



**REPUBLIC OF ZAMBIA**

**REPORT**

**OF THE**

**COMMITTEE ON CABINET AFFAIRS**

**ON THE**

**NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION (AMENDMENT) BILL,  
N.A.B. NO. 60 OF 2026**

**FOR THE**

**FIFTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY**

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## **FOREWORD**

Honourable Madam Speaker, the Committee on Cabinet Affairs has the honour to present its Report on the National Institute of Public Administration (Amendment) Bill, N.A.B. No. 60 of 2026, for the Fifth Session of the Thirteenth National Assembly. The functions of the Committee are set out under Standing Orders 206(m) and 207(j) of the National Assembly of Zambia Standing Orders, 2024.

The Committee held two (2) meetings to consider the Bill. In order to gain insight into the ramifications of the Bill, the Committee sought both written and oral submissions from various stakeholders. The list of stakeholders is at Appendix II of the Report.

The Report is in three parts. PART I highlights the background, objectives and salient provisions of the Bill, PART II covers concerns raised by stakeholders and PART III contains observations and recommendations made by the Committee.

The Committee wishes to pay tribute to all stakeholders who appeared before it and tendered both oral and written submissions. It further wishes to thank you, Madam Speaker, for affording it an opportunity to study the *National Institute of Public Administration (Amendment) Bill, N.A.B. No. 60 of 2026*. The Committee also appreciates the services rendered by the Office of the Clerk of the National Assembly during its deliberations.

PP 

Andrew Z Lubusha,  
**CHAIRPERSON**

May, 2026  
**LUSAKA**

**ACRONYMS**

CBU – Copperbelt University

NIPA – National Institute of Public Administration

UNZA – University of Zambia

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## **1.0 MEMBERSHIP OF THE COMMITTEE**

Mr Andrew Z Lubusha, MP (Chairperson); Ms Sibeso Sefulo, MP (Vice Chairperson); Mr Elias Musonda, MP; Mr Peter Phiri, MP; Mr Kaliye Mandandi, MP; Mrs Chushi Kasanda, MP; Rev Given Katuta Mwelwa, MP; Mr Newton Samakayi, MP; Dr Christopher Kalila, MP; and Mr Cliff Mpundu, MP.

## **PART I**

### **2.0 BACKGROUND**

The Bill seeks to amend the *National Institute of Public Administration Act, Chapter 152* in order to reinforce the Institute's institutional governance by transitioning from a narrow administrative oversight model to a comprehensive, multi-sectoral governing Council that incorporates professional expertise from the legal, financial, and human resource fields.

The principal Act currently provides for the management of the Institute through a traditional Council structure that does not sufficiently reflect the diversity of contemporary regulatory and professional bodies. Accordingly, there is a need to revise the Act so as to adopt a framework that accommodates governance and professional standards informed by a broader range of stakeholders drawn from both the public and private sectors.

Once enacted, the Bill will provide for the reconstitution of the governing Council, set out clear legal grounds for disqualification from membership to safeguard integrity, and align the determination of members' allowances with the Emoluments Commission in order to enhance fiscal transparency and accountability.

### **3.0 OBJECT OF THE BILL**

The object of this Bill is to:

- i. revise the composition of the Council of the National Institute of Public Administration; and
- ii. provide for matters connected with, or incidental to, the foregoing.

### **4.0 PROVISIONS OF THE BILL**

#### **Clause 1 – Short Title and Commencement**

The clause provides for the citation of the Act as the National Institute of Public Administration (Amendment) Act, 2026, and stipulates that the Act shall be read as one with the principal Act.

The clause further provides for the commencement of the Act, specifying that it shall come into operation upon the expiry of the term of office or removal of the existing Council members, after which new members shall be appointed in accordance with the provisions of the Act.

#### **Clause 2 – Amendment of Section 2**

The clause provides for the amendment of section 2 of the principal Act by inserting new definitions. These include the definition of the "Emoluments Commission" and "legally disqualified," as well as definitions for the Zambia Institute of Chartered Accountants and the Zambia Institute of Human Resource Management, in order to enhance clarity and interpretation of the Act.

### **Clause 3 – Amendment of Section 5**

The clause seeks to amend section 5 of the principal Act by revising the composition of the governing Council. It provides for a broader and more inclusive Council comprising representatives from key Government ministries, professional bodies, trade unions, and the private sector. The clause maintains the total number of Council members at nine (9), consistent with the current Act.

The clause further provides that the respective institutions shall nominate their representatives for appointment by the Minister.

Additionally, the clause introduces provisions that set out the grounds for disqualification from membership of the Council, including bankruptcy, legal incapacity, and conviction for specified offences, in order to promote integrity in the governance of the Institute.

### **Clause 4 – Repeal and Replacement of Section 7**

The clause provides for the repeal and replacement of section 7 of the principal Act. It provides that members of the Council or its committees shall be paid allowances as determined by the Emoluments Commission, upon the recommendation of the Minister, thereby ensuring transparency and consistency in the determination of allowances.

### **Clause 5 – Amendment of Section 10**

The clause provides for the amendment of section 10 of the principal Act by deleting subsection (4), in order to align the provision with the proposed governance reforms under the Act.

## **PART II**

### **5.0 SUBMISSIONS AND CONCERNS FROM STAKEHOLDERS**

The stakeholders generally supported the principle of amending the governing framework of the National Institute of Public Administration to reflect its modern mandate. However, they raised some specific concerns regarding academic governance, legal alignment with the Constitution, and institutional representation. The detailed concerns are set out below.

