

**REPORT OF THE COMMITTEE ON LANDS ENVIRONMENT AND TOURISM ON THE AUDITOR-GENERAL'S REPORT ON THE MANAGEMENT OF MUSEUMS IN ZAMBIA FOR THE SECOND SESSION OF THE ELEVENTH NATIONAL ASSEMBLY APPOINTED ON 27<sup>TH</sup> SEPTEMBER, 2012**

Consisting of:

Mr M Muteteka, MP (Chairperson); Mr G G Nkombo, MP; Ms D Siliya, MP; Mr M Mumba, MP; Professor G Lungwangwa, MP; Mr H Kunda, MP; Mr R P Mtolo, MP and Mr J M Kapyanga, MP.

The membership of your Committee was reduced to six when on 7<sup>th</sup> May, 2013, the Supreme Court upheld the nullification of the Chipata Central seat held by Mr R P Mtolo, MP, and when on 28<sup>th</sup> June, 2013 the Supreme Court nullified the Petauke seat held by Ms D Siliya, MP.

The Honourable Mr Speaker,  
National Assembly,  
Parliament Buildings,  
**LUSAKA**

Sir,

Your Committee has the honour to present its Report for the Second Session of the Eleventh National Assembly.

**Functions of the Committee**

2. In addition to any other duties placed upon it by the Honourable Mr Speaker or any Standing Order or any other order of the Assembly, the duties of the Committee on Lands Environment and Tourism are as follows:

- i. to study, report and make appropriate recommendations to the Government through the House on the mandate, management and operations of the Government ministries, departments and/or agencies under its portfolio;
- ii. to carry out detailed scrutiny of certain activities being undertaken by the Government ministries, departments and/or agencies under its portfolio and make appropriate recommendations to the House for ultimate consideration by the Government;
- iii. to make, if considered, necessary recommendations to the Government on the need to review certain policies and/or certain existing legislation; and
- iv. to consider any Bills that may be referred to it by the House.

**Meetings of the Committee**

3. During the year under review, your Committee held eight meetings.

## Procedure Adopted by the Committee

4. During the course of its deliberations your Committee studied the Report of the Auditor-General on the Management of Museums in Zambia. To further assist your Committee appreciate the subject matter; it invited the following to provide both written and oral submissions:

- (i) Choma Museum;
- (ii) Copperbelt Museum;
- (iii) Livingstone Museum;
- (iv) Lusaka Museum;
- (v) Moto Moto Museum;
- (vi) Nayuma Museum;
- (vii) National Museums Board;
- (viii) Ministry of Chiefs and Traditional Affairs; and
- (ix) Ministry of Tourism and Arts.

## BACKGROUND

5. The history of the museums in Zambia was as tabulated below.

**The Choma Museum** was established in 1988. The Museum displays the cultural heritage of the Tonga tribe of the Southern Province. It houses many traditional artefacts including beadwork, musical instruments, spears, clay figurines and jewellery. The Museum's crafts project stimulates production of local crafts such as baskets, beadwork, carvings, and others for the purpose of preserving local traditional skills and providing an alternative form of income to the people of Southern Province.

**The Copperbelt Museum** was established in 1962. The Museum houses items found in the area dating back to the Stone Age. Ethnographical artefacts, geological and historical items are its exhibits. It also shows the process of copper mining and the processing of copper. The Museum is located in Ndola District of the Copperbelt Province.

**Kawiko Community Museum** was established as a local initiative of local residents of Kawiko Community. Kawiko Community is a village in Mwinilunga, District of North Western Province. The project team came up with a project proposal to establish a community museum and submitted the same to the National Museums Board for approval. In February, 2006, the National Museum Board started disbursing the funds to the project.

**The Livingstone Museum** is the country's biggest and oldest museum, dating back to the 1930's. The Museum contains artefacts related to local history and prehistory, natural history including photographs, musical instruments, and possessions of David Livingstone.

**The Lusaka Museum** was established as a national museum in 1996. The Museum showcases contemporary art, highlighting the way of life of the Zambian people through paintings, sculptures and models. The museum also displays the story of Zambia's development, from ancient through historic past to contemporary way of life.

**Motomoto Museums'** history dates back to the 1940s when Father Jean Jacques Corbel, a Canadian missionary, collected cultural artefacts from the northern part of Zambia for study and posterity. The Museum was officially opened in 1974, when it became a national museum under the National Museums Board of Zambia. Most of the collections are from the northern part of Zambia, covering ethnography and art, prehistory (archaeology), history and natural history. The Museum is located in

Mbala District of Northern Province.

**Nayuma Museum and Heritage Centre** is located in Limulunga in the Western Province. The construction of the Nayuma Museum started in 1983 with the financial assistance from NORAD in collaboration with the Barotse Royal Establishment (BRE) and was opened to the public in 1996. The Museum promotes the arts and crafts of the people in the Barotseland area, not only in its many traditional forms but also where such craftwork is an expression of art.

**Nsingo Hall Community Museum** was established in 2004 by a Trust called National PHD Holder Trust. The community museum was called the Museum of the Ngoni Cultural History in Chipata District of the Eastern Province. On 21<sup>st</sup> October, 2004, Chipata Municipal Council entered into an agreement allowing the National PhD Holders Trust to use the council building in Nsingo and to renovate it at the Trusts own cost.

## **AUDITOR-GENERAL'S REPORT ON THE MANAGEMENT OF MUSEUMS IN ZAMBIA**

6. The Auditor-General reported that museums look after the cultural and natural property of the nation and interpret it to the public for education, enjoyment of the present and the future generations. Cultural and natural heritage also plays a significant role in defining the nation's cultural identity and pride. In addition, the sector has the potential to generate and earn revenue through tourism.

Due to the foregoing, the Office decided to conduct a performance audit of the sector to establish how well the museums were being managed so that recommendations could be made, where appropriate, to improve the management of the museums.

The audit was motivated by the findings of the financial audit reports for the years 2005-2008 which revealed weaknesses in the way museums were being managed. The preliminary study conducted by the Office in May, 2010, further indicated that the museum artefacts were not being preserved and managed adequately by the museums.

The purpose of this audit was to assess how effectively and efficiently the Ministry of Tourism and Arts and the National Museums Board carry out their responsibility for the preservation of the museum artefacts and the management of the museums in general.

The audit examined the conditions and the management of the museums artefacts and was conducted between May, 2010, and May, 2011. It involved examination of the records and activities covering the period 2005-2011 of the Ministry of Tourism and Arts, the National Museums Board and four (4) national museums, namely Copperbelt, Livingstone, Lusaka and Motomoto; two (2) private museums, Choma and Nayuma; and two (2) community museums, Nsingo and Kawiko.

The audit was designed to answer the following questions:

- (a) To what extent do the National Museums Board and the museums follow the policies and regulations in the execution to manage the movable heritage?
- (b) What measures has the National Museums Board put in place to ensure that they can efficiently and effectively manage and carry out their functions?
- (c) To what extent does the Ministry of Tourism and Arts plan, control and coordinate the activities of the National Museums Board?

- (d) What are the possible causes of failure to plan, control, coordinate and preserve movable heritage? In particular, the matters set out hereunder were the findings of the audit.

**(a) Adherence to Policies and Regulations in the Preservation of the Moveable Artefacts**

The audit report stated that museums were not following the laid down procedures of managing artefacts. Although the regulations required the museums to insure their properties which included the artefacts, this was not done.

There was a chronic lack of storage space, cabinets and other receptacles thus exposing the objects to potential breakages, dust, graffiti and insect attacks. Most of the museums had leaking roofs and poor ventilation in the store rooms which rendered the artefacts prone to damage due to humidity. There was also lack of laboratories, laboratory equipment and necessary chemicals for conservation purposes. In addition, the lack of skilled conservation staff meant that artefacts could not be conserved for posterity and the country risks losing its national identity and pride.

The report further stated that there was lack of permanent exhibitions resulting in lack of permanent storylines in some of the museums. Most of the museums had not mounted any temporary exhibitions as prescribed in the policies and regulations. Although the policies and regulations stated that museums should endeavour to organise travel exhibitions, except for Lusaka Museum, all of the museums were not complying with the regulations.

**(b) Measures in Place for Managing National Museums Board Functions**

The National Museums Board had been operating without a strategic plan since 2006 when the previous strategic plan expired. Although a strategic plan for the period 2011 to 2015 had been drafted, it had not been finalised as of June 2011. The National Museums Board had also failed to monitor the activities of the museums.

The museums had a shortage of trained staff, transport, equipment and funding in the research and education departments to enable them undertake and support crucial research and education activities.

