



REPUBLIC OF ZAMBIA

REPORT

OF THE

COMMITTEE ON TRANSPORT, WORKS AND SUPPLY

FOR THE

FOURTH SESSION OF THE TWELFTH NATIONAL ASSEMBLY

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REPORT OF THE COMMITTEE ON TRANSPORT, WORKS AND SUPPLY FOR THE FOURTH SESSION OF THE TWELFTH NATIONAL ASSEMBLY

1.0 MEMBERSHIP OF THE COMMITTEE

The Committee consisted of Mr D M Syakalima, MP (Chairperson); Ms C C Kasanda, MP (Vice Chairperson); Mr P M W Daka, MP; Mr G G Zimba, MP; Mr R Lihefu, MP; Mr G S Sialubalo, MP; Ms G Katuta, MP; Mr Y Siwanzi, MP; Mr A C Mumba, MP; and Mr J Kabamba, MP.

The Honourable Mr Speaker
National Assembly
Parliament Buildings
LUSAKA

Sir

The Committee has the honour to present its Report for the Fourth Session of the Twelfth National Assembly.

2.0 FUNCTIONS OF THE COMMITTEE

The functions of the Committee, as set out in the National Assembly Standing Orders, are as follows:

- (i) study, report and make appropriate recommendations to the Government, through the House, on the mandate, management and operations of the Government ministries, departments and agencies under its portfolio;
- (ii) carryout detailed scrutiny of certain activities being undertaken by the Government ministries, departments and agencies under its portfolio and make appropriate recommendations to the House for ultimate consideration by the Government;
- (iii) make, if considered necessary, recommendations to the Government on the need to review certain policies and certain existing legislation;
- (iv) examine annual reports of Government ministries and departments under its portfolios in the context of the autonomy and efficiency of Government ministries and departments and determine whether the affairs of the said bodies are being managed according to relevant Acts of Parliament, established regulations, rules and general orders;
- (v) consider any Bills that may be referred to it by the House;

- (vi) consider international agreements and treaties in accordance with Article 63 of the Constitution;
- (vii) consider special audit reports referred to it by the Speaker or an Order of the House;
- (viii) where appropriate, hold public hearings on a matter under its consideration; and
- (ix) consider any matter referred to it by the Speaker or an Order of the House.

3.0 MEETINGS OF THE COMMITTEE

The Committee held fifteen meetings during the period under review to execute its programme of work.

4.0 COMMITTEE'S PROGRAMME OF WORK

At the commencement of the Fourth Session of the Twelfth National Assembly, the Committee considered and adopted the following programme of work:

- (i) consideration of the topical issue: The Water Transport System in Zambia; and
- (ii) local tour to Luapula, Lusaka and Southern provinces and a foreign tour to Egypt.

5.0 PROCEDURE ADOPTED BY THE COMMITTEE

The Committee sought both written and oral submissions from the relevant Government ministries and institutions, non-governmental organisations, civil society organisations and interested individuals.

6.0 CONSIDERATION OF TOPICAL ISSUE: THE WATER TRANSPORT SYSTEM IN ZAMBIA

6.1 Background

Zambia is endowed with large water bodies, accounting for about 40 per cent of fresh inland water in Southern Africa. Maritime and inland water transport is an important sub-sector for Zambia's development, especially in areas where other modes of transport are not available. In many of these areas, such as the Zambezi, Mweru and Bangweulu plains, people are highly dependent on waterways for transport to support their economic activities. Inland water transport also facilitates growth in trade, tourism and in the delivery of social services such as education and health.

Further, compared to other modes of transport, water transport possesses the inherent advantages of being useful for transporting bulky goods, is cheaper, safer, and more environmentally friendly. However, until recently, the sub-sector had suffered years of

neglect compared to other modes of transport. As a result, the country lacks adequate maritime and inland waterway infrastructure and equipment. Therefore, most of the waterways need increased investment in order to improve their capability to be used for water transportation.

Premised on the above, the Committee resolved to undertake a study on the Water Transport System in Zambia.

6.2 Objectives of the Study

The objectives of the Committee's study were to:

- i. assess the adequacy of the policy and legal framework governing the water transport sub-sector;
- ii. assess the state of the water transport system in the country
- iii. ascertain the contribution of the sub-sector to the social economic development of the country;
- iv. appreciate the role of the private sector to maritime and inland water transport development;
- v. assess the efficacy of strategies put in place to support the water transport sub-sector;
- vi. understand the extent of the challenges being faced by the sub sector ; and
- vii. make recommendations to the Executive on the way forward.

7.0 SUMMARY OF SUBMISSIONS FROM STAKEHOLDERS

In order to appreciate the subject under consideration, the Committee engaged various stakeholders, listed at Appendix II, who provided both oral and written submissions on the topical issue.

7.1 Institutional, Policy and Legal Framework in the Water Transport Sub-sector

7.1.1 Institutional Framework

The Committee was informed that Zambia's Maritime and Inland Water Transport (MIWT) system was administered and regulated by the Ministry of Transport and Communication through the Department of Maritime and Inland Waterways (DMIW). Further, the Zambia Police Marine Unit (ZPMU), falling under the Ministry of Home Affairs, shared in the regulatory mandate of MIWT.

i. **Department of Maritime and Inland Waterways**

The Department of Maritime and Inland Waterways was established in 1994 by a Ministerial Administrative Directive without any legal instrument. This department acted as the regulator, implementer and enforcer of MIWT. The Department was also mandated to promote the development and growth of the water transport sub-sector in order to ease the movement of passengers and cargo, especially in wetland regions. Further, this Department was responsible for surveying and registration of vessels, regulation of harbours and ports and promoting marine safety and navigation.

ii. **Zambia Police**

The Zambia Police Marine Unit was established in 1965 to monitor cross border movement of water vessels and people and was the enforcer of laws on water bodies, whether shared with other countries or not. However, the *Inland Waters Shipping Act, Chapter 466 of the Laws of Zambia* did not empower the Marine Unit to effectively enforce marine safety in the same way that the *Road Traffic Act No. 11 of 2002* empowered the Road Traffic Police Unit and the Road Traffic and Safety Agency (RTSA) with regard to licensing, penalties and sanctions.

7.1.2 Policy Framework

The Committee was informed that the Zambian Government's policies on transport as a whole and MIWT in particular, were reflected in several policy instruments as outlined below.