#### **5.1 Clause 3 – Amendment of Section 5: Council Composition**

Stakeholders observed that while the Bill expands the Council to include professional bodies and the private sector, it omits the inclusion of the University of Zambia (UNZA) and the Copperbelt University (CBU). Stakeholders argued that since the National Institute of Public Administration (NIPA) is formally recognised as a public higher education institution, excluding these universities removes a critical layer of academic governance oversight and quality assurance. This omission could potentially jeopardise the international recognition and accreditation standing of NIPA's academic qualifications.

Stakeholders recommended that the Bill be amended to expressly provide for the inclusion of representatives from key public higher education institutions, such as UNZA and CBU, on the Council of the National Institute of Public Administration.

#### **5.2 Clause 3 – Rationale for Reconstitution**

Stakeholders noted that the current Council composition leans too heavily toward state actors, which limits the inclusion of diverse skills from the private and professional sectors.

They emphasised that the shift toward a more balanced Council is necessary to align the Institute with its expanded mandate in postgraduate studies, research, and modern corporate governance.

### **5.3 Clause 3 – Dual Mandate Alignment**

Concern was raised regarding the Institute's focus on its "dual mandate" of both professional public service training and academic degree conferral. Stakeholders pointed out that the governing structure must specifically protect the academic education function, which is currently a major core business of the Institute, to ensure it remains subject to the same rigors as other established public universities.

### **5.4 Clause 4 – Repeal and Replacement of Section 7: Remuneration Framework**

Stakeholders observed that the principal Act's provision for the Council to determine its own remuneration was in direct conflict with Article 230 of the Constitution. While they supported the shift to the Emoluments Commission, they stressed that this change is a legal necessity to eliminate inconsistencies and ensure the Act conforms to the prevailing constitutional landscape.

## **PART III**

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

After carefully considering the submissions from various stakeholders, the Committee observes that while the National Institute of Public Administration (Amendment) Bill, N.A.B. No. 60 of 2026 is a commendable effort to modernise the law, several provisions require refinement to ensure institutional credibility, constitutional compliance, and legal clarity. In this regard, the Committee presents the following observations and recommendations:

**6.1.** The Committee notes with concern that Clause 3 of the Bill, which amends Section 5 of the principal Act, omits representation from the University of Zambia and the Copperbelt University. This omission is not a minor oversight—it removes a critical layer of academic oversight, quality assurance, and institutional credibility.

The Committee observes that excluding these premier public universities undermines the academic integrity and international standing of the Institute's qualifications.

The Committee, therefore, recommends that the Bill be amended to reinstate representation from the University of Zambia and the Copperbelt University in order to safeguard academic legitimacy, accreditation standards, and global recognition.

**6.2.** The Committee observes that the current Governing Council is narrowly constituted and leans heavily toward state actors, which may deprive the institute of essential skills from the private and professional sectors. The Committee views the inclusion of more representatives from the private sector as a positive step towards a more balanced governing body.

The Committee, therefore, recommends that clause 3 be adopted as proposed, subject to the inclusion of the aforementioned academic representatives, to enhance corporate governance and reflect the Institute's expanded mandate in research and postgraduate studies.

**6.3** The Committee observes that the Bill, in its current form, does not explicitly provide for the representation of persons with disabilities on the Council. The Committee is of the view that, as a public institution mandated to train the nation's public service, NIPA's governance structure should reflect the principles of social inclusion and equity.

The Committee, therefore, recommends that clause 3 be further amended to include a representative of persons with disabilities, nominated by a recognised body representing such interests, to ensure that the institute's policies and training programmes are inclusive and sensitive to the needs of all citizens.

**6.4.** Finally, the Committee observes a clear constitutional inconsistency in the principal Act, which allows the Council to determine its own remuneration. This is in direct conflict with Article 230 of the Constitution of Zambia and presents a governance risk.

The Committee, therefore, strongly supports the adoption of Clause 4, which vests the determination of allowances in the Emoluments Commission, thereby ensuring constitutional compliance, transparency, and fiscal discipline.

## **7.0 CONCLUSION**

The Committee supports the Bill. Once enacted, the *National Institute of Public Administration (Amendment) Bill, N.A.B. No. 60 of 2026*, together with the principal Act, will serve as a significant piece of legislation in aligning Zambia's legal framework with modern corporate governance standards and constitutional requirements.

The Committee, however, urges the Executive to carefully consider stakeholders' submissions as highlighted in the report, particularly regarding academic oversight, social inclusion, and constitutional alignment, in order to strengthen the Bill.

We have the honour to be, Madam Speaker, the Committee on Cabinet Affairs, tasked to consider the National Institute of Public Administration (Amendment) Bill, N.A.B. No. 60 of 2026.

P.F. 

Andrew Z Lubusha,  
**CHAIRPERSON**

May, 2026  
**LUSAKA**

## **APPENDIX I - NATIONAL ASSEMBLY OFFICIALS**

Mr Charles Haambote, Director (Social Committees)

Mrs Chitalu K Mumba, Deputy Director (Social Committees)

Mr Darius Kunda, Senior Committee Clerk (SC1)

Mr Andrew T Siwale, Committee Clerk

Ms Ruth Nambule, Administrative Assistant

Mr Daniel Lupiya, Senior Committee Assistant

Mr Muyembi S Kantumoya, Committee Assistant

Ms Taona Chabinga, Committee Assistant

Ms Emma Mwandila, Intern

Ms Dorothy Kapanji, Intern

**APPENDIX II – LIST OF WITNESSES**  
Cabinet Office  
Ministry of Justice  
National Institute of Public Administration