Although the National Museums Board is responsible for recruiting, managing and developing human resources, this function had not been carried out efficiently. For instance, the National Museums Board and the museums had employed 23 members of staff who were not in the approved staff establishment without seeking Board approval. Furthermore, the museums were operating far below capacity with 50-80 percent staffing levels, which were negatively affecting the core functions of the museums. The audit also revealed that the National Museums Board and the museums were not following the laid down conditions of service for remunerating the members of staff in that 24 members of staff were being paid salaries outside the stipulated conditions of service. The National Museums Board and the museums had also failed to pay statutory obligations, resulting in statutory bodies charging penalties and interests.

The audit revealed that the National Museums Board and the museums were renting out office space to generate income which had reduced the storage space and compromised the security of artefacts for offices accessed through the galleries.

The National Museums Board and the museums had not established a common website for all the museums for the purpose of marketing, researching and obtaining information by the public about the museums especially foreign tourists. There was no internet connectivity at any of the museums

which made it difficult for staff to carry out research and to keep abreast with new developments in the museum industry.

**(c) The Ministry of Tourism and Arts has failed to efficiently and effectively Plan, Control and Coordinate the Activities of the National Museums Board**

There was no comprehensive national policy in place to give direction on how museums were to be managed. The National Museums Act of 1966 had not been reviewed to take into account changes in the modern environment. Although a new Bill had been drafted, it had not been enacted as of May, 2011.

The Government funding to the National Museums Board and the museums was not sufficient to cover the salaries and operations of the museums. This had negatively affected the liquidity position of the National Museums Board and in turn, had put its capacity to preserve the artefacts at risk. In this regard, the National Museums Board was heavily indebted to members of staff, statutory bodies and other creditors.

Both the Ministry of Tourism and Arts and the National Museums Board were not adequately carrying out their responsibility of managing the museums, in that monitoring activities were not carried out. This is evident by the lack of monitoring and evaluation reports.

The audit revealed that there were substantial weaknesses in the management of the museums that posed a high risk of dilapidation and loss of valuable heritage items. The audit also revealed that the Ministry of Tourism and Arts and the National Museums Board were not fulfilling their mandates to conserve Zambia's unique heritage and to control, manage and develop national museums.

Arising from the above findings, the Auditor-General made the following recommendations:

- a) the National Museums Board and the museums should ensure that a standardised documentation system of artefacts is implemented in all the museums in Zambia in order to confirm existence, ownership and security of the artefacts;
- b) the Ministry of Tourism and Arts and the National Museums Board should consider providing adequate capital grants to strengthen the funding of the core functions of the museums, the funding will enhance provision of adequate storage space, preservation personnel and facilities such as laboratories, equipment and chemicals in order to preserve the artefacts;
- c) the National Museums Board and the museums should provide for better access to the artefacts by mounting permanent, temporary and travel exhibitions to stir up the public to visit museums;
- d) the National Museums Board and the museums should also give priority to research and education activities in the museums;
- e) the Ministry of Tourism and Arts and the National Museums Board should finalise and implement the Strategic Plan; develop a marketing strategy for the museums in collaboration with Zambia Tourism Authority (ZTA) and improve the dissemination of museum information to enhance the education and marketing potential; and
- f) the Ministry of Tourism and Arts in collaboration with Cabinet Office and the Attorney General's

Chambers should ensure that the draft Museum Bill is tabled in Parliament to be enacted into law.

The Ministry of Tourism and Arts should develop performance indicators to be used in monitoring activities of institutions under its charge. In addition, Ministry of Tourism and Arts should ensure that monitoring and evaluations activities are carried out and reports produced on the performance of the National Museums Board and the museums. The National Museums Board and the museums should explore ways of increasing income by stirring up the number of visitors.

### **Adherence to Policies and Regulations in the Preservation of the Moveable Artefacts**

#### **(a) Documentation of Objects and Artefacts**

The audit conducted revealed that only the museums in Choma and Nayuma had fully implemented the museum documentation systems in Zambia, while the Copperbelt Museum had not implemented the system at all. The museums in Lusaka, Livingstone and Motomoto had partially done the implementation of the documentation system in that cards at the Motomoto Museum were not as prescribed in the documentation system, while the logs at Lusaka museum were not filled in. In addition, for both Lusaka and Motomoto Museums, the documentation could not be easily linked to the objects as the prescribed numbering system had not been implemented. It was also noted that recently collected objects at Motomoto Museum were not yet numbered, although it was a requirement to enter all objects within a month of collection.

At the Livingstone Museum, the documents were correctly recorded and the installation of a computerized system was underway. However, there was no control of movement or flow of actual documentation on the artefacts from where the documents were kept thereby posing a risk of losing of documents.

*Table 1 Documentation of Objects and Artefacts*

<b>Museum</b>	<b>Implementation of Documentation</b>	<b>Maintenance of Collection Register</b>	<b>Insurance of Artefacts</b>	<b>Inventory Stock Taking every 5 Years</b>	<b>Monthly Documentation of new Acquisition of Artefacts</b>
Motomoto	Partial	No	No	No	No
Lusaka	Partial	No	No	No	Partial
Livingstone	Partial	Yes	No	No	N/A
Copperbelt	No	Yes	No	No	N/A
Choma	Yes	Yes	No	No	N/A
Nayuma	Yes	Yes	No	No	N/A

The Audit Report also noted that four (4) of the museums maintained the registers. Motomoto and Lusaka did not use the registers and therefore did not have a total overview of their collections.

None of the museums had insured their properties against catastrophes such as fire, floods, thefts and other unforeseen events. An inspection of the museums showed that Lusaka, Motomoto and Copperbelt Museums had restaurants within the museum building. It was also observed that Copperbelt Museum was partitioned with wood which is a flammable material.

This coupled with the restaurant's activities exposed the building to risk of fire. Although fire extinguishers were available, they were not easily accessible. The restaurant's activities also increased the

risk of pest infestations such as rodents, cockroaches and other insect attacks. In addition, none of the museums had carried out the required five year inventory stock taking of artefacts. Only Lusaka Museum had carried out monthly documentation of new acquisition of artefacts, although the registers were not updated as indicated in the table above.

According to key staff at the Motomoto, Lusaka and Copperbelt Museums, some of the causes for failure to implement the documentation system include inadequate staff, lack of filing cabinets to store documentation cards, space and storage cabinets for artefacts. Consequently, some objects were packed in carton boxes that rendered research work and viewing difficult.

**(b) Weaknesses in the Preservation and Storage of the Artefacts**

The museums did not have capacity to properly preserve and store the artefacts. The audit revealed that the storage capacity was not adequate to properly preserve collections of artefacts. Some of the museums were storing the artefacts in staff offices and in corridors of the museum buildings.

Further scrutiny of annual reports and interviews with key staff at the museums revealed that lack of storerooms reduced the museums' capacity to increase their collections of the artefacts. At three of the national museums, the collections were exposed to risk of moisture due to leaking roofs and water facets.

Other storage related problems that some of the museums faced were poor ventilation, exposure of the objects to humidity, sunlight and dust. The ethnography basement storeroom in Livingstone, for example, suffered from severe leakage from the washroom on the ground floor which led to three artefacts being damaged. This was due to a corroded waste pipe that let out water on the ground floor. The Livingstone and Motomoto Museums also pointed out that they did not have proper containers for specimen artefacts resulting in staff improvising with items such as, food containers for conservation purposes.

Further, with the exception of the Livingstone and Lusaka Museums, none of the museums had staff with adequate conservation skills. In January 2011, an Assistant Conservator was transferred from Livingstone to Motomoto Museum. Copperbelt, Choma and Nayuma Museums did not have conservation officers while Motomoto Museum remained without a conservator in 2010 after the death of the previous conservator. None of the museums had a laboratory in-house to carry out conservation work. The museums did not have conservation materials such as cleaning materials, chemicals and restoration materials.

With regard to environmental assessment, only Lusaka Museum had conducted a museum's environmental assessment which included measurement of humidity and temperature of storage rooms and galleries. However, this was only done in 2008, and had not continued. All the museums said that they carried out either daily or weekly inspections. However, on inquiry, none of the museums showed any documentation that such inspections had taken place. In addition, the museums did not have up-dated documentation on the conditions of the artefacts in their custody.

All the museums stated that the inadequate storage facilities in question and deficient conservation of the objects put the artefacts at risk. A review of annual reports and physical inspection of the store rooms in all the museums revealed that the artefacts in the collections were showing varying degrees of deterioration. All the museums management confirmed that many of the artefacts were showing varying degree of deterioration.