- i. The Vision 2030, which aspires for Zambia to have a robust and competitive transport and communications network that services the region.
- ii. The Seventh National Development Plan (7NDP), which set out to expand and modernise the Mpulungu harbour to increase access to the Great Lakes Region markets. In addition, it emphasised the development and rehabilitation of canals and harbours to service rural communities through increased trade and service delivery.
- iii. National Transport Policy (2019), which aspired to create an intermodal transport system which would provide for inter-linkages among the four modes of transport (rail, road, air and water) and ultimately transform Zambia into a regional transport hub by 2028.
- iv. National Water Policy (2010), which intended to promote a safe and clean maritime and inland waterways environment and ensure availability of accurate information on water resources for water ways development; and

- v. The Draft National Transport Master Plan (NTMP 2037), through which the Government and its cooperating partners realised the importance of Zambia having a long-term strategic document to direct investment in the transport sector and developed the NTMP to guide investment in the transport sector over a horizon of twenty years.

7.1.3 Legal Framework

The Committee was further informed that a legal framework was in place for the operation and management of the maritime and inland water transport system in Zambia. The legislative framework was underpinned by two main pieces of legislation, namely:

- i. *The Inland Waters Shipping Act, Chapter 466 of the Laws of Zambia*, which provided, *inter alia*, for the surveying, registration and management of water vessels as well as designation of the ports and harbours. The *Inland Waters Shipping Act* also governed international treaties and agreements between Zambia and neighbouring countries; and
- ii. *The Merchant Shipping Act, Chapter 468 of the Laws of Zambia* which provided for the registration of merchant ships in Zambia. The Act outlined the safety guidelines and basic requirements and standards of ships in Zambia as well as qualifications of seamen.

At international and regional level, the sub-sector was required to operate and function under the direction and guidance of the existing international and regional protocols, agreements and treaties which included those set out below.

- i. the International Maritime Organisation (IMO) - United Nations (UN) global standard-setting authority for the safety, security and environmental performance of international shipping;
- ii. the African Maritime Transport Charter (1994), which recognised the importance of water transport to the economic development of the continent; and
- iii. the SADC Protocol on Transport, Communication and Meteorology, which encouraged Member States to facilitate development of port and inland waterway infrastructure throughout Southern Africa.

In light of the above, the Committee learnt that the policy regime governing the water transport sector in Zambia was adequate. However, according to a needs assessment conducted in 2014 by the International Maritime Organisation (IMO), both the *Inland Waters Shipping Act* and the *Merchant Shipping Act* were outdated and least advantageous, especially that they were coupled with a weak institutional framework. The legislation did not meet the new developments in terms of the regulatory requirements and maritime occupational health and safety standards. For instance, the framework did not cater for non-

motorised vessels which, in many water bodies, accounted for the majority of the recorded marine accidents.

7.2 State of the Water Transport System in the Country

The Committee learnt that, although Zambia had an extensive network of inland waterways, the development of inland waterway transport infrastructure and waterways lagged far behind other transport modes such as road and air. The stakeholders gave an overview of the status of the water transport system as outlined hereunder.

7.2.1 Waterways

The Committee learnt that a waterway was defined as any navigable path of water. The network of Zambia's inland waterways spanned over 7,600 kilometres which consisted of lakes, rivers, canals and swamps. Out of the 7,600 kilometres, only around 2,250 kilometres of the waterways were navigable, reflecting the many bottlenecks hampering water transportation development in the country. This included 547 kilometres of the five major lakes, namely; Kariba, Mweru, Bangweulu, Tanganyika and Mweru Wantipa and 3,570 kilometres of the five major rivers, namely; Zambezi, Kafue, Luangwa, Luapula and Chambeshi.

The total canal network stretched to 3,485 kilometres, spread across six provinces, namely; Northern, Luapula, Muchinga, North-Western, Western and Southern, with Western and Luapula Provinces having the largest number of navigable waterways in the country. Among these canals was the 10 kilometre Rivungu-Shang'ombo canal, which had significant economic impetus to enhance domestic and international trade with Angola.

The water transport mode had not been utilised to a significant degree due to the lack of maintenance of inland waterways and canals. Nearly all of the waterways lacked navigational aids, were silted and clogged with overgrown weeds and therefore, needed increased investment in order to improve their capability to be used for water transportation at meaningful scales. To this effect, the Government had procured several waterway maintenance equipment, although not adequate, to clear the weeds and deepen canals up to 5 metres, thereby making them more navigable.

7.2.2 Water Transport Infrastructure

The Committee was informed that the water transport infrastructure was a composite term that encompassed landing jetties, slipways, quays, administration blocks and warehouses, passenger terminals, marine meteorological stations and the hard standing. In Zambia, the provision of water transport services had been hampered by the lack of this requisite infrastructure as most of the harbours and ports, apart from Mulamba and Mpulungu, remained inadequately equipped or undeveloped due to many years of neglect and therefore, required very urgent attention. Some of the harbours previously under the Government responsibility were privatised and had been turned into fishing companies, timber processing plants and in some cases, abandoned completely.

Among the key harbours and ports were Mpulungu on Lake Tanganyika, Mulamba on the Zambezi River, Siavonga on Lake Kariba, Nchelenge on Lake Mweru, and Chilubi and Samfya on Lake Bangweulu. Mpulungu harbour was the only inland waterway which was being used for commercial shipping as a gateway to the Great Lakes Region. Land access to Mpulungu Harbour was by road. However, there were plans to connect the Harbour to Tazara at Nseluka near Kasama, which would ease the transportation of heavier cargo such as cement and sugar.

Despite being the most important port in the country, Mpulungu Harbour still had inadequate infrastructure. It had a 20 metre quay, which made it impossible to load two ships from the Port at the same time. This, therefore, delayed vessel turn around and consequently, increased the cost of shipping. In view of this, a feasibility study on the modernisation of the port was conducted in 2018. The study was funded by the African Development Bank (AfDB). For the development of the port, the Zambian Government was seeking technical assistance from AfDB and the Dutch Government.

7.2.3 Water Transport Quality of Service

It was learnt that most of the water transport services provided in Zambia were short-haul except for those on Lake Tanganyika, servicing the Great Lakes Region. This was because most water bodies in Zambia lacked navigable connectivity with each other, resulting in isolated water transport systems with economic opportunities being limited to the level of activities in the local regions they served. The short-haul water transport services were mainly passenger focused and largely informal while the long-haul services were freight focused. Short-haul water transport services in Zambia included pontoon operations and tourism boats.

