard emergency management and aligns with international best practices.

Committee's Observation and Recommendations

The Committee notes the response and urges the Executive, through the Ministry of Justice, in collaboration with DMMU and relevant stakeholders to expedite the consolidation and codification of emergency-related laws into a unified legal framework to enhance coordination, clarity of mandate and enhance accountability across sectors. The Committee resolves to await a progress report on the matter.

3.1.11 Establishment of a National Integrated Emergency Management Framework

The Committee had urged the Executive to establish a National Integrated Emergency Management Framework to harmonise the emergency declaration processes and durations across the various Acts.

Executive's Response

It was reported in the Action-Taken -Report that Government had been working on the formulation of a National Integrated Emergency Management Framework to streamline emergency declaration procedures and harmonise response timelines across the Disaster Management Act; Water Resources Management Act; and Food Reserve Act. The Executive stated that the framework would establish a unified protocol for declaring emergencies, supported by a central coordinating authority, to reduce fragmentation and ensure timely, coherent action across sectors.

Committee's Observation and Recommendations

The Committee notes the response and resolves to await a progress report on the formulation of a National Integrated Emergency Management Framework to streamline emergency declaration procedures and harmonise response timelines.

3.1.12 Strengthening of cross-sectoral coordination among key institutions, including the Defence forces, Disaster Management and Mitigation Unit, Water Resources Management Authority, and the Food Reserve Agency

The Committee had urged the Executive to provide clear definition of protocols for joint planning, resource mobilisation, and implementation of responses to emergencies affecting multiple sectors.

Executive's Response

It was reported in the Action-Taken Report that the Executive acknowledged the importance of strengthening cross-sectoral coordination among key institutions in emergency management. The Executive submitted that, in addition to the proposed amendments to the *Water Resources Management Act, No. 21 of 2011* aimed at enhancing WARMA's capacity to respond to water-related emergencies, the Government had been exploring mechanisms to institutionalise collaboration among the Defence Forces, DMMU, WARMA, and Food Reserve Agency. This included the potential formation of a National Emergency Coordination Taskforce with clearly defined roles, shared communication platforms, and regular joint simulation exercises. These efforts aimed to build interoperability, trust, and operational synergy across sectors to ensure a unified and effective response to national emergencies.

Committee's Observations and Recommendations

The Committee notes the response and resolves to await a progress report on the amendment of the *Water Resources Management Act, No. 21 of 2011*; implementation of mechanisms to institutionalise collaboration among the Defence Forces; DMMU; WARMA; and Food Reserve Agency and the formation of a National Emergency Coordination Taskforce.

3.1.13 Clear Definition of Protocols for Joint Planning, Resource Mobilisation, and Implementation of Responses to Emergencies Affecting Multiple Sectors

Following the overlapping authorities and fragmented approaches in the declaration and management of emergencies across the agencies operating under the Disaster Management Act, Water Resources Management Act and the Food Reserve Act, and the potential for duplication of efforts, inconsistencies in emergency declarations, and challenges in coordinating multi-sectoral responses.

The Committee had made the following recommendations:

- (i) establishment of a National Integrated Emergency Management Framework to harmonise the emergency declaration processes and durations across the various Acts;
- (ii) strengthening of cross-sectoral coordination among key institutions, including the defence forces; Disaster Management and Mitigation Unit; Water Resources Management Authority; and the Food Reserve Agency;
- (iii) clear definition of protocols for joint planning, resource mobilisation, and implementation of responses to emergencies affecting multiple sectors; and
- (iv) promotion of localised response capacities by incorporating decentralised structures for all types of emergencies, ensuring that communities are well-prepared to handle

Executive's Response

It was reported in the Action-Taken Report that the Government acknowledged the importance of establishing clear and standardised protocols for joint planning, resource mobilisation, and coordinated implementation of emergency responses across multiple sectors. In this regard, efforts had been underway to develop a National Integrated Emergency Management Framework, which included:

- (i) defined triggers for activation of joint emergency responses;
- (ii) clear designation of lead agencies based on the nature and typology of the emergency;
- (iii) establishment of pooled funding mechanisms to enable rapid mobilisation and deployment of resources; and
- (iv) integration with existing sectoral contingency plans and risk assessments to ensure coherence and operational synergy.