## Provision of Access to the Museum Collection

### i. Weaknesses in the Provision of Exhibitions

The Auditor-General's report stated that exhibition was one way of presenting information to the public for enjoyment and education purposes. There were three ways by which museum collections could be exhibited namely; permanent, temporal and travelling exhibitions. Permanent exhibitions were necessitated by the need to present information that the public requires to understand the brief picture of the genesis of people and their unique developments into the present time. Temporary exhibitions on the other hand, were put up to explore selected topics in detail and, if well handled, could stir the interest of the public to make frequent visits to the museum which in turn would help to generate income. The findings from the museum exhibitions were summarised in the table below.

As could be seen from Table 2 below, only Choma, Motomoto and Nayuma mounted at least one permanent exhibition throughout the period under review. Copperbelt and Lusaka were preparing for the permanent exhibition which only came to completion in December, 2008, and May, 2009, respectively.

Except for Lusaka Museum that mounted up to at least two temporary exhibitions every year, the rest of the museums were not following the laid down procedures in that some only mounted one temporal exhibition as shown in Table 2 below. In addition, although all the museums were required to provide extra space for temporary exhibitions to supplement the permanent exhibitions, Copperbelt Museum failed to mount up temporary exhibitions citing lack of adequate space, contrary to the policies and regulations.

*Table 2: Exhibitions Mounted*

<b>At least 1 permanent exhibition</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Choma	Yes	Yes	Yes	Yes	Yes	Yes
Copperbelt	No	No	No	No	Yes	Yes
Livingstone	No	No	Yes	Yes	Yes	Yes
Lusaka	No	No	No	No	Yes	Yes
Motomoto	Yes	Yes	Yes	Yes	Yes	Yes
Nayuma	Yes	Yes	Yes	Yes	Yes	Yes
<b>At least 2 temporary exhibitions</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Choma	Yes	Yes	Yes	No	No	No
Copperbelt	No	No	No	No	Yes	No
Livingstone	No	No	Yes	Yes	Yes	Yes
Lusaka	Yes	Yes	Yes	Yes	Yes	Yes
Motomoto	No	No	Yes	No	No	No
Nayuma	No	No	No	No	No	No

### ii. Weaknesses in Mounting Travelling Exhibitions

Travelling exhibitions are made to make citizens, within a specified space or region, be aware of a given subject in a short space of time and aimed at among other things, reaching the public that may not have a chance to set foot in the museum and marketing the museum to the public. According to the policies and regulations, each museum should endeavour to organise travelling museums in order to take the museums to the community.

As shown in Table 3 below, a review of the situation on the ground revealed that travelling exhibition had



only been carried out to a limited extent and not consistently. Choma and Nayuma museums had not carried out any travel exhibitions throughout the period under review. The examination of annual reports and interviews conducted revealed that most of the travelling exhibitions undertaken were aimed at commemorating the international fairs. A further analysis of the policies and regulations revealed that National Museums Board had not set any target on the number of travelling exhibition for each museum to follow.

**Table 3: Number of Travelling Exhibitions Undertaken**

<b>Museum Name</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Choma	0	0	0	0	0	0
Copperbelt	1	1	1	1	0	0
Livingstone	0	0	1	2	0	0
Lusaka	0	1	2	2	3	0
Motomoto	1	1	1	2	1	3
Nayuma	0	0	0	0	0	0

In particular, the audit revealed that all the museums lacked special transport, packaging and mounting materials that can be used to carry and mount artefacts at various locations in case of travelling exhibitions. In some cases, Motomoto Museum had to use public transport to carry out travelling exhibitions, a practice that poses a risk to damage of the artefacts.

In addition, a review of responses from management and a physical inspection of the museums showed that the museums did not have sufficient showcases to properly display their collections in the galleries. A further scrutiny of a report on Motomoto museum's permanent exhibitions project, revealed that between October 2004 and April 2010 amounts totalling K631,426,002 were received from GRZ and NORAD for mounting up the permanent exhibitions. The exhibition project was poorly managed, in that there was no project leader and project initiation document detailing the problems, alternative solutions, proposals and planned budget.

Furthermore, funds meant for the permanent exhibitions totalling K83,101,646 were applied on activities not related to the project while materials procured worth K12,914,100 were wasted. A physical inspection carried out in September 2010 revealed that mounting of exhibitions in Motomoto and Lusaka Museums had in fact stalled as funds provided had run out.

### **Measures in Place for Managing National Museums Board Functions**

#### **a) Lack of Strategic Plan, Marketing Policy and Strategy**

Following the expiry of the 2002-2006 Strategic Plan, National Museums Board operated without a clear long term direction in that there was no Strategic Plan from 2007-2010. A draft Strategic Plan 2011-2015 was prepared but as of May, 2011, the plan had not been finalised.

An audit at the National Museums Board Secretariat revealed that National Museums Board neither had a marketing policy nor a long term marketing strategic plan in place. Furthermore, until 1st June, 2009, National Museums Board had not had in employment a person to be responsible for marketing the National Museums. This was despite the fact that the establishment provided for a position of a Public Relations Officer.

The National Museums Board acknowledged the need to do more on marketing in order to change the attitudes of the people towards museums.

## b) Lack of Monitoring of Museum Activities by the National Museums Board

The audit revealed that the National Museums Board monitoring and evaluation of museum activities was not carried out annually due to inadequate funds that made the reviews and monitoring erratic and difficult. In addition, the examination of the job descriptions revealed that the Executive Secretary was the only person responsible for conducting monitoring and evaluation under National Museums Board.

*Table 4: Number of Monitoring Activities by National Museums Board*

Museum Name	2005	2006	2007	2008	2009	2001
Choma	0	0	0	1	0	0
Copperbelt	1	0	0	1	1	0
Kawiko	0	0	0	1	1	0
Livingstone	0	0	0	1	0	0
Lusaka	1	0	0	1	0	0
Motomoto	1	0	0	1	0	1
Nayuma	0	1	1	0	0	1
Nsingo	0	1	1	0	0	1

Further, the audit revealed that the monitoring was not effective as the impact was not felt and the result of monitoring activities was not communicated to members of staff.

## c) Weaknesses in the Research Functions at the Museums

### Restricted Amount of Field Research Activities Undertaken by the Museums

Some museums had carried out field research to a limited extent in the period under review. Choma and Nayuma Museums did not carry out any field research activities, whereas in Lusaka much of the field research was carried out in 2007, when the permanent exhibitions were being mounted. In Livingstone, most of the field research activities carried out were restricted to Livingstone District.

*Table 5: Number of Field Research Undertaken*

Museum Name	2005	2006	2007	2008	2009	2001
Choma	0	0	0	0	0	0
Copperbelt	0	0	1	1	1	2
Livingstone	2	4	0	7	6	0
Lusaka	0	0	9	0	1	3
Motomoto	1	4	0	1	4	2
Nayuma	0	0	0	0	0	0

### Staff Vacancies and Funding of Research Activities

A comparison of the authorised establishment against actual number of staff employed in the research function revealed that the research departments in all museums visited were understaffed. Choma Museum had completely no officer in the research department.

The shortage of research staff was impacting negatively on the research conducted in the various museums. For example at Motomoto Museum, research in ethnography and art was difficult as there was neither a Keeper nor an Assistant in that section. At the Lusaka Museum, research was concentrated in ethnography while no research had been done in the history section. In Livingstone, the entomology

section remained closed as the only Assistant Keeper was on a three year study leave.

The National Museums Board policies and regulations state that the National Museums Board together with museum staff shall endeavour to source for funds to cover any shortfall of funds needed to carry out research. However, an analysis of the funding details and responses to the structured interviews and questionnaires revealed that the museums were not adequately funded to carry out research activities.

In the case of Motomoto Museum, research activities undertaken by the museum were funded by various cooperating partners. In Lusaka, most of the research activities were undertaken in 2007 when NORAD provided funding to construct a permanent exhibition platform. Livingstone and Choma also indicated that there were no funds to carry out research activities.

### **iii. Lack of Equipment for Research**

The audit showed that the museums lacked suitable equipment such as computers, digital and static cameras, recorders and archaeological tools such as shovels and picks. For instance, at Lusaka Museum there was one computer in the research department which was at the time of audit malfunctioning and full of viruses. As a result officers stated that they used personal laptops to carry out their work.

The audit also revealed that out of a total of twenty one (21) respondents, seventeen (17), representing 81%, mentioned that their research work was hampered by lack of equipment.

### **v. Transportation to Carry Out Field Research**

The museums are faced with transport difficulties which have in turn hindered their research work. The examination showed that most of the museums' research departments were sharing the vehicles with the administration departments. More than half of the respondents to the enquiries mentioned that one of the challenges they faced was inadequate transportation. This situation had hampered progress on research activities. In addition, most of the vehicles were non-runners or in poor mechanical condition as indicated in Table 6 below.