The Committee was also informed that nearly 100,000 people in Zambia solely relied on water transport to access goods and services. Formal passenger movements were mainly offered by public institutions such as ZAMPOST, Mweru Water Transport Board and Bangweulu Transport Board. However, these parastatal bodies were observed to be unsustainable because they were surviving on Government grants, which often were not enough to cater for capital investment. They also had challenges with maintenance of their vessels and limited ability to satisfy the travel demands of the community.

The services of public marine institutions were largely of public good nature. This was because water transportation was more of a need than a demand in most of the local areas that these institutions serviced. However, as the populations which depended on water transportation in Zambia were large and could not be fully catered for by the Government services, private sector investment in passenger water transport services in the country was necessary.

Further, a large section of the population outside the coverage of the public and formalised private water transport system relied on informal operators whom they found to be cheaper than the subsidised boats provided by public marine institutions. In general, the informal

water transport service providers operated smaller, unconventional and unregistered vessels such as canoes which were usually manned by unqualified personnel. This was reported to have contributed to the high level of marine accidents on Zambian water bodies.

7.2.4 The Number of Licensed and Registered Vessels

The Committee was informed that it was estimated that there were in excess of 3,000 public and privately owned vessels operating on waterways across the country as at 31st December, 2018. The private vessels were registered by the Department of Maritime and Inland Waterways while the Controller of Government Transport (CGT) registered government vessels.

Most of the vessels had not been admitted on the register because of inadequate capacity and resources experienced by the Department of Maritime and Inland Waterways. Therefore, only 564 private vessels were surveyed and licensed by the Surveyors of Vessels and Harbour Masters while the number of registered Government vessels stood at thirty one across the country.

7.2.5 Maritime Technical Equipment

The Committee heard that between 2014 and 2018, the Government procured dredging equipment and passenger water vessels. The details of the equipment were as listed below.

Government Passenger Transport and Equipment

S/N	TYPE OF EQUIPMENT	QUANTITY	LOCATION	SUPERVISING INSTITUTION
1	Dredgers	21	Across the country	MHID
2	Speed boats	14	Across the country	MTC
3	Water buses (120-seater capacity)	02	Bangweulu & Mweru	MTC
4	Medium Passenger Boats (30-Seater)	12	Across the country	MTC
5	Crawler cranes 400 tonnes	01	Mpulungu Harbour	MHCL
6	Reach Stacker	01	Mpulungu Harbour	MHCL
7	Forklifts	04	Mpulungu Harbour	MHCL
8	24-Seater passenger Boat	01	Samfya	ZAMPOST

The mandate of dredging waterways was moved from the Ministry of Transport and Communications (MTC) to the Ministry of Housing and Infrastructure Development (MHID) following the restructuring of the ministries. However, the maintenance of the equipment remained with the Ministry of Works and Supply (MWS).

7.2.6 Meteorological Services

Given that effective and safe operations of watercraft depended on the prevailing weather conditions, marine meteorological stations were critical for both water transport service providers and fishermen. This was because the weather played a major role in the provision of safe and reliable water transport services. Therefore, the water vessel crews were expected to know and ensure that the weather was conducive before going on a voyage in order to prevent accidents.

However, it was observed that there was little communication taking place between boat operators and those charged with the dissemination of weather and climate data. This contributed to the increased weather related marine accidents. The limited investment by the MTC through the Zambia Meteorological Department (ZMD) in the provision of harbour weather and hydrological information services had not done much to support MIWT operations. For instance, ZMD only had 109 (forty one manual and sixty eight automated) weather stations thinly spread across the country against the standard requirement of one in every 21 kilometres across the country. This made the provision of customised weather and hydrological information services which water transport operations required, difficult.

In consideration of the above, land meteorological stations were provided at Samfya and Chilubi Island on Lake Bangweulu, Mpulungu on Lake Tanganyika and Chipepo on Lake Kariba although they were not effective. This left the MIWT operators principally relying on generic weather information services. In the short term, the Government intended to develop ten more marine meteorological stations on major water bodies across the country in an effort to improve access to weather information services for maritime operators.

7.2.7 Pontoon Service

Apart from inland waterways transportation by boats, the Government also facilitated the movement of people and goods across water bodies using pontoons. There were twenty three pontoons in the country operating from nineteen crossing points that were managed by the Engineering Services Corporation Limited (ESCO) under the Ministry of Works and Supply. All landing bays at the nineteen crossing points were in their natural form except for Kazungula which had a reinforced concrete slab. The ones in a natural form were reinforced with compacted gravel to facilitate embarking and disembarking of motor vehicles. The Ministry of Works and Supply had engaged the Road Development Agency (RDA) to construct reinforced concrete landing bays at all the crossing points. Further, only Kazungula had permanent office buildings and storage facilities while the rest of the pontoon crossing points used shipping containers as office buildings and storage facilities for spares and other operational materials. In order to improve service delivery, the Government had, among other measures, embarked on a programme to replace most of the pontoon crossings with permanent bridges.

7.2.8 Administration

The Committee heard that the administration of MIWT in Zambia was mainly encumbered with inadequacy of both personnel and skills. The Department of Maritime and Inland Waterways was in need of professional staff in maritime administration, planning, economics and engineering which were essential for the strategic development of the sub sector. Most harbours in Zambia also lacked technical staff such as harbour masters, lake captains, surveyors of vessels and vessel inspectors.

The above situation was contrary to the provisions of the *Inland Waters Shipping Act* which stipulated that each port of registry should be either a mini or fully fledged harbour administration. Furthermore, each port of registry was supposed to be manned by at least one Surveyor of Vessels. However, the Department had only two Surveyors of Vessels providing services to twenty-one ports of registry across the country and only three Harbour Masters stationed at Mpulungu, Samfya and Mongu. This situation resulted in a highly centralised approach to service provision.

It was also reported that most of the marine technicians were trained abroad while short-term training was sometimes provided locally by suppliers of equipment. To address this challenge, the Government intended to establish a marine training school in the country.