These protocols had been developed in consultation with key institutions such as the Disaster Management and Mitigation Unit (DMMU); Water Resources Management Authority (WARMA); Food Reserve Agency (FRA); and the Defence Forces to ensure a unified and effective national response system.

Committee's observations and recommendations

The Committee notes the response and resolves to await a progress report on the matter.

3.1.14 The Role of Decentralised Structures in Emergencies Preparedness

The Committee had recommended that Emergency Powers Act should be amended to encapsulate a wider array of emergencies, including but not limited to political, natural, and public health emergencies. Promotion of localised response capacities by incorporating decentralised structures for all types of emergencies would ensure that communities are well-prepared to handle sector-specific crises at the district and provincial levels.

Executive's Response

It was reported in the Action-Taken Report that the Executive recognised the critical role played by decentralised structures in enhancing localised response capacities for all types of emergencies. To this end, measures were implemented to strengthen emergency preparedness and response at district and provincial levels, including : the establishment of District and Provincial Emergency Committees to coordinate local responses across sectors; capacity building for local authorities and community leaders; including training in risk assessment; early warning systems; and emergency response protocols; provision of emergency response kits and logistical support to district-level offices to ensure readiness; integration of sector-specific contingency plans at the local level to address crises related to water; food security; health; and natural disasters; promotion of community engagement and ownership through awareness campaigns and participatory planning processes.

These efforts were coordinated through the Disaster Management and Mitigation Unit (DMMU), in collaboration with relevant ministries and agencies, with the aim of ensuring timely; context-specific; and effective responses to emergencies at the grassroots level.

Committee observations and recommendations

The Committee notes the response and urges the Executive to immediately establish the National Integrated Emergency Management Framework that will provide a cohesive

strategy for managing emergencies effectively to foster collaboration among various sectors. The Committee further urges the Executive to ensure that local communities are empowered and prepared to respond to emergencies timeously. The Committee resolves to await a progress report on the matter.

3.2 THE FIGHT AGAINST CORRUPTION IN ZAMBIA

3.2.1 Use and Management of Forfeited Properties

The Committee had recommended that 20 per cent of the forfeited properties should be retained by the forfeiting institution to alleviate their operational challenges and also to enhance their capabilities and ensure efficient operations.

Executive's Response

It was reported in the Action Taken Report that the Ministry of Justice had received formal instructions to finalise the Anti-Corruption Act Amendment Bill. The Bill had been undergoing internal review and would be submitted to Parliament in the Fifth Session of the Thirteenth National Assembly for consideration.

Committee's Observations and Recommendations

The Committee notes the response and urges the Executive to harmonise the definition of a public officer in the Constitution and in the Anti-Corruption Act. This will enable those public officers found of guilty of corruption cases to be prosecuted in the courts of law. The Committee resolves to await an update on the amendment of the *Anti-Corruption Act*.

3.2.2 Protection of Whistle-blowers

The Committee had recommended that there was need to amend the Whistle-blowers Act to, among other things, strengthen the protection of whistle-blowers and provide for motivational incentives. The Committee had observed that while the *Public Interest Disclosure (Protection of Whistle Blowers) Act, No. 4 of 2010*, was a progressive piece of legislation, it did not provide sufficient safeguards that guaranteed protection of whistle-blowers.

Executive's Response

It was reported in the Action Taken Report that the Anti-Corruption Commission would undertake a gap analysis to review the Whistle-blowers Act.

Committee's Observations and Recommendations

The Committee notes the response and urges the Executive to hasten the gap analysis so as to finalise the review of the *Whistle-blowers Act* and to provide a timeline within which this will be done. The Committee resolves to await a progress report on the matter.