**Table 6: Fleet of Vehicles**

<b>Museum</b>	<b>No.</b>	<b>Motor Vehicle</b>	<b>Registration No.</b>	<b>Year of Purchase</b>	<b>Status at the time of audit</b>
Copperbelt	1	Mazda	AJA 7704	1992	Runner
Copperbelt	2	Toyota Hilux	AJA 5352	1990	Non runner
Copperbelt	3	Isuzu	ACK 3998	2004	Non runner
Livingstone	1	Toyota Hilux	ABP 1776		Runner
Livingstone	2	Toyota Hilux	AJA 5314		Runner
Livingstone	3	Toyota Hilux	AJA 5195		Non runner
Livingstone	4	Mazda B1800	AJA 5831		Non runner
Livingstone	5	Land Rover 110	ACC 6441		Non runner

### **Understaffed Museum Education Departments**

Except for Nayuma Museum, all the other museums were understaffed, with Livingstone and Motomoto having no education staff to carry out education work while Lusaka and Copperbelt had one Education Assistant each.

**Table 7: Staff in Education Department**

Museum Name	Establishment	Actual	Variance
Choma			
Copperbelt	2	1	1
Livingstone	2	1	1

Further, the audit revealed that education activities were hampered by the lack of funds to carry out outreach programmes and lack of personnel to handle education services especially to schools that normally visited the museums in large numbers. Lusaka museum had no convenient conference facility to hold educational programmes for the public. In addition, the examination revealed that the larger part of the educational activities undertaken by the museums related to handling pupils who visited the museums while nothing had been done to take the museums to the schools. Furthermore, the education department had not marketed the museums contrary to the National Museums Board policies and regulations.

### **Weaknesses in Access to Research Information and Provision of Museum Information**

#### **i. Lack of Internet Facilities**

The audit revealed that 48% of the respondents from three (3) museums namely Motomoto, Livingstone and Lusaka, indicated that the lack of internet facilities made it difficult to carry out research and to keep abreast with new development in the museums industry.

#### **ii. Lack of Website Development**

The audit showed that the National Museums Board established a website, in 2003 for all the museums in Zambia, targeting local and foreign public, researchers, policy makers and tourists. However, a review of the board minutes for the years 2009 and 2010 revealed that the website was dormant. A review of the response from the Executive Secretary and a physical verification of the website during the course of the audit revealed that the website was still inaccessible.

### **Under Funding For the National Museums Board and the Museums**

#### **i. Funding to National Museums Board and Museums**

A review of records at National Museums Board and MTA revealed that between 2005 and 2009, the Government funded the National Museums Board and museums, on average, an amount of K5,120,130,178 per annum as shown in Table 8 below:

**Table 8: GRZ and other Donor Funding to National Museums Board and Museums**

Year	GRZ Recurrent Grants Amount(K)	GRZ PRP Capital Grants Amount(K)	Other Donors Amount (K)
2005	3,975,796,602	509,000,000	1,190,474,717
2006	4,925,816,448	75,000,000	401,354,723
2007	4,925,875,207	400,000,000	260,946,319
2008	5,259,479,784	0	478,589,385
2009	5,259,149,784	0	386,603,686
2010	6,374,663,241	274,928,556	261,848,400
Total	30,720,781,066	1,258,928,556	2,979,817,230
Average per annum	5,120,130,178	209,821,426	496,636,205

An analysis of the responses to the questionnaires from the museums revealed that most of their operations such as exhibitions, research and conservation were affected by lack of adequate funding.

## ii. Failure to Fund the Museums in Full to Meet the Total Wage Bill

A comparison of the total income and the total wage bill for National Museums Board and all the museums revealed that, except for National Museums Board, Nayuma, Choma and Copperbelt Museums to a large extent, all the remaining museums' total annual wage bill was higher than their total income for the period 2005 to 2010 as indicated in Table 9 below:

**Table 9: comparison of Total Income of Museums and Total Wage Bill**

NMB Secretariat	2005	2006	2007	2008	2009	2010
	K'million	K'million	K'million	K'million	K'million	K'million
Total Income	1,233.9*	1,297.0*	1,319.0*	1508.2*	1,572.6*	2,155.5*
Total Wage bill	1,250.8**	492.1	1,856.8**	577.1	584.9	674.5
<b>Livingstone</b>						
Total Income	2,420.3	1,631.0	1,588.5	1,729.1	1,796.2	1,986.3
Total Wage bill	2,288.0	2,638.4	2,764.5	2,345.8	3,175.0	3,213.0
<b>Lusaka</b>						
Total Income	1,029.1	1,036.3	1,074.0	1,328.0	1,051.6	1,309.7
Total Wage bill	1,048.6	1,154.8	1,372.1	1,373.2	1,446.2	1,552.4
<b>Motomoto</b>						
Total Income	845.1	1,104.5	1,276.0	944.7	802.1	982.8
Total Wage bill	1,108.4	1,642.4	1,117.8	1,142.9	1,906.6	2,187.5
<b>Copperbelt</b>						
Total Income	663.5	708.6	686.7	702.6	618.2	750.3
Total Wage bill	607.2	535.1	671.4	662.4	722.4	Not Provided
<b>Choma</b>						
Total Income	-	-	-	305.2	315.2	Not Provided
Total Wage bill	-	-	-	182.4	151.3	Not Provided
<b>Nayuma</b>						
Total Income	-	-	-	-	230.1	234.1
Total Wage bill	-	-	-	-	142.3	154.7

A further analysis of the distribution of the funds to the National Museums Board and the museums revealed that the National Museums Board, which was mainly responsible for administrative functions, on average received three (3) times more funds than the museums, which were responsible for conserving artefacts. The lack of full funding to the museums was also one of the causes for failure to carry out operations work, such as preservation, exhibition, research and education.

## Failure to Account for Funds for Infrastructure Development in Community Museums – National Museums Board

A review of documentation of GRZ funding profile to the NMB for the period 2005-2010 revealed that the NMB was funded a total amount of K937,497,484 to cater for development of private and community museums as shown in Table 10 below:

**Table 10: Government Funding to the Community Museums**

<b>Year</b>	<b>Amount (K)</b>
2005	158,805,152
2006	147,774,492
2007	143,853,912
2008	153,588,609
2009	153,588,609
2010	178,497,484
	937,108,258

Out of a total of K937 108, 258, an amount of K113,067,500 was disbursed to Nsingo and K158,444,000 to Kawiko private museums to facilitate the construction and rehabilitation of the museums' buildings while K139,548,691 was utilised on monitoring and evaluation of Nsingo and Kawiko museums. Amounts totaling K353,352,340 were applied on activities not related to the Nsingo and Kawiko projects. Consequently, the works on the projects had stalled.

A physical inspection of the museums and a review of the funding and the expenditure details revealed the following:

#### **Failure to Account for Funds - Nsingo Museum**

During the period from May 2005 to December 2009, the NMB disbursed funds amounting to K64,067,500 to the National PhD Holders Trust for the refurbishment of Nsingo Hall Museum. However, there were no records to show how the funds were received and used by the Trust.

The NMB also released a sum of K40,000,000 to Chipata Municipal Council in two installments of K10,000,000 on 19th November 2004 and K30,000,000 on 5th May 2009. However, only the second payment of K30,000,000 was supported by payment vouchers while the balance of K10,000,000 though spent, was not supported by expenditure records.

Bank statements for the Nsingo account held by the Council were also not made available for audit scrutiny.

A physical inspection of the museum revealed that the building was partially completed as only one side of the hall had been refurbished. As of May 2011, the museum was not operating.

#### **ii. Unfinished Building at Kawiko Museum**

A physical inspection of the museum carried out in September 2010 revealed that the building had been constructed up to roof level

#### **Weaknesses in Staff Management**

##### **Employment of Staff in Unauthorised Positions at National Museums Board and the Museums**

An analysis of basic salaries revealed that twenty three (23) members of staff were occupying positions not approved by the Board, resulting in irregular payment of salaries amounting to K366,284,373 in 2009 and K359,858,782 as of September 2010.

In addition, a scrutiny of the minutes from the management meetings revealed that the National Museums Board and the museums awarded honorarium condition of service to members of staff contrary to the conditions of service. The award of the honorarium conditions of service was irregular as no Board approval was obtained. In this regard, a comparison of the basic salaries (excluding other allowances) paid to employees against their entitlement in July 2009 and September 2010 revealed that three (3) and six (6) members of staff respectively were paid salaries higher than their entitlement, resulting into an overpayment of K9,196,970 in 2009 and K18,698,708 in 2010.