7.3 Contribution of the Water Transport Sub-Sector to the Country's Socio Economic Development

The Committee was informed that there were some positive contributions of the water transport sub sector to the Zambian economy as it offered an opportunity for cheaper, more efficient, safer, and environmentally friendly transportation for both passengers and freight. Further, stakeholders submitted as stated hereunder.

- i. Zambia's major tourist sites such as national parks, waterfalls, wetlands and national parks were situated near water bodies. Therefore, well-developed inland waterways had the potential to enhance tourism activities and hence could contribute towards an increased revenue base for the country.
- ii. Some remote areas in the Zambezi plains, Mweru Wantipa and Bangweulu Swamps were densely populated but without alternative transport modes. This left the inhabitants of these areas exclusively dependent on water transport for distribution of farming inputs and outputs to and from the markets. Consequently, water transport, if well developed, could contribute greatly to uplifting the livelihoods of the people.
- iii. The construction of canals not only made the affected land become arable for agriculture but had, in addition, provided drainage for flood prevention. Further, canals and waterways which were in navigable condition throughout the year helped to accelerate economic growth in the respective areas.

- iv. For some rural communities where road connectivity was impossible, water transport was the only means for accessing schools, health facilities, markets and administrative centres.
- v. In terms of maritime, Lake Tanganyika was the only inland waterway which connected Zambia with the Great Lakes Region and had the potential to effectively support regional economic, political and social integration. Statistics showed that a total cargo of about 164,118 Metric tonnes and 1,227 passengers used the Mpulungu Port in 2018.
- vi. Revenue collection by the Treasury from the water transport system - The mandate of the Maritime and Inland Waterways Department included revenue collection. The Government collected revenue from the water transport system for the Treasury through maritime and water ways fees as outlined below.

a. Revenue Collection from Taxes Administered by ZRA, 2017 and 2018 (ZMW)

	2017	2018	Total
Import Taxes (includes customs duty and import VAT)	4,539.00	436,889.00	441,428.00
Domestic Taxes (includes PAYE, VAT, income tax and withholding tax)	232,070.69	442,761.24	674,831.93
Total	236,609.69	879,650.24	1,116,259.93

b. Actual and estimated revenues for 2017 and 2018, Maritime and water ways fees (ZMW)

Year	Revenue Estimates	Actual Revenue	Percentage
2017	165,440.00	59,520.00	35%
2018	99,481.00	95,496.00	96%

In 2017, the water transport system collected 35 per cent of the estimated revenue. The under collection was attributed to, among others, the lack of digitalisation of the registry system and non-registration of vessels by players in the sector. In 2018, the percentage of revenue collection increased to 96 per cent of the estimated revenue due to improved systems for revenue collection.

c. Comparison of Actual Funding (Total) to Actual Revenue Collection from fees (ZMW)

Year	Total - Funding (Actual)	Revenue (Actual)	Percentage
2017	1,830,000.00	59,520.00	3.3%
2018	1,781,250.00	95,496.00	5.4%

In 2017 and 2018, the contribution of the sector was less than the funding through grants by the Treasury to the sector. For example, in 2017 the actual grant funding reported was K1, 830,000.00 against revenue of K59,520.00 or 3.3 per cent of the Grant.

7.4 Role of the Private Sector in Maritime and Inland Water Transport Development

The Committee was informed that water transport was one of the economic activities where the Government was still the prominent player in service provision. This was because the economies of the places where the services were required were still depressed and most consumers of the services were understood to be unable to pay the market price for the service. A contrary was that subsidising water transportation was not the best approach to the improvement of the economic circumstances of the people in the affected areas but to encourage private sector participation, especially through Public Private Partnerships (PPPs). Stakeholders elaborated the opportunities for the private sector as outlined below.

7.4.1 Shipping and Logistics

The private sector, motivated by profits, was already involved in the development of the shipping and logistics on Lake Tanganyika and boat cruises on Lake Kariba. However, on the other waterways, private sector participation was diminishing. For instance, in Mongu, the private operators of water transport who seized the opportunity after the demise of the ZAMPOST Boat Service in 1994 also left after the construction of the Mongu-Kalabo Road.

7.4.2 Boat Building and Maintenance

The other opportunity for private sector participation in the water transport sector was boat building and maintenance as both the public and private operators were in need of these services. However, no local manufacturer, for instance, had emerged to exploit the opportunity to meet the increasing demand for house-boats by tourist operators. Further, there was limited supply of boat service parts and accessories such as life jackets. Harbours also lacked boat workshops, thereby forcing some boat operators to travel long distances to access maintenance services or replacement parts for their vessels.

7.4.3 Maritime Training and Education

In the absence of public institutions to provide maritime training in Zambia, there was an opportunity for the private sector to complement the efforts of the Government by establishing specialist education and training programmes.

7.4.4 Waterways Infrastructure

Supported with a detailed economic feasibility study, the provision of appropriate port and waterways infrastructure may spur economic activities where potential for water transport growth existed. The Government could, therefore, concession some harbours and waterway infrastructure to the private sector using such models as the Build, Operate and Transfer (BOT).

7.5 Challenges being faced by the Sub-Sector

Stakeholders submitted that the maritime and inland waterways transport sub sector was facing numerous challenges in its operations. These challenges included the ones set out below.

- i. Inadequacy of professional and technical expertise to enhance policy and strategic planning and in order to ensure efficient operations of MIWT both in the Government and the private sector.
- ii. Outdated pieces of maritime legislation and weak institutional framework where the Department of Maritime and Inland Waterways Transport was the regulator, implementer and enforcer.
- iii. Lack of local maritime training programmes, making it very costly for both the public and private operators to find adequately trained personnel or to improve the skills and proficiency of their cadre.
- iv. Limited access to timely and accurate weather information services to support maritime decision making due to inadequate investment in weather stations at some of the harbours.
- v. Inadequate maintenance of the canals, resulting into risky and difficult navigation by the operators.
- vi. Lack of navigable interconnectivity between waterways, thereby requiring several transfers to and from the road mode to complete a trip. This made Zambia's maritime and inland waterway transport more costly and time inefficient than they should be.
- vii. The level of service of most of the inland water transport providers was in many instances undesirable as most of the vessels were dilapidated and operations were characterised by frequent rescheduling of trips.
- viii. Lack of infrastructure at harbours and ports such as landing jetties, transit warehouses, cargo handling equipment and landing bays.
- ix. The lack of water navigation aids such as beacon lights, channel markings and indicators made it difficult for operators to navigate. This was coupled with lack of navigational maps that emphasised the depth of the waterways and their geographical locations.
- x. There were no workshop facilities for marine equipment repairs at the harbours and ports, resulting in high cost of repair as operators had to transport broken-down equipment this to either Lusaka or Copperbelt where workshop facilities were available.

