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REPUBLIC OF ZAMBIA

REPORT

OF THE

COMMITTEE ON CABINET AFFAIRS

ON THE

**ZAMBIA EDUCATIONAL PUBLISHING HOUSE FOUNDATION (AMENDMENT)
BILL, N.A.B. NO. 54 OF 2026**

FOR THE

FIFTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

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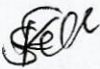
FOREWORD

Honourable Madam Speaker, the Committee on Cabinet Affairs has the honour to present its Report on the *Zambia Educational Publishing House Foundation (Amendment) Bill, N.A.B. No. 54 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 four (4) 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 *Zambia Educational Publishing House Foundation (Amendment) Bill, N.A.B. No. 54 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

ZEPH – Zambia Educational Publishing House

ZICA – Zambia Institute of Chartered Accountants

ZIHRM – Zambia Institute of Human Resource Management

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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 Government of the Republic of Zambia has historically managed the production and distribution of learning materials through the Zambia Educational Publishing House Foundation. While the principal Act established the legal basis for the Foundation's operations, the evolving landscape of corporate governance and public service delivery has created a need for a more versatile and professionalised leadership structure. It has become increasingly apparent that the executive committee requires a broader range of technical expertise to effectively oversee the Foundation's mandate in a modern educational environment.

The current legislative framework lacks a comprehensive definition of the qualifications and professional backgrounds required for committee members, leading to gaps in specialised oversight. Additionally, the existing law does not fully integrate with the constitutional role of the Emoluments Commission, which is now central to ensuring transparent and standardised remuneration across public institutions. This misalignment, coupled with outdated nomenclature and a need for clearer vacancy procedures, has necessitated a refinement of the Foundation's governing statutes.

In response to these requirements, the Zambia Educational Publishing House Foundation (Amendment) Bill, N.A.B. 54 of 2026, has been introduced. Once enacted, the Bill will reconstitute the executive committee to include representatives from key ministries and professional bodies. This legislative intervention is essential to modernise the Foundation's governance, ensure fiscal accountability through the Emoluments Commission, and provide for the efficient administration of educational publishing in Zambia.

3.0 OBJECT OF THE BILL

The object of this Bill is to:

- (i) revise the composition of the executive committee of the Zambia Educational Publishing House Foundation; 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 and establishes that it will be read as one with the Zambia Educational Publishing House Foundation Act. It further stipulates that the Act will come into operation following the expiry of the term, or removal by the Minister, of the current executive committee members.

Clause 3 – Amendment of Section 4

This clause revises the process for determining member allowances. It mandates that members of the Foundation shall be paid allowances as determined by the Emoluments Commission, acting on the recommendation of the Minister.

Clause 5 – Repeal and Replacement of Section 11

This clause reconstitutes the executive committee of the Foundation. It specifies that the committee will consist of part-time members appointed by the Minister, including representatives from the ministries responsible for education and finance, the Attorney-General, professional institutes, civil society, and the private sector. The clause further increases the total number of committee members from five (5) under the current Act to nine (9) as proposed in the Bill.

The clause further outlines the qualifications for appointment, circumstances for vacancy, and operational procedures, such as the requirement for the committee to meet at least once every three months and the establishment of a quorum of five members.

Clause 6 – Amendment of Section 13

The clause addresses the appointment and remuneration of the Foundation's administrative leadership. It empowers the Foundation to appoint a Secretary and Assistant Secretary and stipulates that their emoluments shall be determined by the Emoluments Commission. Additionally, it clarifies that the Foundation retains the authority to determine other terms and conditions of service for these officers.

PART II

5.0 SUBMISSIONS AND CONCERNS FROM STAKEHOLDERS

Stakeholders were broadly in favour of updating the governance structure of the Zambia Educational Publishing House (ZEPH) to align it with contemporary corporate standards. However, a number of specific concerns were noted, particularly in relation to terminology, institutional autonomy, and the breadth of representation. These issues are outlined in detail below.

5.1. Clause 1 – Short Title Inconsistency

5.1.1. Inclusion of the term "Foundation"

Stakeholders observed an inconsistency between the principal Act and the proposed Amendment Bill. While the principal Act is cited as the *Zambia Educational Publishing House Act*, the Amendment Bill is titled the *Zambia Educational Publishing House Foundation (Amendment) Bill, 2026*.

Stakeholders argued that the introduction of the term "Foundation" creates ambiguity regarding the Act being amended. They noted that this variation in nomenclature could weaken the legal linkage between the principal Act and the amendment, potentially affecting statutory interpretation and enforceability. Consequently, stakeholders recommended that the title be revised to "The Zambia Educational Publishing House (Amendment) Bill, 2026" to ensure absolute consistency with the principal Act.