The analysis also revealed that twelve (12) and nine (9) members of staff were also underpaid salaries amounting to K50,948,377 and K81,832,326 in 2009 and 2010 respectively.

### **Outstanding Debts of the National Museums Board and the Museums As At 31st December 2010**

The National Museums Board and the Museums were owing creditors a sum of K40,458,679,309 broken down as follows:

- **Statutory Obligations - K30,629,984,794**

A review of records revealed that the National Museums Board and the museums had not been paying staff statutory contributions to various statutory organisations in relation to pay as you earn, pension to National Pensions Scheme Authority, Workman's Compensation Fund and Zambia National Provident Fund and personal levy etc. As of December, 2010, the total outstanding contributions amounted to K30,629,984,794.

Furthermore, it was observed that over half of the statutory contribution amounting to K15,989,110,468 is attributed to wasteful and avoidable expenditures in form of penalties for failure to pay statutory obligations to statutory bodies. As a result of failure to pay statutory obligations the National Museums Board and the museum faced litigations where the statutory bodies were demanding payment of the outstanding amounts and penalties. In addition, the National Museums Board and museums faced litigations from members of staff claiming their pension. As a result the staff morale could be negatively affected since the staff pensions were not guaranteed.

- **Staff Debts - K9,790,013,646**

A further review of records revealed that as of 31 December, 2010, the National Museums Board and the museums indebted to members of staff to the extent of K7,093,574,999 in respect of retirement benefits and K2,696,438,647 in relation to other staff costs such as repatriation allowances, leave travel benefits, leave commutations, funeral grants and others.

- **Other Creditors - K38,680,869**

The Livingstone and Lusaka Museums owed other organisations amounts totaling K38,680,869.

- **The Museums are Operating at a Low Capacity (50-80%)**

Audit results showed that the National Museums Board had not replaced the staff in key operational positions.

A comparison of the staff establishment and staff returns revealed that the national museums are operating in a range of 50% to 80% of total capacity. Some of the positions that were left vacant included those for key staff such as Senior Keeper, Education Officer, Conservator and Registrar of Collections at

Copperbelt and Livingstone Museums, and Curator, Keeper and Conservator at Choma Museum. Lusaka Museum did not have a Keeper and Assistant Keeper in Archaeology and a Keeper in History. The key positions had remained vacant because the positions had not been filled after staff resignations, deaths or retirements. See Table 11.

**Table 11: Vacancies in the Establishment of the Museums**

Museum	Establishment	Filled	Variance	% operational capacity (filled/establishment)
Livingstone	57	46	11	80
Lusaka	33	22	11	67
Motomoto	32	24	8	75
Copperbelt	27	14	13	51

**c) Weaknesses in Generating Entry Fees and Other incomes**

Despite the National Museums Board having been given the mandate to charge entry fees by the *National Museums Act*, this mandate has not been fully exploited as a source of income in that there are no targets that the National Museums Board has set for the museums in terms of the number of visitors. In addition, National Museums Board did not have a marketing strategy in place to lure people to the museums to stir increased number of visitors and in turn increase the entry fee income. Furthermore, all the national museums had rented out office space as a means of raising income thereby reducing the storage space. In addition, the rented out offices at Lusaka and Copperbelt Museums posed a risk to security of artefacts in that the offices could only be accessed through the galleries and in Ndola fire might break out due to the restaurant especially that timber boards were used to partition the offices.

**The Ministry of Tourism and Arts failure to efficiently Plan, Control and Coordinate the activities of the National Museums Board**

**Failure to Repeal and Replace the National Museums Act (Cap. 174 of The Laws of Zambia)**

The audit revealed that National Museums Board was using a law that was enacted in 1966 and was now outdated. Although, the Ministry of Tourism and Arts had proposed amendments to the Act, the Bill had not been passed into law as of May, 2011.

The current Act only recognises the existence of national museums and ignores the development of private, community and field museums. In addition, the Act neither provides for registration of museums nor does it provide for punitive measures for museums that do not conform to the laws and ethics. It does not also clearly define the functions of the museums. Further, the Act does not specify the position of the Executive Secretary whom the Board has put in place to coordinate and monitor the various museums.

The responses to the questionnaires from National Museums Board and a review of the UNESCO conventions on the Protection and Promotion of Diversity of Cultural Expression and the Safeguarding of the Intangible Cultural Heritage which Zambia signed and ratified on 10th May 2006 revealed that *the National Museums Act* did not conform to the conventions.

The current Act has no provision to curb illicit trafficking in cultural property in that it has no provision to prosecute illegal traffickers across the borders or to return artefacts taken out of the country illegally. For instance, the National Museums Board has faced challenges and has still not managed to retrieve the remains of the Broken Hill Man in the custody of a British Museum. There is also no provision for exchange of artefacts with museums abroad to enrich international understanding, copyright restrictions to individuals and organisations who publish National Museums Board and Museum materials.



The Auditor-General's Report revealed that the limitations in the law had hampered the Board's efforts to effectively regulate the private and community museums. The law also limited the functions of all the museums as worldwide museums functions had gone beyond collecting, exhibiting and conducting research.

**b) Lack of Comprehensive National Policy on Museums by Ministry of Tourism and Arts**

There was confirmation that there is no Comprehensive National Policy on Museums to provide Government policy directives on how to manage the national, private, community and field museums.

The National Heritage and Conservation Commission (NHCC) and National Museums Board had drafted a National Heritage Policy. However, the document had not been approved as of May, 2011.

**c) Lack of Monitoring and Evaluation of the National Museums Board and the Museums by Ministry of Tourism and Arts**

There were no formal monitoring and evaluation systems in place. For instance, there are no performance indicators that the Ministry had put in place to monitor the activities of the National Museums Board and Museums. Although the Department of Tourism Development was responsible for monitoring of National Museums Board and museum activities, there were no monitoring and evaluation reports produced for the period from 2005 to 2010.

**d) Inadequate Co-ordination and Collaboration by Ministry of Tourism and Arts with other Ministries on Heritage Related Issues**

**i. Ministry of Education**

There was no liaison between Ministry of Tourism and Arts and Ministry of Education over the inclusion of heritage preservation in the curriculum for schools, colleges and universities, in order to raise the profile of heritage in Zambia with a view of promoting cultural tourism and raising public awareness about the value and relevance of heritage in the nation.

**ii. Ministry of Community Development and Social Services**

The Ministry of Tourism and Arts did not adequately collaborate with the Ministry of Community Development and Social Services in that, despite there being specific museum programmes under the Fifth National Development Plan "Culture and Art chapter" under the Ministry of Community Development and Social Services, the funds were not released to museums and the plan came to an end in December 2010.

**SUBMISSION BY MINISTRY OF TOURISM AND ARTS**

7. In response, the Ministry of Tourism and Arts, which was responsible for museums at the time of the audit, submitted that museums and the National Museums Board had been supervised by the Ministry of Tourism, Environment and Natural Resources. The Ministry was responsible for coordinating the subsector as well as conducting regular monitoring and evaluation. However, when the PF Government came into power in September, 2011, museums and the National Museums Board in Zambia were taken to the Ministry of Chiefs and Traditional Affairs. This means that the museums and the National Museums Board are supervised by the Ministry of Chiefs and Traditional Affairs. In view of this, the Ministry of Tourism and Arts would not be well placed to deal with all administrative matters raised in the report apart from making general comments which boarder on the subsector's value in tourism

promotion. The audit report which was conducted between May, 2011, and May, 2012, covered issues when museums and the National Museums Board in Zambia were under the Ministry of Tourism, Environment and Natural Resources as well as the Ministry of Chiefs and Traditional Affairs. It was, therefore, important to note that there were a number of things which had taken place since museums were taken to the Ministry of Chiefs and Traditional Affairs which the Ministry of Tourism and Arts may not be aware of.

## **Background**

Your Committee was informed that the National Museums Board was created by an Act of Parliament, Chapter 174 of the Laws of Zambia to play the role of preserving the nation's history and movable cultural heritage which was vital in providing education, in the maintenance of the nation's identity and pride. The National Museums Board consists of the Secretariat which includes the Directorate of Museum Development and Marketing, Copperbelt Museum, Livingstone Museum, Lusaka National Museum and Moto Moto Museum. The Board also disbursed grants to two community museums in Zambia, namely, Choma Museum and Crafts Centre in Choma and Nayuma Museum in Limulunga. It also supervised community Museum Project called Kabwiko (now Mwinilunga) in Mwinilunga and Nsingo Museum Project in Chipata.

The Board was supervised by Board Members appointed by the Minister for a period of three years as provided for in section 5 of *the National Museums Act*. The National Museums Board Secretariat coordinated the functions of all museums in Zambia as well as monitor and evaluated museum activities. The Board also recruited, retained, and developed human resources. This was done at management level.