- xi. Limited participation of the private sector in the provision of the various services under the MIWT value chains as evidenced from the very few private players in the water transport sub-sector.
- xii. The pontoon services by Engineering Services Corporation (ESCO) were of poor quality and were subjected to frequent breakdowns, causing business delays and increased transportation cost.

7.6 Strategies put in Place to Support the Water Transport Sub-Sector

The Committee was informed that the challenges faced by the water transport sub -sector had resulted in unsatisfactory water transport service provision. To address some of those challenges and to improve water transport service provision in Zambia, the Ministry of Transport and Communications had put in place the following strategies:

i. Decentralisation of Maritime Services

The Ministry of Transport and Communications had commenced engagements with the Ministry of Local Government with a view to devolving the Navigation Safety Management Programme. The Programme involved the survey and registration of vessels, sensitisation on safety of navigation and accident investigations. The Programme was meant to assist the Ministry to effectively carry out maritime activities by leveraging on the already established structures under local authorities in districts where water bodies were prevalent. This Programme was being piloted in Southern, Luapula and Northern provinces and was envisaged to be implemented in 2020.

ii. Recruitment of Additional qualified Staff

The Department was in need of professional and technical staff to man the harbours across the country. To address the problem, the Ministry had since requested for Treasury authority to expand the Maritime Department establishment. Meanwhile, marine safety was compromised and revenues were being lost due to lack of staff presence on most waterways across the country.

iii. Improvement of Maritime User Fees Payment System

To improve the capacity for revenue collection, DMIW had embarked on a process of improving the maritime user fees payment system. With help from the Treasury, the MTC had already designated six commercial banks to collect revenue on behalf of the Government.

iv. **Digitalisation of the National Vessel Registry**

The Ministry had commenced the development of electronic issuance of the maritime licences and certificates. This would ease monitoring of vessel populations countrywide and in turn give accurate revenue projections. It was hoped that the exercise would be completed by 2021;

v. **Validity of certificates and licences**

The Ministry was developing a Statutory Instrument that would give limited validity of three years for surveyors' certificates and coxswain licences. This was unlike the system which was in place where certificates and licences were valid in perpetuity.

vi. **Maritime Sub-Sector Reforms**

The Ministry of Transport and Communications was performing most of the roles in the maritime sub-sector ranging from operations, regulation and policy formulation. Therefore, the Ministry intended to carry out reforms which would include the creation of a maritime authority to regulate the sector. This would ensure that regulation was separated from policy, which would be a preserve for the Ministry.

vii. **Revision of the Maritime Legislation**

This strategy was meant to strengthen the MIWT legal framework to respond to the current maritime policy, regulatory and operating environment. In this respect, the two pieces of legislations governing MIWT in Zambia would be reviewed.

viii. **Pontoon Services**

The Ministry of Works and Supply had put in place a Strategic Plan (2019-2021), through the Engineering Services Corporation Limited (ESCO) with a view to improving safety and efficiency.

ix. **Programme for Climate Resilience**

The Government, through the Pilot Programme for Climate Resilience was scheduled to rehabilitate about 370 kilometres of traditional canals in Western Province at a cost of about USD 7 million. These canals were Lubitamei, Muoyowamo, Namitomei, Musiamo, Ng'ombala, Nebubela and other fisheries canals.

7.7 Stakeholders' Recommendations to the Committee on the Way Forward

The stakeholders who interacted with the Committee made recommendations set out below.

- i. There was need for the development of a Water Transport Safety Strategy (WTSS) which would provide guidance for a well coordinated and planned sub-sector.
- ii. It was advisable for the Government to establish harbour administration systems on most of the water bodies countrywide. This would enable the general public access services without difficulties and also ensure close monitoring of marine activities on the Zambian waterways.
- iii. There was need for the review of the legal instruments governing water transport administration, including safety and regulatory mechanisms.
- iv. The funding to the sub sector should be increased so that activities under the Navigation Safety Management Programme, such as sensitisation on safety of navigation, survey and registration of vessels, and marine law enforcement were undertaken on all the water bodies countrywide.
- v. The Government should facilitate the creation of a shipping line to operate local vessels and international voyages on the high seas and international waters.
- vi. There was need for the Government to strengthen private sector-related provisions in the policy and legal framework by introducing fiscal and other incentives to foster private sector participation.
- vii. There was need to start re-stocking the water bodies with fish as abundant fish stocks would potentially re-establish the water transport's pivotal role in the fishing industry.
- viii. In order to prevent accidents and straying of vessels across international borders, there was need to place clear marks or other navigation signals on sand banks, border lines.

8.0 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

After a detailed analysis of the written memoranda and consideration of oral submissions from stakeholders, the Committee makes the observations and recommendations set out hereunder.

i. Institutional Framework

The Committee observes that the institutional framework has a regulatory weakness in that the Department of Maritime and Inland Waterways (DMIW)

is the regulator, implementer and enforcer, which could result in compromised quality.

In order to address the situation, and eventually strengthen the institutional framework for administration of water transport, the Committee urges the Government to actualise the setting-up of a well-resourced maritime and inland waterways authority in the long run and devolve the administration of the sub sector to local authorities.

ii. **Policies Governing Water Transport**

The intentions of the Government as espoused in the transport policies appear appear satisfactory and adequate to transform water transport into a viable sub sector. However, the Committee is concerned that very little has been achieved so far in the sub-sector regarding the implementation of the 7NDP which comes to an end in 2021.

The Committee, therefore, urges the Government to expedite the implementation of all the key policy reforms in order to unlock the potential of water transport in Zambia.

iii. **Legal Framework**

The Committee notes that unlike other sub sectors, such as road and aviation, whose laws have been revised in the recent past to accommodate economic, social, and technological changes, this has not been done for the water transport sub sector, where legislation remains outdated and requires review. This has a negative impact on the sub sector.