4.0 REVISION OF THE JURISDICTION OF THE LOCAL COURTS UNDER THE LOCAL COURTS ACT, CHAPTER 29 OF THE LAWS OF ZAMBIA

The Committee urged the Executive to revise the jurisdiction of the Local Courts under the *Local Act, Chapter 29 of the Laws of Zambia*, so as to allow for administration and revision of the value of deceased's estate from K50,000 to K200,000.00

Executive Response

The Committee was informed that the jurisdiction of the Local Courts on matters relating to succession was determined by section 43(2) of the *Interstate Succession Act, Chapter 59* of the

Laws of Zambia, and not the *Local Courts Act, Chapter 29 of the Laws of Zambia*. Therefore, the Ministry of Justice was in the process of submitting a request for Cabinet approval in principle relating to the amendment of the Interstate Succession Act, and particularly on the jurisdiction of the Local Courts under the Act. Once Cabinet approval in principle was granted, the Ministry of Justice, in collaboration with the Judiciary would consult key stakeholders. After consultations with key stakeholders, the Ministry of Justice would draft the Bill to amend the Interstate Succession Act which would subsequently be submitted to Cabinet for approval and further action.

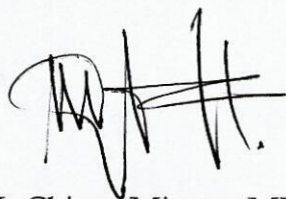
Committee's Observation and Recommendation

The Committee notes the response and urges the Executive through the Ministry of Justice to ensure that the amendment of the Interstate Succession Act, and particularly on the jurisdiction of the Local Courts under the Act is done without any further delay. The Committee resolves to await a progress report on the matter.

5.0 CONCLUSION

Zambia has a strong humanitarian tradition and a generally progressive legal and policy environment for refugees and asylum seekers. This is underpinned by both international obligations and domestic legal frameworks. The country's policies, including the *Refugees Act, No.1 of 2017* and the National Refugee Policy (2023), provide a solid foundation for safeguarding refugee rights, ensuring access to basic services, and offering durable solutions such as local integration, repatriation, and resettlement.

The above notwithstanding, significant challenges subsist. Implementation deficits, documentation challenges, fragmented institutional mandates and resource constraints undermine effectiveness. Strengthened legislation, modernised administration, enhanced inter-institutional coordination and long-term investment in durable solutions will position Zambia as a regional leader in protection while ensuring national security and socio-economic stability.



Mr Chinga Miyutu, MP
CHAIRPERSON

April, 2026
LUSAKA

APPENDIX I - List of National Assembly Officials

Mr Charles Haambote, Director, Social Committees (SC)
Mrs Chitalu K Mumba, Deputy Director (SC)
Mr Charles Chishimba, Senior Committee Clerk (FC-1)
Mr Elijah I C Chilimboyi, Committee Clerk
Mr Fanwel M Chiwama, Committee Clerk
Mrs Vivian M Banda, Administrative Assistant
Mr Daniel Lupiya, Senior Committee Assistant
Mr Muyembi Kantumoya, Committee Assistant
Ms Taona Chabinga, Committee Assistant

APPENDIX II - List of Stakeholders

Anti- Human Tracking Services of Zambia
Caritas Zambia
Human Rights Commission
Jesuit Centre for Theological Reflection (JCTR)
Office of the Public Protector (OPP)
Leaders from refugee communities (Meheba and Mayukwayukwa settlements)
Ministry of Home Affairs and Internal Security
Ministry of Community Development and Social Development
Ministry of Education
Office of the Commissioner for Refugees
Zambia Police Service
MISA Zambia
Disaster Management and Mitigation Unit (DMMU) and Resettlement Department
Ministry of Health
United Nations International Children's Emergency Fund (UNICEF)
The University of Zambia- School of Humanities -Demography Department
Zambia Immigration Department
Zambia Statistics Agency