## **Performance Audit Report**

Your Committee was informed that the Auditor-General's Report on the Management of Museums in Zambia was the first of its kind in the history of museums. The Report had brought out a number of key issues needed to be addressed in order to make museums relevant and contribute to employment, wealth creation and poverty reduction.

## **Audit Report Findings**

### **Adherence to policies and Regulations in the Preservation of the Moveable Artefacts**

#### **(a) Documentation of Objects and Artefacts**

Both manual and computerised documentation system by museums had been slow, partial and non-existent in some cases. This was due to understaffing and lack of operational funds to employ adequate and appropriately trained staff as well as lack of funds to purchase equipment such as storage cabinets, computers and appropriate documentation package.

In order to address the situation, the Government through the National Museums Board had embarked on the implementation of the documentation programme which was at different stages in the different institutions. Further, the Registrar of Collections at the Livingstone Museum was undergoing training in the Czech Republic to guide the documentation process. In addition, the Royal Finnish Embassy was digitising the archival collection at the Livingstone Museum. It was hoped that these two measures would benefit from the equipment and the skills imparted to Livingstone Museum personnel.

Museums of Zambia were among the first in the sub-region to develop a standardised documentation system consisting of both manual and automated components. There is documentation system in all

museums. Most of the objects have been accessioned, even though slow in implementing the new Museum Documentation System.

**(b) Weaknesses in the Preservation and Storage of the Artefacts**

Your Committee was informed that the statement that museums did not have capacity to properly store and preserve the artefacts was true only with reference to inadequacy of specially designed spaces, lack of conservation equipment and materials and shortage of specialised staff. However, the existing staff had adequate knowledge and skills in museology to manage the collection.

Most of the collection (some manufactured in the nineteenth century) had been in the custody of museums and are still in good condition. Museums had not experienced any de-accessions due to deterioration of objects and/or artefacts in the past 30 years. This demonstrated capacity. Although employees had been operating under difficult conditions, museums would give priority to good conservation practices. During the tenure (1988 to 1995) of the Prevention in the Museums of Africa Programme (PREMA), all the Keepers, Conservators and Technical staff at the time were trained in preventive conservation so that conservation was not left to conservation personnel alone. In addition to PREMA, there were other institutions to which staff had been trained such as JICA sponsored courses in Japan and in Zambia; Programme for Museum Development in Africa (PMDA) in Mombasa, Kenya.

In order to address the situation, Lusaka National Museum management sought financial support from the United States of America Ambassador's Fund for the improvement of the store room in 2011. Since then the storeroom has been refurbished with fixtures funded by the US Ambassador Fund for Preservation of Cultural Heritage. The store room now appeared much better and the objects were better stored. For instance, the office of the Keeper of Ethnography and part of the temporary exhibition has been turned into an extension of the storeroom for artefacts and temporary storage space respectively. Further, condition reports and environment assessments on artefacts was being done. Weekly inspection was being done and documentation put in place. However, the use of improvised containers for conservation purposes has continued due to lack of funds. The leakages that were being experienced at Livingstone Museum had since been addressed.

**Provision of Access to the Museum Collections**

**i. Weaknesses in the Provision of Exhibitions**

The Ministry responded that Table 2 entries on permanent exhibitions were not entirely correct. "As can be seen from Table 2 on page 14 of the Auditor-General's Report, only Choma, Livingstone and Moto Moto mounted at least one permanent exhibition throughout the period under review." "Nayuma Museum had no permanent exhibition throughout the period under review". A museum could only be designated as such if it had the basic components namely exhibitions, objects and was open to the public. All museums were open to the public because they had exhibitions which the members of the public could view. Nayuma had had a permanent exhibition since inception in 1983 and that was why it is open to the public but the permanent exhibition needs improvement.

All national museums had had permanent exhibitions at all times since their inceptions. However, these needed to be improved and updated from time to time. The permanent exhibitions were usually on different subjects or disciplines such as history, ethnography, and archaeology. When one aspect of the permanent exhibition was closed others remain open. For example, when management at Copperbelt Museum was improving the Geology exhibition on the ground floor, the Ethnography exhibition on the upper floor remained open.

If a museum had no permanent exhibitions, the Board closes it until they were mounted. Even when the main Livingstone Museum building was undergoing renovations in 2004, exhibitions were open at another building within the town. The Livingstone Museum had tried to make the collection accessible to the general public through publications and exhibitions of different types. The permanent exhibitions at the Livingstone Museum were changed between 2004, and 2007.

However, the observation that most museums were not mounting temporary exhibitions as regularly as they should was correct due to the following factors:

- insufficient funding for research, collection management and materials;
- lack of reliable transport; and
- lack of space in the case of Copperbelt Museum.

## **ii. Weaknesses in Mounting Travelling Exhibitions**

The travelling exhibitions had been carried out to a limited extent due to insufficient financial resources to procure appropriate vehicles and equipment and human resource to manage the programmes.

Travelling exhibitions were costly especially the international ones. For example, in 2009, UNESCO asked the National Museums Board to bring a Slave Trade Route Travelling exhibition from South Africa at the cost of US\$4,000 and due to lack of funds, this failed to take off. Nonetheless, a few travelling exhibitions were generated.

In terms of permanent exhibitions, Lusaka National Museum received KR700 000.00 out of the approved KR1.1million in 2011, for its permanent exhibitions, which are currently being undertaken. Moto Moto Museum received KR229, 000.00 out of the approved KR980, 000.00 in 2012. The permanent exhibition at Moto Moto Museum had since been opened to the public though partially completed.

Regarding the temporary exhibitions Lusaka National Museum under challenging circumstances had 5 exhibitions between 2010 and 2013; Livingstone Museum had 2; Moto Moto Museum had 4, Copperbelt Museum had 1 despite limited space, while Choma had 7 under the same period.

## **Measures in Place for Managing National Museums Board Functions**

### **(a) Lack of Strategic Plan and Marketing Policy**

The strategic plan which expired in 2006, was based on the Management Services Division model of Cabinet Office first introduced in 1996. The delay in launching the Strategic Plan was caused by management decision to engage a consultant who advised that there was need to change the earlier model. Due to financial constraints, it took long to hold a workshop to address the new Strategic Plan. By December, 2010, two meetings were held to re-cast the plan using a new format which would enable every institution to implement it. Furthermore, National Museums Board waited for the Sixth National Development Plan to be launched in 2011, in order to align its strategic plan to the national plan. The National Museums Board strategic plan (2011-2015) was produced and launched in August, 2011.

### **Marketing**

Regarding marketing, the former Ministry of Tourism, Environment and Natural Resources established the Zambia Tourism Board to market all products and institutions in the tourism sector, to which National Museums Board was an integral part. To avoid duplication, the National Museums Board relied on Zambia National Tourist Board to market its museums. The National Museums Board used to provide

sufficient information to Zambia National Tourist Board to be included in its marketing programmes including linking National Museums Board website to the Zambia National Tourist Board one.

In 2009, when the National Museums Board realised that museums were still not being adequately marketed, a Directorate of Museum Development and Marketing was created. By 2011, the new Directorate developed marketing tools such as posters, calendars, pop-ups and brochures and a website namely [www.museumzambia.org](http://www.museumzambia.org).

#### **(b) Lack of Monitoring of Museums Activities by the National Museums Board**

It was important to monitor museum activities to ensure compliance and adherence to Government policy and effective implementation of projects and programmes. However, this was hampered by a number of factors such as lack of funds and reliable transport. However, between 2010, and 2013, the National Museums Board Secretariat in the company of the Ministers and Permanent Secretary toured all museums in the country.

#### **(c) Weaknesses in the Research Functions at the Museum**

##### **i. Restricted Amount of Field Research Activities Undertaken by Museums**

Research is one of the fundamental functions of a museum. There were limited number of field research activities undertaken by the museums mainly due to insufficient funding, inadequate human resource and lack of transport.

In order to address this challenge, management had been encouraging researchers to enter into some collaboration with both local and guest researchers to conduct their own research between 2010, and 2013. When funding improved, research would be undertaken more frequently.

##### **ii. Staff Vacancies and Funding of Research Activities**

Since 1993, the National Museums Board had experienced low funding to fill in the vacant positions. As also observed from the 2009 financial audit report, the grants to the National Museums Board had been insufficient to meet the cost of a full establishment. In addition, the National Museums Board had incurred a huge debt resulting from non-payment of terminal benefits to forty two former employees. As a result of this debt, National Museums Board was unable to fill in the vacant positions to enable museums conduct adequate research activities.