The Committee, therefore, urges the Government to urgently initiate legislative reform in the sub sector taking into account international best practices in maritime management such as cyber-security, pollution, and piracy. Further, the revised legislation should be aimed at ensuring that the objectives of the new National Transport Policy are effectively realised and that the administrative regulations are not embedded in the principal Act to make administrative changes easy.

iv. **Infrastructure**

The Committee observes that apart from Mulamba harbour in Mongu and Mpulungu Harbour, most of the harbours in Zambia are in a deplorable state and require urgent repairs or development from their natural form due to many years of neglect. The Committee is particularly concerned that despite efforts by the Government to improve the sub-sector, Zambia's inland waterways infrastructure generally remains in a very poor condition and requires

significant investment to bring it to the minimum standard required for safe and efficient usage.

The Committee, therefore, strongly recommends that the Government comes up with a robust strategy to rehabilitate all harbours in the country. Further, the Government should encourage private owners to revive harbours abandoned after privatisation and improve the sector. The Committee is of the view that priority should be given to the rehabilitation and maintenance of underdeveloped harbours. Further, the Committee recommends that the Government should consider concessioning some harbours and waterway infrastructure to private operators using the Build, Operate and Transfer (BOT) model in order to bring more investment to the sub-sector.

v. **Pontoon services**

The Committee expresses concern that despite their importance, pontoon services have proved to be unreliable and costly due to frequent breakdowns and the associated poor safety records. Pontoon users also tend to face longer crossing waiting times which has, prompted the Government to consider replacing some of the pontoon crossings with permanent bridges.

While welcoming the construction of bridges, the Committee recommends that pontoons should not be completely done away with as they remain a viable option to cross heavy cargo carriers, in circumstances of collapsed bridges and where the other vessels are small and cannot carry heavy loads.

vi. **Gazetting of Harbours and Ports of Registry**

The Committee notes that of the twenty-one ports of registry and several harbours in Zambia, only three harbours are gazetted, namely; Mpulungu on Lake Tanganyika, Siavonga on Lake Kariba and Mulamba in Mongu. The Committee is concerned that water transport operations on ungazetted harbours may be difficult to regulate and, as a result, the Government may neither deploy staff to regulate the operations nor invest in them to improve the services at such harbours.

For that reason, the Committee recommends that the Government should ensure that all ports of registry are gazetted so as to facilitate even distribution of development of these facilities without leaving anyone behind.

vii. **Under Utilisation of Equipment**

The Committee is concerned that the equipment procured by the Government for inland water ways has not been adequately utilised because the sub sector is the least funded of the four modes of transport and has inadequate staff to undertake the construction, maintenance and rehabilitation activities.

The Committee, therefore, recommends that the Government should prioritise the water transport sub-sector in terms of allocation of budgetary resources for operations and recruitment of necessary skilled staff.

viii. **Poor Financing Strategies**

The Committee observes that, unlike road infrastructure which benefits from different revenue generation approaches such as the National Road Fund Agency (NRFA), the water transport system lacks such opportunities, resulting in its current poor state.

The Committee therefore, urges the Government to consider transforming the NRFA into a National Transport Fund Agency (NTFA) to cater for all transport sub sectors. In the same vein, the Government should consider applying the fuel levy to the entire transport sector. Additionally, the Government should facilitate the retention and use of some of the user fees and other applicable charges within the water transport sub sector.

ix. **Meteorological Services**

The Committee is concerned that despite strategic and operational decisions in the water transportation being weather and climate sensitive, there has been very limited investment by the Government towards the provision of accurate weather services to support water transport.

Therefore, the Committee strongly urges the Government to actualise the planned development of ten more marine meteorological stations on major water bodies so as to provide operators with accurate information which will, among others, significantly improve decision-making and reduce loss of life and property.

x. **Administration**

The Committee notes that despite the Department of Maritime and Inland Waterways Transport being vital to the strategic development of the sub-sector, it faces a critical shortage of human capital, thereby affecting its capacity to execute its mandate effectively. For example, the shortage of harbour masters, surveyors of vessels and vessel inspectors has resulted in a centralised approach to service provision and has contributed to inefficiency in service provision. Further, recruitment in the sub-sector is costly due to non availability of a marine training facility within the country, meaning that all staff requiring such training have to be sent abroad.

The Committee is of the view that although the Ministry is working towards the devolution of water transport administration to the local authorities, this

will only create a temporary relief in the management of water transport. The Committee, therefore, recommends that Government finds a lasting solution by locally training and employing more skilled staff so as to curb the persistence of a skills gap in the long run. The Committee further implores the Government to establish marine educational and training programmes in institutions of higher learning in order to develop a larger cadre of maritime personnel in Zambia.

xi. **Water Transport Parastatal Companies**

While the Committee appreciates that the Government's continued provision of water transport services to people in areas without alternative transport modes where consumers are also unable to pay economic fares, it is concerned that this approach is not sustainable.

The Committee, therefore, recommends that the Government should concentrate on provision of requisite infrastructure and encourage the Public Private Partnerships (PPPs) in providing the service. In the view of the Committee, in this way, the Government will be saving resources for the provision of social services and improvement of people's livelihoods. With improved livelihoods, many people will afford economic rates on the formal vessels and avoid using the cheaper but risky unconventional boats. The PPPs can also help bring about the much needed expertise and efficiency in the management and administration of the sub sector.

xii. **Scarcity of Vessel Parts and lack of service workshops**

The Committee expresses concern that there is limited supply and in some instances, complete lack of boat service parts and accessories such as life jackets and floats on the local market, which is hindering the effective running of the sub sector. Further, the Committee observes that there are no boat workshops at the harbours, forcing some boat operators to travel to Lusaka and the Copperbelt to access maintenance services or replacement parts for their vessels, which is very costly.

The Committee, therefore, urges the Government to encourage the private sector to invest in the provision of service parts by offering them incentives, such as tax rebates, to set up workshops at various harbours. The Committee further urges the Government to encourage, private investors to enter the sub sector through franchises or by manufacturing such supplies.

xiii. **Improvement of Maritime User Fee Payments System**

The Department of Maritime and Inland Waterways (DMIW) is in the process of improving the maritime user fees payment system by requesting for Treasury authority to appoint commercial banks to collect revenue on behalf

of Government. While noting the measures put in place to improve revenue collection, the Committee is of the view that a lot remains to be done. One way in which the Treasury could support the Department is by authorising the use of part of the revenue collected by the Department at source.