5.2. Clause 2 (New Section 11) – Executive Committee Composition

5.2.1. Strengthening Institutional Independence

Stakeholders expressed strong support for the removal of the Minister as Chairperson of the Executive Committee. They argued that the current structure reflects a highly centralised model that limits diversity and professional oversight. Stakeholders submitted that removing direct ministerial control would reinforce institutional independence and reduce political influence in operational matters, aligning the entity with international best practices for State-Owned Enterprises.

5.2.2. Professional and Technical Expertise

The inclusion of representatives from the Zambia Institute of Chartered Accountants (ZICA) and the Zambia Institute of Human Resource Management (ZIHRM) was welcomed. Stakeholders argued that the current composition lacks specialised competencies in financial management and fiduciary oversight, which are critical for an institution managing public resources in an increasingly complex and competitive educational publishing environment.

5.2.3. Ex-officio Representation

Stakeholders recommended that the Managing Director be clearly included as an *ex-officio* member of the Board to ensure a functional link between policy oversight and executive management. Stakeholders further submitted that the final composition should maintain a balanced mix of public sector representatives, private or professional representatives, and technical nominees.

5.3. Alignment and Harmonisation of the Principal Act

5.3.1. Revision of Section 4

Stakeholders raised concerns that while Section 11 is being repealed and replaced, Section 4 of the principal Act still contains provisions reflecting an outdated, centralised structure. They recommended that Section 4 be harmonised with the proposed reforms to ensure a clear separation between policy direction and operational management across the entire governance framework.

5.4. Operational and Fiscal Ramifications

- **Financial Implications:** Stakeholders noted that the proposed amendment has minimal financial implications as it primarily relates to governance restructuring, with costs limited to routine Board operations.
- **Institutional Efficiency:** Stakeholders argued that a more diverse Board would improve strategic decision-making and support the long-term financial sustainability of the Publishing House.

PART III

6.0 COMMITTEE’S OBSERVATIONS AND RECOMMENDATIONS

Having carefully considered the submissions from various stakeholders, the Committee notes that, although N.A.B. 54 of 2026, the Zambia Educational Publishing House Foundation (Amendment) Bill represents a positive step towards modernising the institution’s governance, a number of technical and administrative issues require refinement to ensure legal clarity and institutional coherence. In light of this, the Committee sets out the following observations and recommendations:

6.1. The Committee observes that there is a notable inconsistency in the short title of the Bill under Clause 1, which introduces the term “Foundation”, while the principal Act is cited as the *Zambia Educational Publishing House Act*. The Committee notes that this variation in nomenclature creates ambiguity regarding the legal identity of the entity and may complicate statutory interpretation.

The Committee, therefore, recommends that the short title be amended to “The Zambia Educational Publishing House (Amendment) Bill, 2026” in order to ensure full alignment and consistency with the principal Act.

6.2. The Committee notes that the repeal and replacement of Section 11 significantly enhances the professional diversity of the executive committee through the inclusion of representatives from specialised bodies such as ZICA and ZIHRM. The Committee observes, however, that while Section 11 is being modernised, Section 4 of the principal Act continues to contain outdated provisions concerning the composition of the House, reflecting a highly centralised and political structure.

The Committee, therefore, recommends that Section 4 be harmonised with the revised governance framework under Section 11 so as to ensure a clear and consistent separation between policy oversight and operational management.

6.3. The Committee observes that Clause 5(1)(e) currently provides for the appointment of a registered teacher or academician. The Committee notes that the Board would benefit more from direct industry expertise in order to effectively address the technical complexities of the publishing sector.

The Committee recommends that the provision for a registered teacher or academician be replaced with a representative from a reputable private publishing house, thereby ensuring that the Board has access to specialised experience and knowledge relevant to contemporary publishing operations.

6.4. The Committee observes that the removal of the Minister as Chairperson constitutes a significant reform that strengthens institutional independence and limits direct political involvement in day-to-day operations.

The Committee recommends that the Minister, in exercising the power of appointment under the new Section 11, ensures that nominees from the private sector and civil society possess the requisite technical expertise to provide effective fiduciary oversight.

6.5. The Committee observes that the Bill does not expressly define the status of the Managing Director of ZEPH within the newly constituted committee in the substantive provisions of Section 11.

The Committee recommends that, for the purposes of operational efficiency and effective information flow between the Board and Management, the Bill should explicitly designate the Managing Director as an *ex officio* member of the executive committee.

7.0 CONCLUSION

The Committee supports the *Zambia Educational Publishing House Foundation (Amendment) Bill, N.A.B. No. 54 of 2026*, as a key measure to modernise the institution's governance and operations. The Committee observes that the Bill strengthens accountability and transparency by broadening professional representation on the executive committee and aligning remuneration with the Emoluments Commission.

The Committee, therefore, urges the House to endorse this Report and trusts that the Executive will implement these recommendations to create a robust and modern governance framework for the Zambia Educational Publishing House.

r.p. 

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 N Mwiinga, 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

Ministry of Education

Ministry of Justice

Zambia Educational Publishing House