In this regard, management had continued to engage the Government to find lasting solutions to the problem of low funding to museums. In 2012, the Government through the Ministry of Chiefs and Traditional Affairs provided a supplementary funding to meet shortfall on personal emoluments for existing staff.

##### **iii. Lack of Equipment for Research**

The Government was aware that museums lacked appropriate equipment to conduct researches. However, Government was committed to improving funding for both operational and capital projects in order to enable museums to conduct quality research.

#### **iv. Transportation to Carry out Field Research**

Since the mid 1990s, museums had been grappling with the problem of lack of transport for both research and general administrative purposes. This had been mainly due to lack of adequate capital funding. The last time museums received funding from the Government for motor vehicle and office equipment purchase was in 1992. In 2006, funds from the Royal Norwegian Embassy enabled the Board to procure three vehicles, one for Livingstone Museum, two second hand vehicles for the National Museums Board Secretariat and for Copperbelt Museum and of these only one was still running.

#### **Understaffed Museum Education Departments**

The museums' Education Departments were understaffed and management had been concerned about the shortage of personnel in the Education Departments. In 2011, one Officer was assigned to the Education Department at Livingstone Museum while at Moto Moto Museum an Officer completed his university studies the same year and was assigned to Education Department. In the case of Lusaka National Museum and Copperbelt Museum, the situation remained the same (one officer each) due to budgetary constraints.

#### **Weaknesses in Access to Research Information and Provision of Museum Information**

##### **i. Lack of Internet Facilities**

The Ministry acknowledged that internet is a necessary tool in research and access to museum information. In this regard, management had sourced funds from the Royal Norwegian Embassy to improve internet connectivity in museums. Two museums namely, Livingstone Museum and Moto Moto Museum, bought broad bands to ensure all officers had access to the internet. However, insufficient funding made it difficult to sustain the running and maintenance costs.

The National Museums Board Secretariat was connected to the Ministry of Tourism and Arts Local Area Network. While all museums, except MotoMoto and Nayuma Museums had operational internet facility for all their staff. Currently MotoMoto Museum relies on dongles to access internet which is a slow system and in most cases not accessible to all staff when they need it.

##### **ii. Lack of Website Development**

The Directorate of Museum Development and Marketing has reactivated the website and is now accessible. It is [www.museumszambia.org](http://www.museumszambia.org). In addition Lusaka National Museum has established an institutional website ([www.lusakanationalmuseum.org](http://www.lusakanationalmuseum.org)).

#### **Under Funding For the National Museums Board and Museums**

##### **i. Funding to National Museums Board and Museums**

Since 1995, funding to the National Museums Board and museums by the Government had been low. The period between 1995, and 2003, was the worst in that there were months that the institutions went without any funding from the Government at all. This state of underfunding for over 15 years had led to a build-up of a debt amounting to KR70 millionas at 31<sup>st</sup> December, 2012.

Management had since 1999, been engaging the Government in order to find a permanent solution to the problem of low funding to museums as shown below:

- in February, 2012, the National Museums Board and the Ministry of Chiefs and Traditional Affairs met the Secretary to the Treasury and supplementary funding was given to specifically address short fall on personal emoluments.;
- in December, 2012, the National Museums Board and the Ministry of Chiefs and Traditional Affairs met the Director of Budget; and
- in April, 2013, the National Museums Board and the Ministry of Chiefs and Traditional Affairs met Director of Budget to discuss salary increment to workers. This was followed by a letter to the Secretary to the Treasury. This matter is currently receiving attention. These issues are receiving attention from Government.

The underfunding to museums had culminated into huge debts to statutory institutions, suppliers of goods and services, separated staff as well as serving staff.

## ii. Failure to Fund the Museums in Full to Meet the Total Wage Bill

The impression created that the Secretariat retains “*three times more funds than the museums*” at the expense of conservation work needed to be corrected. What actually went to the Secretariat alone was K1, 015,149,791 compared to K4, 170,000,000 that was allocated to all national museums. Total funding to the Board was KR9, 400,000 as indicated in the 2013 Yellow book. This showed that the Secretariat only received 15%. Museums got about 64% of total allocation. The 21% balance was retained by the Secretariat to cater for programmes agreed by management (comprised by Directors) to be centrally handled by head office. There were certain functions which the National Museums Board Secretariat had been tasked to handle and these were funded after a joint management budgeting process. These include:

- **Debt servicing** which was allocated K611 million. The Secretariat serviced the debt which had accumulated over the years. This was agreed by management upon realisation that litigation from former employees was higher from former senior management staff. The Secretariat manages Board Members’ allowances, Board and Management meetings. It also monitored projects and museum activities.
- **Staff Training.** When the National Museums Board and the Royal Norwegian Embassy signed a Financing Agreement in 2004, it was agreed by management that human resource development programmes be centralised to create uniformity and in accordance with the Training Policy. Funding arising from the Training Policy implementation was ideally supposed to be done from the Secretariat.

## Museum Development and Marketing

The financial crisis museums experienced in recent years prompted management to recommend to the Board to create a Directorate of Museum Development and Marketing to enhance museum visibility to the public in order to stimulate interest in museums among the general citizenry and to work more closely with the Zambia Tourism Board. A sum of K123 million had annually been set aside under NMB Secretariat toward the realisation of the goal of its establishment.

## **Payment of Board Members' allowances and management of Board meetings**

Section 5(1) of the *National Museums Act* empowers the Minister to appoint not more than twelve Board Members in order to oversee the functions of the Board as provided in section 4 (2) and section 6 of the same Act including holding Board meetings at least three times a year.

The National Museums Board Secretariat disbursed funds to Community Museums namely Choma Museum and Crafts Centre, Nayuma Museum, Nsingo Museum Project and Kawiko Museum Project, all amounting to K663 million.

Museums raised income and this was not remitted to the Secretariat. This was to enable museums meet some functions such as purchase of conservation materials, electricity, and water bills, station upkeep, fuel, stationery etc. However, it had to be stated that there was no museum in the world that was self-sustaining as own income could not sustain museum operations.

## **Failure to Account for Funds for Infrastructure Development in Community Museums – National Museums Board**

The money received was remitted to the projects namely Nsingo Museum and Kawiko Museum at the time except for balance of K229, 653,369 which was retained by the Secretariat to service equally critical demands such as litigation from NAPSA, Workers Compensation Control Fund Board which, arose because of insufficient funding to museums and delays in grant releases by the Government.

The National Museums Board had been experiencing perpetual low funding during the period under review. Due to critical insufficiency of funds, it was not possible to release all the money to these projects as the Board had to attend to its own direct financial obligations such as meeting litigation orders. The money was retained to meet these pressing demands.

## **Failure to Account for Funds - Nsingo Museum**

The initial funding was being disbursed through the National PHD Trust but the National Museums Board was dissatisfied with the way the Trust was retiring expenditure receipts and reports. As a result, the Board engaged Chipata Municipal Council to manage the funds.

The receipts from both National PHD Holders Trust and Chipata Municipal Council had since been found and were available for inspection.

## **Unfinished Kawiko Museum Building**

Efforts were being made to complete the building. In April, 2011, it was agreed that funds to complete the building would be disbursed through the Mwinilunga District Council as it was easier to account for the funds through an institution than through individuals as was the case at Nsingo Museum in Chipata. The funds were being disbursed and works were on-going.

## **Weaknesses in Staff Management**

### **i. Employment of Staff in unauthorized Positions at NMB and Museums**

The report observed that “An analysis of basic salaries revealed that twenty five (25) members of staff were occupying positions not approved by the Board, resulting in overpayment of salaries amounting to K366,284,373 in 2009 and K359,858,782 as of September, 2010”.



The correct position, however, was that the existing organisation chart had not been up dated at the time of audit. After the 2001, restructuring a number of organisational charts were produced.

For some time the establishment had not been reviewed. In this regard, the establishment was reviewed in 2011, and a new organisational chart was approved by the Board in December, 2011. All appointments were normalised.

### **Over payments**

Museums followed the laid down conditions of service for remunerating the members of staff so that they were not paid salaries outside the stipulated conditions of service. In December, 2011, the full Board met to review all appointments and remuneration of staff and corrective measures were taken.

### **Under payments**

At the time of audit, some employees appeared to have been underpaid because their salary notches did not fall in their position salary scales. The report observed that some employees at the Lusaka National Museum were underpaid. The conditions of service referred to by the report were for permanent and pensionable employees and did not cover those on contractual employment. The employees in question were on three year contracts and their conditions were negotiated as contained in their contracts. This was so after UNZAAWU complained that the National Museums Board was using negotiated union conditions on employees who were not their members. The contracts for all them ceased as they were no longer in the service of the Board.