The Committee recommends that in order to promote and enhance the development of maritime and inland water transport, the Government should authorise that part of the revenue collected should be retained and reinvested by the Department of Maritime and Inland Waterways.

xiv. **Insurance of Water Vessels**

The Committee is concerned that most of the water vessels operating in the country are not insured because the insurance of such vessels remains discretionary, which is unacceptable as it exposes the assets to risk. Moreover, most (80 per cent) of the three thousand vessels operating in the country remain unregistered and therefore, are not tax compliant.

The Committee strongly recommends that the Government, through the Ministry of Transport and Communications, should ensure that insurance of boats is made compulsory in the revised legislation. Additionally, all boats should be certified sea worthy, and be tax compliant before they can be allowed to operate, similar to the requirement by the Road Transport and Safety Agency (RTSA) in the road transport sub sector.

xv. **Underdevelopment of Mpulungu Harbour**

The Committee observes that despite the immense potential for increased traffic and revenue generation, Mpulungu Harbour faces many challenges such as vessel turnaround time, navigation aids, dry port and lack of critical linkage to railway due to insufficient investment in the harbour and intermodal linkage.

The Committee recommends that Mpulungu Harbour and other underdeveloped harbours should be given priority in infrastructure development and provision of equipment as they are already generating resources for the Government. Further, the Government should also accelerate the connection of Mpulungu Harbour to the railway line at Nseluka in Kasama.

xvi. **Local Maritime Training Facilities**

The Committee is concerned that despite marine transport being a specialised area, the country does not have a marine skills training school, resulting in a critical shortage of skilled human resource in this area.

The Committee, therefore, recommends that the Government facilitates the local training of vessel inspectors and other marine professionals. To encourage enrollment and rapid increase of graduates, the Government is urged to offer bursaries to some students who enroll for these courses.

xvii. **Lack of Navigation Aids**

The Committee is concerned that navigation aids such as beacon lights and other indicators are totally absent on water bodies, thereby leaving operators at the mercy of navigational hazards. The Committee was made aware of the practical scenarios where Zambian vessels easily stray into the Zimbabwean waters on Lake Kariba and the Democratic Republic of Congo waters on Lake Mweru. This is unacceptable because it puts the operators at risk of being harassed or prosecuted for illegal entry into those neighbouring countries. In light of this, the Committee urges the Government to urgently address the need for navigation marks by ensuring that all water bodies have the necessary aids to improve safety and, consequently, avoid distress to the water transport community.

xviii. **Private Sector Participation**

The Committee observes that this sub sector has not really attracted private sector participation, especially in the provision of infrastructure development. This has left the Government as the sole developer of the sub sector. The Committee, therefore, urges the Government to come up with a robust strategy to attract private investment to the sub sector. The Government should also explore and implement measures that would reduce interest rates in order to enable the private sector access to affordable credit and foster private sector investment in the marine sector.

xix. **Climate Change**

The Committee notes that although climate change is a serious threat to water transport as its unpredictability can negatively impact the ecosystems leading to reduced flows and drying up of water bodies, very little is being done to preserve the ecosystem.

Therefore, the Committee urges the Government to put in place climate change mitigation measures such as public sensitisation on preservation of water catchment areas and river basins. This will ensure that the sub sector is protected from environmental factors that arise from human activities.

xx. **Research Programmes**

The Committee is concerned with the general lack of information on the socio economic benefits that can be derived from the water transport sub sector, which makes it difficult for operators to make informed projections.

The Committee urges the Government to expedite the development of research programmes to help generate information for use in investment and decision making. Areas requiring research should include knowledge, attitudes, practices and estimations of travel demand of the people serviced by water transport.

xxiii. **Multimodal Transport**

The Committee is concerned that Zambia is lagging behind in that it does not have a multimodal transport system which interlinks the different transport sub sectors based on their comparative advantage. For example, the Committee is of the view that linking of Mpulungu Harbour by train to TAZARA at Nseluka in Kasama will improve efficiency in the movement of goods.

The Committee recommends that in order to harness the full potential of water transport, the Government should consider adopting a development model that focuses on promoting the complementarities of the different modes of transport in order to arrive at an optimal mix, which utilises the comparative advantage of each mode of transport in any given situation.

xxix. **Strengthen Collaboration between Line Ministries**

The Committee notes that the mandate of dredging waterways was moved from the Ministry of Transport and Communications (MTC) to the Ministry of Housing and Infrastructure Development (MHID) following the restructuring of the ministries.

Noting the shift in the ministry responsible for dredging the waterways, the Committee recommends that the Government should, therefore, vigorously implement the 2019 Transport Policy in order to strengthen collaboration between line ministries and other agencies dealing with the water transport system in order to promote an integrated approach in the planning and implementation of interventions relating to the sub sector.

9.0 CONCLUSION

With about 2,250 km of navigable waterways, Zambia should have been a major player in the water transport sub-sector. Further, while currently not as economically significant as the other modes of transport in Zambia, maritime and inland waterways transport remains critical to the social and economic functionality of those places where the landscape makes water the most feasible mode of transport. However, the development of the sub-sector has been hampered by many challenges, including inadequate legislation, inadequate professional staff and poor funding. These challenges ought to be addressed as a matter of urgency so that the sub-sector can be vibrant.

The Committee, therefore, strongly urges the Government to consider and take appropriate action on the observations and recommendations contained in this Report in the quest for the successful development and sustainability of the maritime and inland water transport sub sector in Zambia as envisioned by the 7NDP.

Finally, the Committee wishes to thank the Hon Mr Speaker and the office of the Clerk of the National Assembly for the guidance and services rendered to it throughout the Session. The Committee is also indebted to the stakeholders who tendered both oral and written submissions on the topical issue.