In December, 2011, the full Board met to review all appointments and remuneration of staff and corrective measures were taken.

### **Honorarium**

Generally, honorarium was awarded to individuals not employed on permanent basis. However clause 9 of the Regulations Governing the Terms and Conditions of Service for Non-unionised Staff, effective 1<sup>st</sup> January, 2009, states “The Board may make a token payment to an employee in appreciation of service of an extra-ordinary nature rendered to the institution”. Employees who successfully complete their studies were usually awarded salary increase of one notch as provided for in clause 3.8.12 of the Training Policy in the National Museums Board Policies and Regulations (2006).

### **Statutory Obligations / Staff debts / other creditors**

Museums had not been honouring statutory obligations, staff debts and other creditors due to insufficient funding. The grants received during the period under review were not sufficient to meet all the key financial obligations (salaries, statutory contributions and allowances). In March, 2012, the Government through the Ministry of Chiefs and Traditional Affairs gave the National Museums Board a supplementary funding of KR 2,880,000. Following this initiative by the Ministry, effective January, 2012, all museums had been remitting on monthly basis to NAPSA, ZSIC Pension Scheme and ZRA (P.A.Y.E). The challenge now was liquidating the debt accumulated over the years.

### **The Museums are Operating at a Low Capacity (50-80%)**

Your Committee was informed that the Government shared these concerns because a good number of positions in museums had not been filled due to:

- i. insufficient funding; and
- ii. lack of specialised training in Zambian training institutions.

At current level of funding, filling in the vacant positions would correspondingly increase the debt. The National Museums Board has kept staffing levels low in order to keep the debt at its current level. The National Museums Board had attempted to encourage existing employees to have multi skills for improved management of museums. The first step would be to increase the capacity and productivity of the existing staff rather than recruiting new ones without ensuring a good source of funding.

### **Weaknesses in Generating Entry Fees and Other Incomes**

Majority of visitors to museums are Zambians and pay less than foreign visitors. School parties were in the majority and in most cases these enter the museums free of charge as they come for education purposes. Foreign visitors were very few. However, the National Museums Board has since directed that school groups be charged when visiting museums. Additionally, the steps outlined below had been taken.

- The Directorate of Museum Development and Marketing improved marketing of museums through publicity materials.
- All museums had or were improving their permanent exhibitions for increased visitorship.
- The NMB website ([www.museumszambia.org](http://www.museumszambia.org)) had been launched.
- The Ministry of Chiefs and Traditional Affairs has ensured that all chiefs in all provinces have been made aware of existence of museums and their functions through sensitisation workshops.

### **The Ministry of Tourism and Arts failure to efficiently Plan, Control and Coordinate the Activities of the National Museums Board**

#### **(a) Failure to Repeal and Replace the National Museums Act (Cap.174 of the Laws of Zambia)**

Your Committee was informed that *the National Museums Act of 1966* had not been amended to respond to modern trends. Previous submissions for the amendment did not receive Cabinet approval. However, the draft Bill that the National Museum's Board submitted in 2010, received Cabinet approval in principle and the then Ministry of Tourism, Environment and Natural Resources instructed the Attorney General to draft the Bill since the National Museum Board had already produced a layman's draft.

It was Government's considered view that the new Act would also provide for and regulate private and community museums to conform to set standards and ethics on museum management. The former Ministry of Tourism, Environment and Natural Resources submitted the layman's draft of the Museums Bill to the Ministry of Justice to draft the bill. Drafting of this Bill was underway.

#### **Lack of Comprehensive National Policy on Museums by Ministry of Tourism and Arts**

Your Committee heard that there was no national policy on museums. However, the Government realised this omission and drafted National Heritage Policy. The draft National Heritage Policy was presented to stakeholders for validation in 2010.

## **Lack of Monitoring and Evaluation of the National Museums Board and the Museums by the Ministry of Tourism and Arts**

The Ministry explained that while it was true that the National Museums Board was under the Ministry of Chiefs and Traditional Affairs and not under the Ministry of Tourism and Arts, monitoring and evaluations of the Board and institutions under it was absent. However, following change of Government in 2011, the Ministry of Chiefs and Traditional Affairs had been providing funding and policy guidelines to the Board and Museums to ensure that the heritage of the country was preserved, interpreted and presented to the people for education, tourism and enjoyment. In this regard, the Minister appointed the Board for a period of three years to ensure, among other things, National Museums Board management was monitored and evaluated from time to time. Government through the Ministry was committed to ensuring that the Board of Directors enforced this function.

## **Inadequate Co-ordination and collaboration by Ministry of Tourism and Arts with other Ministries on Heritage Related Issues**

### **i. Ministry of Education**

The Ministry's response was that although not much collaboration went on between the two Ministries, schools regularly visited museums because museums provided educational information to schools, tertiary institutions and research facilities to researchers in search of knowledge. However, plans were underway to integrate heritage into the school curriculum. The Ministry through the National Museum Board intended to submit the proposed curriculum to Ministry of Education in order to contribute to education and promotion of cultural tourism.

### **iii. Ministry of Community Development and Social Services**

Your Committee was informed that the anomaly that was observed during the implementation of the Fifth National Development Plan whereby museum programmes were in the Arts and Culture Chapter and the lead Ministry was the Ministry of Community Development and Social Services was corrected in the Sixth National Development Plan as all programmes were brought under the Tourism chapter.

To address this anomaly, the Ministry of Chiefs and Traditional Affairs (MOCTA) was committed to forming an Inter-Ministerial Coordinating Committee to ensure there was effective coordination and collaboration in the cultural sector.

Your Committee was informed that the Ministry of Tourism and Arts acknowledged the fact that museums and the National Museums Board were facing a number of challenges which required urgent attention from all stakeholders. However, Government through the Ministry of Chiefs and Traditional Affairs was doing its best to secure sufficient funding from the National Treasury to ensure that National Museums Board carried out its mandate efficiently.

## **Way Forward**

Your Committee was informed that taking cognisance that the National Museums Board was a statutory body carrying out its mandate on behalf of the Government, the Government should undertake to provide sufficient grants to the National Museums Board so that museums could serve the people of Zambia and their invaluable heritage from which they draw their identity, inspiration, self-esteem and national pride as they were intended to at inception in 1966.

The Ministry expressed the view that the Government should assist in liquidating the K70million debts and consider substantially improving budgetary allocation to museums starting 2014.

## **COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS**

8. Your Committee makes the following observations:

- (i) museums are grant aided institutions that the Government expects to generate further income on their own but, by their very nature as non-profit making entities these are incapable of generating any meaningful income. Your Committee also notes that the Government, with good cause, has stopped museums from charging economical entry fees;
- (ii) as a result of the many funding gaps that museums are experiencing, museums have resorted to alternative means of raising funds such as selling crafts, hospitality business and others, thereby moving away from the core business of research, preservation, conservation, storage of artefacts and exhibiting. Your Committee further notes that the main constraint has been lack of trained personnel, space, equipment and materials;
- (iii) it is an anomaly that whilst the National Museum's Board has a strategic plan, the various individual museums do not.
- (iv) the National Museums Board and museums have been moved around various ministries of government and that this has affected their operations.
- (v) the Auditor-General's report reveals that there was no comprehensive national policy in place to give direction on how museums were to be managed. The National Museums Act of 1966, has not been reviewed to take into account changes in the modern environment albeit that a new Bill had been drafted, which has been enacted as of May, 2011.
- (vi) with regard to Choma Museum, your Committee observes that the Ministry of Education has asked it to vacate premises that it has been occupying from the 1970s.

Your Committee therefore recommends as follows:

- (i) the Government should change the funding modalities for museums through the National Museums Board by giving increased funding for them to operate effectively;
- (ii) all museums, national as well as community should adhere to the standardisation of documentation by using the prescribed system;
- (iii) the Government must desist from moving around the National Museums Board and place it under the appropriate Ministry once and for all;
- (iv) the National Museums Board must increase its role of monitoring and supervising all museums by coordinating research, staff development and placement as well as marketing;
- (v) the policy and legal framework must be amended expeditiously to take into account all types of museums whether they be national, community or private as well as all aspects of museum management; and
- (vi) the Choma Museum must endeavour to ultimately construct its own premises.

## **CONCLUSION**

9. In conclusion, your Committee wishes to express its gratitude to you, Mr Speaker, and to the Clerk of the National Assembly for the support rendered to it during the year. Your Committee is also indebted to all the witnesses who appeared before it for their co-operation in providing the necessary memoranda and briefs.

Your Committee is hopeful that the observations and recommendations contained in this report will go a long way in improving the museums sector in Zambia.

M Muteteka, MP  
**CHAIRPERSON**

June 2013  
**LUSAKA**