D M Syakalima, MP
CHAIRPERSON

June, 2020
LUSAKA

Appendix I - National Assembly Officials

Ms C Musonda, Principal Clerk of Committees
Mr F Nabulyato, Deputy Principal Clerk of Committees (SC)
Mr S Chiwota, Senior Committee Clerk (SC)
Mr C Bulaya, Committee Clerk
Mr S Simushi, Intern
Mrs R M Kanyumbu, Typist
Mr M Chikome, Committee Assistant
Mr D Lupiya, Committee Assistant
Mr M Kantumoya, Parliamentary Messenger

Appendix II - The Witnesses

Ministry of Transport and Communication (MoTC)

Eng M Lungu - Permanent Secretary
Mr S Mbewe - Director, Planning and Monitoring
Mrs I Tembo - Chief Planner
Ms L M Manyana - Senior Planner
Mr B R Kaambwa - Assistant Director, Department of Maritime
Mr F K Chanka - Registrar of Vessels
Mr S Mbewe - District Waterways Engineer
Mr Z Phiri - Assistant Director, Department of Maritime

Ministry of Finance

Mr E M Pamu - Permanent Secretary, Budget and Economic Affairs
Ms C Phiri - Assistant Director, Human Resource and Administration
Mr R B Kaambwa - Assistant Director, Department of Maritime and Inland Waterways
Transport, Ministry of Transport and Communication
Mr M Chirwa - Senior Planner

Ministry of National Development Planning

Mr J C Chabala - Permanent Secretary, Development Planning and Administration
Mr J Tembo - Acting Assistant Director, Economics and Statistics
Ms R L Ndowa - Acting Principal Planner
Mr A M Mushe - Senior Planner
Mr L Chileshe - Assistant Director, Development Planning

Ministry of Works and Supply

Mrs A Musungu - Permanent Secretary
Eng P Nyirenda - Managing Director, ESCO Limited
Mr H Mtine - Operations Manager, ESCO Limited
Mr I Malikana - Principle Auditor
Mr W Lukhele - Director, Human Resource and Administration
Ms M Msoka - Chief Planner
Mr E C Mulenga - Parliamentary Liason Officer
Ms C Kalommo - Senior Internal Auditor
Mr R B Kaambwa - Assistant Director
Mr L Buumba - Senior Planner
Ms J Mwape - Planner
Ms P Konsolo - Planner
Mr W Zulu - Controller, Office Equipment Management Services

Ministry of Home Affairs

Mr L C Mulenga - Permanent Secretary
Mr B Kapeso - Deputy Inspector General of Police, Operations
Mr M Masiye - Director, Research and Information
Mr E Peteli - Principal Researcher
Mr G Malunga - Deputy Coordinator, Zambia Police Marine Unit
Mr P Sefuka - Senior Research Officer
Ms N Mphande - Researcher

Ministry of Water Development Sanitation and Environment Protection

Mr M Sakala - Permanent Secretary
Mr G Gondwe - Director, Environmental Management
Ms J Nyama - Director, Human Resource and Administration
Mr T Musonda - Director, Planning
Ms N P Kalaluka - Director, Finance
Mr A Manangi - Assistant Director
Mr K Nalili - Planner

Ministry of Housing and Infrastructure Development

Mr D Mfuno - Acting Permanent Secretary
Mr R Banda - Director, Planning
Ms C M Mazimba - Director, Finance
Mr B Mantembe - Principal Internal Auditor
Mr J Masatunya - Head of Procurement

Ministry of Local Government

Dr Bishop E Chomba - Permanent Secretary
Ms M C Kapanda - Director, Local Government Administration
Mr N Siame - Director, Housing and Infrastructure
Ms S K Masabo - Principal Planner

Ministry of Livestock and Fisheries

Mr P Ngalande - Director, Department of Fisheries
Mr C Mwaanga - Director, Policy, Planning and Information
Ms S C Nyonda - Director, Human Resource and Administration
Mr H Nzila - Principal Statistician
Mr G M Simalumba - Acting Director, Fisheries, Livestock and Marketing
Mr S Bili - Senior Policy Analyst

Ministry of Tourism and Arts (MoTA)

Dr A B Ponga - Permanent Secretary
Ms P M Muyamwa - Director, Arts and Culture
Ms B Kaonga - Director, Planning
Ms R Habweele - Principal Planner

Mpulungu Harbour Corporation Limited

Mr D Bwalya - Acting Managing Director
Mr K Kabunda - Operations Manager

University of Zambia (UNZA)

Dr E Mwanaumo - Lecturer, School of Engineering
Dr K Chabota - Lecturer, School of Engineering
Dr B Mwiya - Lecturer, School of Engineering
Dr S Manda - Lecturer, School of Humanities and Social Sciences

Zambia Revenue Authority (ZRA)

Mr M Shuko - Acting Commissioner General
Mr E Phiri - Director, Research and Policy

Zambia Environmental Management Agency (ZEMA)

Mr J Msimuko - Director General
Ms K Banda - Director, Legal Services
Mr G Sikaundi - Director, Operations

Engineering Institute of Zambia (EIZ)

Eng E Haazele - President
Eng L Chanda - Chief Executive Officer
Mr R Misitala - Committee Chairperson
Mr R H Kalangu - Technical Officer
Ms A Hamphande - Communications Officer

Civil Society for Poverty Reduction

Mr C Nachibinga - Project Coordinator
Ms D Phiri - Programs Assistant
Ms M Kabinga - Intern

Private Sector Development Association (PSDA)

Mr Y Dodia - Chairperson
Ms J Tembo - Member
Ms G Chanda - Member
Ms T Banda - Member
Ms R Mwanza - Member

Centre for Trade Policy and Development (CTPD)

Mr I Mwaipopo - Executive Director
Ms C G Mwenge - Legal Researcher
Ms M Nyimbili - Information and Communication Officer
Ms C Nanyangwe - Research Assistant

Zambia Association of Chambers of Commerce and Industry (ZACCI)

Mr G I Sakala -Acting Chief Executive Officer
Mr A Chitalu - Research Officer
Ms F Mwaba - Member

Zambia Tourism Agency (ZTA)

Mr N Mwabashike - Director, Marketing
Mr S Cheelo - Director, Licensing
Ms B M Chabala - Manager, Communications

Zambia Institute of Policy Analysis and Research (ZIPAR)

Ms P Nankamba - Executive Director
Mr Z Chikuba - Research fellow
Ms M M Chatora - Research fellow
Mr J Mututwa - Associate Researcher
Ms M Ng'andu - Research Assistant

Acqua Culture Development Association of Zambia (ADAZ)

Mr F P Mwale - Chairman
Dr M V Musonda - Trustee
Mr B Chibuta - Secretary

Zambia Development Agency

Mr M Matamwandi - Acting Director General
Mr C Ngoma - Director, Policy and Planning
Ms P Goma - Board Secretary and Legal Counsel
Mr S Chundama - Research and Policy Specialist